

**Community Development Committee**

Meeting of November 16, 2020

**Environment Committee**

Meeting of November 10, 2020

For the Metropolitan Council meeting of December 9, 2020

**Subject:** City of Andover 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22301-1

**Proposed Action**

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following actions:

**Recommendations of the Community Development Committee**

1. Authorize the City of Andover to place its 2040 Comprehensive Plan into effect.
2. Revise the City’s forecasts downward as shown in Table 1 of the attached Review Record.
3. Revise the City’s affordable housing need allocation for 2021 -2030 to 362 units.
4. Advise the City to implement the advisory comments in the Review Record for TAZ allocations, Local Water Management Plan, and Local Water Supply Plan.

**Recommendation of the Environment Committee**

1. Approve the City of Andover’s Comprehensive Sewer Plan.

**Summary of Committee Discussion/Questions**

*Community Development Committee*

Planning Analyst Michael Larson presented the staff’s report to the Committee. The Community Development Committee unanimously recommended approval of the proposed action with no questions or discussion at its meeting on November 16, 2020.

*Environment Committee*

No comments or questions. The proposed action was approved on the consent agenda at the November 10, 2020 Environment Committee meeting.

*Please note that Figure 3 has been corrected from the document published for the Environment Committee on November 10, 2020 and the Community Development Committee meeting on November 16, 2020. The previous image showed Future Land Use. Figure 3 now correctly represents existing land use.*

## Community Development Committee

Meeting date: November 16, 2020

## Environment Committee

Meeting date: November 10, 2020

For the Metropolitan Council meeting of December 9, 2020

**Subject:** City of Andover 2040 Comprehensive Plan and Comprehensive Sewer Plan, Review File 22301-1

**District(s), Member(s):** District 9, Raymond Zeran

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

**Staff Prepared/Presented:** Michael Larson, Planning Analyst (651-602-1407)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)  
Kyle Colvin, Engineering Programs, Manager (651-602-1151)

**Division/Department:** Community Development / Regional Planning  
Environmental Services / Technical Services

### Proposed Action

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4. Advise the City to implement the advisory comments in the Review Record for TAZ allocations, Local Water Management Plan, and Local Water Supply Plan.

#### Recommendation of the Environment Committee

1. Approve the City of Andover's Comprehensive Sewer Plan.

### Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Andover to implement its 2040 Comprehensive Plan (Plan).

### Community Development Committee

1. As stated in the *Local Planning Handbook*, the City must take the following steps:
  - a. Adopt the Plan in final form after considering the Council's review recommendations as contained in the body of this report.
  - b. Submit one hard copy and one electronic copy of the Plan to the Council. The electronic copy must be submitted as one unified file.
  - c. Submit to the Council a copy of the City Council resolution evidencing final adoption of the Plan.
2. The *Local Planning 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 to the Plan, local governments should incorporate those recommended changes into the Plan or respond to the Council before "final adoption" of the comprehensive plan by the governing body of the local governmental unit. (Minn. Stat. § 473.858, subd. 3)
3. Local governments must adopt official controls as identified in their 2040 comprehensive plans and must submit copies of the official controls to the Council within 30 days after the 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 9 months following amendments to comprehensive plans (Minn. Stat. § 473.865, subd. 3).

### Environment Committee

1. The Council-approved Comprehensive Sewer Plan becomes effective only after the Plan receives final approval from the local governmental unit's governing body. After the Plan receives final approval from the City and the Comprehensive Sewer Plan becomes effective, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the Council-approved Comprehensive Sewer Plan.
2. A copy of the City Council resolution adopting its 2040 comprehensive plan, including its Comprehensive Sewer Plan, must be submitted to the Council.

## Background

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

The City submitted its 2040 Comprehensive Plan (Plan) to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. §§ 473.851 to 473.871) and the Council's 2015 System Statement requirements.

## Review Authority & Rationale

Minn. Stat. § 473.175 directs the Metropolitan Council to review a local government's comprehensive plan and provide a written statement to the local government regarding the Plan's:

- **Conformance** with metropolitan system plans
- **Consistency** with the adopted plans and policies of the Council
- **Compatibility** with the plans of adjacent governmental units and plans of affected special districts and school districts

By resolution, the Council may require a local government to modify its comprehensive plan if the Council determines 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 (Minn. Stat. § 473.513).

The attached Review Record details the Council's assessment of the Plan's conformance, consistency, and compatibility, and is summarized below.

Review Standard	Review Area	Plan Status
Conformance	Regional system plan for Parks	Conforms
Conformance	Regional system plan for Transportation, including Aviation	Conforms
Conformance	Water Resources (Wastewater Services and Surface Water Management)	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent, with the proposed revisions
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent
Consistency with Council Policy	Water Supply	Consistent
Consistency with Council Policy	Community and Subsurface Sewage Treatment Systems (SSTS)	Consistent
Compatibility	Compatible with the plans of adjacent and affected governmental districts	Compatible

## Thrive Lens Analysis

The proposed 2040 comprehensive plan 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**

The Metropolitan Council awarded the City a Planning Assistance Grant of \$32,000 to complete its 2040 comprehensive plan. The first half of this grant was paid to initiate the local planning process. The second half of the grant will be paid after Council authorization of the City's plan, local adoption, and the City's submittal of final reporting requirements.

## **Known Support / Opposition**

There is no known local opposition to the 2040 comprehensive plan.

# REVIEW RECORD

## City of Andover 2040 Comprehensive Plan

### Review File No. 22301-1, Business Item No. 2020-307 JT

The following Review Record documents how the proposed Plan meets the requirements of the Metropolitan Land Planning Act and conforms to regional system plans, is consistent with regional policies, and is compatible with the plans of adjacent and affected jurisdictions.

## Conformance with Regional Systems

The Council reviews plans to determine conformance with metropolitan system plans. The Council has reviewed the City's Plan and finds that it conforms to the Council's regional system plans for Regional Parks, Transportation (including Aviation), and Water Resources.

### *Regional Parks and Trails*

*Reviewer: Colin Kelly, Community Development (CD) - Regional Parks (651-602-1361)*

The Plan conforms to the *2040 Regional Parks Policy Plan (RPPP)*. Anoka County is the Park Implementing Agency for Regional Parks System components in Andover, for which the Plan accurately describes the Regional Parks System components (Figure 1).

Regional Parks, Park Reserves or Special Recreation Features in the City include Bunker Hills and Rum River Central regional parks. Regional Trails located within the City include the Central Anoka and Rum River regional trails. There are no State or Federal recreation lands in the City.

### *Regional Transportation, Transit, and Aviation*

*Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)*

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately reflects transportation system components of the TPP. The Plan is also consistent with Council policies regarding community roles, the needs of non-automobile transportation, access to job concentrations, and the needs of freight. The Plan is compatible with the plans of adjacent and affected governmental units.

## Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials.

The Plan accurately reflects the regional functional classification map of A-minor arterials and has delineated major and minor collectors.

The Plan identifies all the required characteristics of the City's roadways, including existing and future functional class, right-of-way preservation needs, and existing and forecasted traffic volumes for principal and A-minor arterials. Forecasting is consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials.

The Plan identifies roadway and corridor studies that include recommendations regarding alignments.

## Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the City is within Transit Market Areas III, IV, and V.

The Plan incorporates the City's aspirations for transit services that are not part of the TPP. These include direct fixed route service between Andover and downtown Minneapolis and construction of additional park-and-rides within the City. However, the Plan's maps and narrative provide clarification that these proposed services are not funded nor are they part of the current TPP.

The Plan is consistent with the policies of the Transit system element of the TPP. The Plan addresses community roles related to its Community Designation, as well as the opportunities and challenges related to its Transit Market Areas.

The Plan conforms to the Transit system element of the TPP. The Plan acknowledges that the community is not within the Transit Capital Levy District and that the only transit services provided in this type of community are Transit Link dial-a-ride service and various ridesharing services.

## **Aviation**

The Plan conforms to Aviation system element of the TPP. The Plan includes policies that protect regional airspace from obstructions.

## **Bicycling and Walking**

The Plan is consistent with the Bicycle and Pedestrian chapter of the TPP. The Plan identifies existing and future segments of, and connections to, the Regional Bicycle Transportation Network (RBTN) and regional trails. (For other comments regarding regional trails, see the Regional Parks section of this Review Record.)

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional trails, regional job concentrations, and other regional destinations as identified on the RBTN map.

## **Freight**

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the community, including accessibility to freight terminals and facilities. These specific needs include accommodating freight truck traffic traveling through the city.

## **Transportation Analysis Zones (TAZs)**

The Plan conforms to the TPP regarding TAZ allocations. The City's TAZ allocations for employment, households, and population appropriately sum to the Metropolitan Council's citywide forecast totals for all forecast years.

## **Water Resources**

### **Wastewater Service**

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

The Plan conforms to the 2040 Water Resources Policy Plan (WRPP). It represents the City's guide for future growth and development through the year 2040. It includes growth forecasts that are consistent with the Council's accepted forecasts for population, households, and employment.

Current wastewater treatment services are provided to the City by the Metropolitan Council Environmental Services (MCES). Wastewater generated within the City is conveyed by Council Interceptor 7035 to, and treated at, the Metropolitan Council's Metropolitan Wastewater Treatment Plant in St. Paul. The Plan projects that the City will have 10,100 sewered households and 5,400 sewered employees by 2040. The Metropolitan Disposal System (MDS) with its scheduled improvements has or will have adequate capacity to serve the City's growth forecasts.

The Plan provides sanitary flow projections in 5-year increments. The rationale for the projections is given in the Plan and determined appropriate for planning local services. The Metropolitan Council is

committing to provide the level of wastewater service based on the sewer forecasts as stated in the sewer element of the Plan.

The Land Use Plan reflects an overall minimum residential sewer density that is consistent with Council policy for future sewer residential growth for Emerging Suburban Edge communities.

The Plan defines the City's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) primarily in the local municipal (city) sanitary sewer system that focuses on construction standards and inspection for new wastewater conveyance facilities for the prevention of I/I. It identifies a general ongoing inspection and maintenance program including manhole cover replacement with non-vented covers and manhole sealing. It acknowledges that the municipal wastewater collection system within the City was built after 1976 with much of the system built after the mid to late 1980's. This would indicate that most of the system was constructed of non-clay tile type pipe. The Plan states that the total collection system within the City is not impacted significantly by excess I/I.

The Plan describes the requirements and standards for minimizing I/I and references City Code (Title 10, Section 10-2-4F) that states that connections of roof downspouts, foundation drains, area drains, or other sources of surface runoff or ground water to a building sewer or building drain which in turn is connected directly or indirectly to a public sanitary sewer is prohibited. The Plan states that such prohibited connections are required to be disconnected when discovered.

The Plan describes the sources, extent, and significance of existing I/I within the entire City wastewater collection system and provides a description of an implementation plan for preventing and eliminating excessive I/I from entering the public collection system. The Plan states that approximately 6% of the 7,700 total residential households within the City that are served by sanitary sewer were built prior to 1970 when the use of clay tile services was common. The Plan states that the City does not know what portion of the existing private service remained when an existing structure was connected to the City collection system. The significance of clay tile pipe is that as it ages, it can become more susceptible to I/I which is one contributor to the fact that most I/I sources originate in the private property collection system. The Plan suggests that as the system ages, and excess I/I is identified, the City may inspect some of the older private services. Using wastewater flow data between 2010 and 2017 to estimate base flow (lowest daily flow) and peak daily flow the Plan states that the City's average annual I/I averages 5%, and peak daily average I/I was approximately 10%. In 2015, which had the greatest percentages during the period reviewed, these percentages were 8% and 12%, respectively.

### ***Comprehensive Sewer Plan Comments***

The City is covered under three Metropolitan Council community planning designations: Rural Residential, Diversified Rural, and Emerging Suburban Edge. That portion of the City that is serviced through the MDS is identified in the Emerging Suburban Edge area and therefore the Sewer Element of the Plan has been reviewed against the requirements for Comprehensive Sewer Plans for Emerging Suburban Edge communities. It was found to be complete and consistent with Council policies and the regional wastewater system plan. Upon adoption of the Plan by the City, the action of the Council to approve the Sewer Plan becomes effective. At that time, the City may implement its Plan to alter, expand, or improve its sewage disposal system consistent with the approved 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 (651-602-1156)*

The Plan is consistent with Council policy requirements and in conformance with the Council's WRPP for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. Andover lies within the oversight boundaries of the Lower Rum River Watershed Management Organization (WMO) and the Coon Creek Watershed District (WD). The City submitted a draft Local



Water Management Plan (LWMP) update to the Council in February 2015. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watersheds in a letter dated March 27, 2015. The 2015 LWMP was amended in 2018. The 2018 Amended LWMP was approved by the Lower Rum River WMO on September 20, 2018 and the Coon Creek WD on September 24, 2018. The City adopted the 2018 Amended LWMP on September 18, 2018. The Plan incorporates the 2018 Amended LWMP in Chapter 4.

### Advisory Comments

The Coon Creek Watershed District’s approval of the 2018 Amended LWMP states that the entire LWMP is scheduled to be updated by the City in 2023. When complete, the draft LWMP update will need to be submitted concurrently to the two Watersheds and Council Water Resources staff for formal review and comment. Upon receipt of the draft LWMP from the City, Council staff (consistent with Minnesota Board of Soil and Water Resources and Minnesota Rule Chapter 8410 guidance) will have 45 days to review the plan and provide comments and recommendations to the City and two Watersheds for consideration of incorporation into the final LWMP during their 60-day review period.

### Consistency with Council Policies

The Council reviews plans to evaluate their apparent consistency with the adopted plans of the Council. Council staff have reviewed the City’s Plan and find that it is consistent with the Council’s policies, as detailed below.

### Forecasts

Reviewer: Todd Graham, CD – Research (651-602-1322)

City and Council staff have agreed on a revision of the households and population forecast reflecting the limited housing capacity in the urbanizing sections of Andover. Also, Council and City staff agreed on an upward revision of employment, reflecting employment growth that has outpaced expectations. The Plan includes the City’s requested forecast revision (Table 1.1 of supplemental information). The forecast revision is shown in Table 1 below (changes underlined) and will be approved simultaneous with Council action on the Plan.

Table 1. City of Andover Forecasts

	Census 2010	Estimated 2019	Council Forecasts			City’s Forecast Revision		
			2020	2030	2040	2020	2030	2040
<b>Population</b>	30,598	32,882	34,000	38,200	41,900	<u>33,500</u>	<u>36,500</u>	<u>39,800</u>
<b>Households</b>	9,811	10,605	11,400	13,500	15,400	<u>10,800</u>	<u>12,150</u>	<u>13,500</u>
<b>Employment</b>	4,669	6,445	5,400	5,800	6,200	<u>6,300</u>	<u>6,700</u>	<u>7,100</u>

With this revision in the City’s overall forecasts, the City’s sewer-serviced forecasts are also revised as shown in Table 2 below.

Table 2. City of Andover Sewer-Serviced Forecasts (served by Metro Plant)

	Census 2010	System Statement Forecasts			City’s Forecast Revision		
		2020	2030	2040	2020	2030	2040
<b>Population</b>	20,052	23,380	26,820	31,250	<u>23,900</u>	<u>26,700</u>	<u>29,800</u>
<b>Households</b>	6,385	7,750	9,350	11,350	<u>7,700</u>	<u>8,900</u>	<u>10,100</u>
<b>Employment</b>	3,298	3,910	4,190	4,500	<u>4,800</u>	<u>5,100</u>	<u>5,400</u>

With this forecast revision, the 2021-2030 Affordable Housing Need for the City slightly decreases. On page 2.24, the Plan acknowledges the 2021-2030 affordable housing need allocation of 362 units, 208

of which are needed at prices affordable to households earning 30% of AMI or less, 141 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 13 of which are needed at prices affordable to households earning between 51 and 80% of AMI.

The Plan describes an inventory of land for future development sites in Tables 2.6 and 2.7. The guided land supply within the urban-serviced area could accommodate 2,853 housing units (Table 2.7), less some number of scattered housing units already existing in “transitional residential” areas. Additional housing may be developed in areas outside of the MUSA. This land supply accommodates forecasted growth.

### *Advisory Comment*

The allocation of forecasts to TAZs, including years 2020, 2030 and 2040, must be incorporated into the final, adopted version of the Plan. The City provided this information separately, as a spreadsheet, in April 2020.

### *Thrive MSP 2040 and Land Use*

*Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)*

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the City’s three *Thrive* community designations of Rural Residential, Diversified Rural, and Emerging Suburban Edge (Figure 2).

As illustrated in Figure 3, the City is only partially developed, with 51% of land as undeveloped or agricultural. Within the Rural Residential northern portion of the City, large lot residential uses are predominant with several agricultural and open space uses. Approximately 36% of the City is residential. Another 8% of the community is comprised of land in the form of parks (6%) or open water (2%). Commercial and industrial uses represent only 2% of the land area, with its largest concentration near the intersection of Bunker Lake Boulevard and Hanson Boulevard.

### **Rural Residential**

Rural Residential communities have residential patterns characterized by large lots and do not have plans to provide urban infrastructure, such as centralized wastewater treatment. This designation represents the northern third and west central portions of the City. Communities like this have topographical development limitations and development patterns with lot sizes that generally range from 1-2.5 units per acre. Rural Residential communities are expected to discourage future development of rural residential patterns and, where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres. The guiding land use for this portion of the City carries forward the Rural Residential land use guiding and policy direction from the 2030 comprehensive plan. This guiding represents approximately 51% of the City and where a minimum lot size of 2.5 acres is required to provide sufficient space for onsite sewer and water facilities. This guiding land use also accommodates agricultural land uses.

### **Diversified Rural**

Thrive describes Diversified Rural communities as home to a variety of farm and nonfarm land uses including very large-lot residential, clustered housing, hobby farms, and agricultural uses. This portion of Andover is located in the center of the community and is part of the Council’s Long Term Service Area for wastewater. Diversified Rural communities are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. In addition, Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels will meet service needs. The Plan’s Guiding Land Use for this area is Rural Reserve Residential, which represents 4.5% of the City. The City requires a minimum lot size of 10 acres, except in cases where a 5 acre lot split could occur if it demonstrates that it will ensure future urban development (i.e., through ordinance provisions such as ghost platting,

easements, etc.). This approach is consistent with the Council’s Flexible Development Guidelines for Diversified Rural Areas.

### Emerging Suburban Edge

Thrive describes Emerging Suburban Edge communities as areas that are in the early stages of transitioning into urbanized levels of development. This portion of Andover covers the southern third and east central portions of the City. Emerging Suburban Edge communities are expected to plan for forecasted population and household growth at average densities of at least 3-5 units per acre for new development and redevelopment, and target higher-intensity developments in areas with better access to regional sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities.

The Plan identifies areas for urbanization with densities and policies that are consistent with the area of the City that is designated as Emerging Suburban Edge. Acreages, densities, and guiding land uses are shown in Table 3 and Figure 4 of this staff report. The largest inventory of land is guided as Urban Residential Low with a minimum density of 2.4 units per acre. Additional acres guided at higher densities results in an overall minimum density of 3.0 units per acre. Part of this approach is the identification of five Planned Development Areas (A-E) that would incorporate a mix of residential development at Urban Residential Low and Urban Residential Medium-Low. These areas are explained in the text and identified on Figure 4 with the breakdown of acreages. The anticipated staging of future development is shown in Figure 5.

Table 3. Planned Residential Density, City of Andover

Category	2018-2040 Change				
	Min	Max	Net Acres	Min Units	Max Units
Urban Residential Low	2.4	4	738.9	1,774	2,995
Urban Residential Medium-Low	4	8	70.8	284	566
Urban Residential Medium	8	12	24.7	198	296
Urban Residential High-Low	12	20	8.8	106	176
Urban Residential High	20	25	10	200	250
<b>TOTALS</b>			<b>853.2</b>	<b>2,562</b>	<b>4,243</b>
			<b>Overall Density</b>	<b>3.0</b>	<b>5.0</b>

### Agricultural Preserves

The Plan identifies locations that are enrolled in the Agricultural Preserves program in Figure 2.9 of the Plan. These areas have a guiding land use of Agriculture with a maximum residential density of one unit per 40 acres, which is consistent with Minn. Stat. § 473H.02, subdivision 7.

### Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The Plan is consistent with the 2040 Housing Policy Plan. As of 2016, the City has more than 10,600 homes including 450 multifamily units and more than 10,100 single-family homes. Approximately 750 homes are rented. Nearly 5,300 housing units are currently affordable to households earning under 80% of Area Median Income (AMI). However, more than 1,400 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are 90 units affordable to households with income at or below 30% AMI and more than 380 cost burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including affordability of housing, maintenance assistance for low-income homeowners at or below 60% AMI, rental units for large families at all affordability

levels, and preservation of naturally occurring affordable housing. The City has 15 units of publicly subsidized housing, none of which are age-restricted for older adults or reserved specifically for people with disabilities.

The Plan acknowledges the 2021-2030 affordable housing need allocation of 362 units; 208 of which are needed at prices affordable to households earning 30% of AMI or less, 141 of which are needed at prices affordable to households earning between 31 and 50% of AMI, and 13 of which are needed at prices affordable to households earning between 51 and 80% of AMI. As shown in Figure 6, the Plan guides sufficient land expected to develop in the 2021-2030 time period at a minimum of eight units per acre to allow for development of at least 382 new housing units.

The housing implementation plan component of the Plan describes that the City will consider TIF, site assembly and tax abatement for projects that provide affordable units. The Plan also indicates that the City will continue to review their zoning ordinances to eliminate barriers that inhibit meet the City's housing needs and evaluate the appropriateness of utilizing 4d tax breaks. The City states that they are unlikely to consider local housing bonds, and do not currently work with a community land trust.

## **Water Supply**

*Reviewer: John D. Clark, ES – Water Supply Planning (651-602-1452)*

The Plan is consistent with WRPP policies related to water supply, including the policy on sustainable water supplies, the policy on assessing and protecting regional water resources, and the policy on water conservation and reuse.

The Council's review of water supply-related content reflects the expectations shared with communities in their system statements and the water supply-related policies in the WRPP.

The City had previously prepared a LWSP in 2016 that was submitted to both the MN Department of Natural Resources (DNR) and Metropolitan Council and reviewed under separate cover. The Council shared comments with the DNR in November of 2016. The DNR approved the plan in 2018. The earlier version of the plan used different population forecasts to predict future demand and was included in a previous Plan submission.

## **Advisory Comments**

Andover and the Council have agreed to changes to the total population forecasts for 2020, 2030, and 2040. These changes have been reflected in Table 7 of the Local Water Supply Plan (LWSP), and do not significantly alter future water demand projections. The current (updated) version of the City's LWSP should be provided to the DNR. The City may also provide the DNR with a memo describing the changes.

## **Community and Subsurface Sewage Treatment Systems (SSTS)**

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

The Plan indicates that there are approximately 3,100 existing individual SSTS in operation in the City. There are no public or privately-owned wastewater treatment facilities operating in the City. The City administers and maintains records for SSTS installation, inspections, and maintenance activities and has adopted an ordinance (Title 10, Chapter 4) for SSTS regulation within the City and adopts by reference Minnesota Pollution Control Agency Chapter 7080-7083 Rules and the Council 2040 Water Resources Policy Plan requirements.

## **Special Resource Protection**

### **Solar Access Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan is consistent with statutory requirements (Minn. Stat. § 473.859) and Council policy regarding planning for the protection and development of access to direct sunlight for solar energy systems as

required by the Metropolitan Land Planning Act (MLPA). The required solar planning elements are included in the Plan.

### **Aggregate Resource Protection**

*Reviewer: Cameran Bailey, CD – Local Planning Assistance (651-602-1212)*

The Plan indicates, consistent with the Council’s aggregate resources inventory included in *Minnesota Geological Survey Information Circular 46*, that there are no known deposits of viable aggregate resources available for mining within the community.

### **Historic Preservation**

*Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)*

The Plan includes a brief section on Historic Preservation that identifies the Porter Kelsey home, which is the one structure in the City that is on the National Register of Historic Places. Elsewhere, the Plan references the consideration of historical resources in its goal for minimizing impacts of the transportation system, as well as the potential preservation of historic resources as part of open space preservation.

### **Plan Implementation**

*Reviewer: Michael Larson, CD – Local Planning Assistance (651-602-1407)*

The Plan includes an Implementation Plan as Chapter 6. This chapter addresses or summarizes implementation activities addressed in more detail in other parts of the Plan. It includes information on City Codes, the Transportation Plan, Water Resources Management Plan, Water Supply Plan, Storm Water Pollution Prevention Program, Individual Sewer Treatment Systems (ISTS), the Housing Plan (including Figure 6.1 – Housing Implementation Table), the Park Study/Park Improvement Plan, and the Capital Improvement Program.

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

The proposed Plan 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**

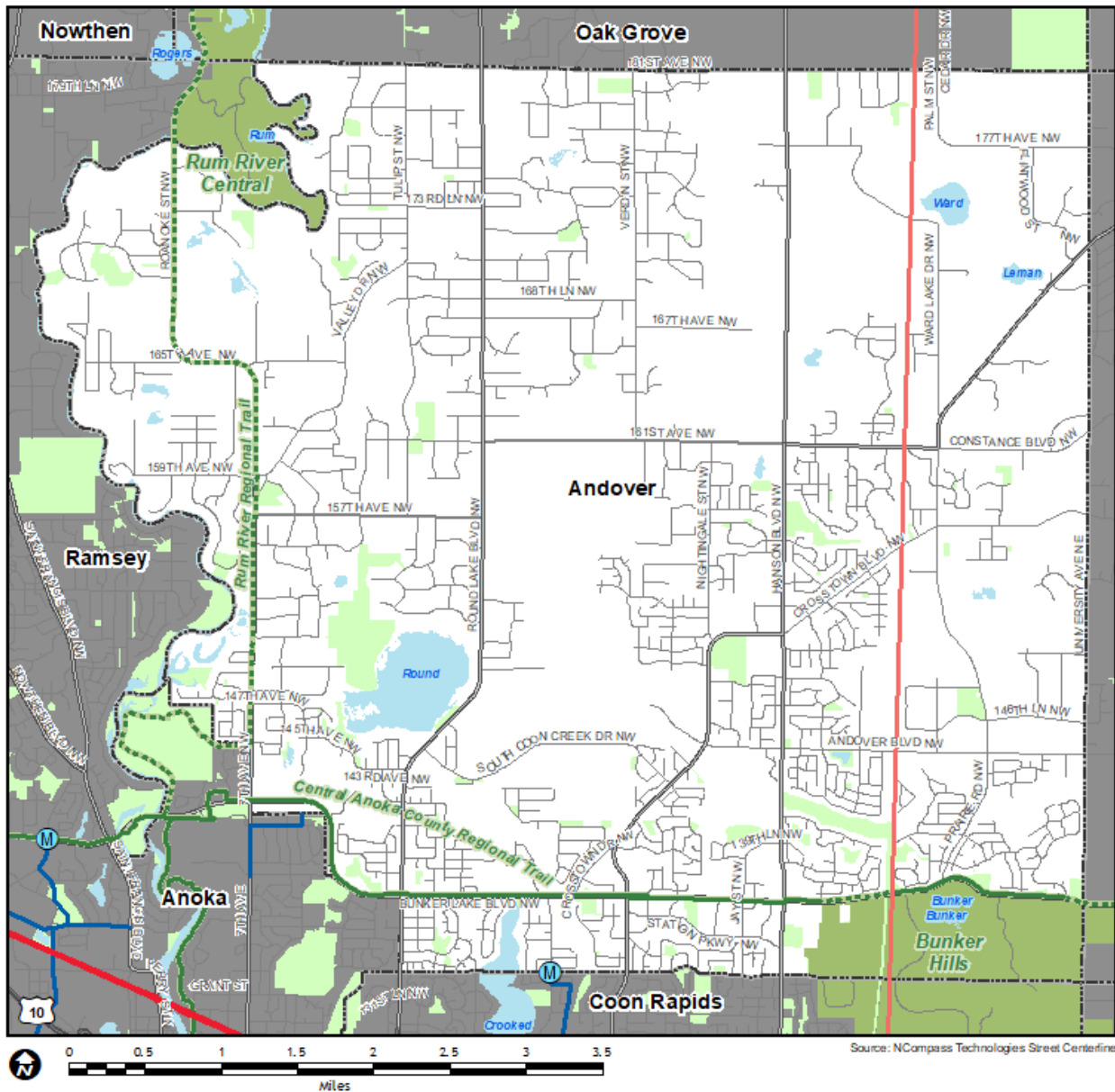
In response to the 2015 System Statement, the City submitted the following documents for review:

- June 24, 2019: Andover 2040 Comprehensive Plan
- September 18, 2020: Revised Comprehensive Plan Responding to Council Incomplete Items for Wastewater, Transportation, Parks and Trails, Land Use, Housing, Forecasts, Implementation, and Community Wastewater Treatment and Subsurface Sewage Treatment Systems.
- October 9, 2020: Housing Implementation Table
- October 9, 2020: Sewer Staging and Land Use by Acre Tables

### **Attachments**

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing Land Use
- Figure 4: 2040 Future Land Use
- Figure 5: Development Staging Map
- Figure 6: Land Guided for Affordable Housing

Figure 1. Location Map with Regional Systems



Source: NCompass Technologies Street Centerline

### Regional Systems

#### Transportation

##### Transitways

2040 Transportation System Policy - adopted January 2015

- Existing
- Planned Current Revenue Scenario
- Planned Current Revenue Scenario - CTIB\* Phase 1 Projects
- Potential Increased Revenue Scenario

##### Regional Highway System

- Existing Principal Arterials
- Planned Principal Arterials
- Existing Minor Arterials
- Planned Minor Arterials
- Existing Other Arterials
- Planned Other Arterials

#### Recreation Open Space

##### Regional Parks

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

##### Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned

#### Wastewater

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

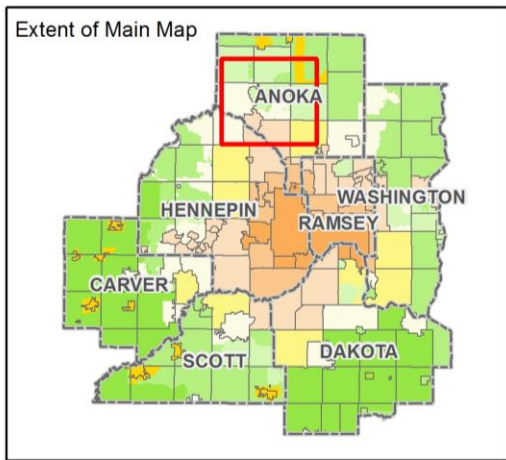
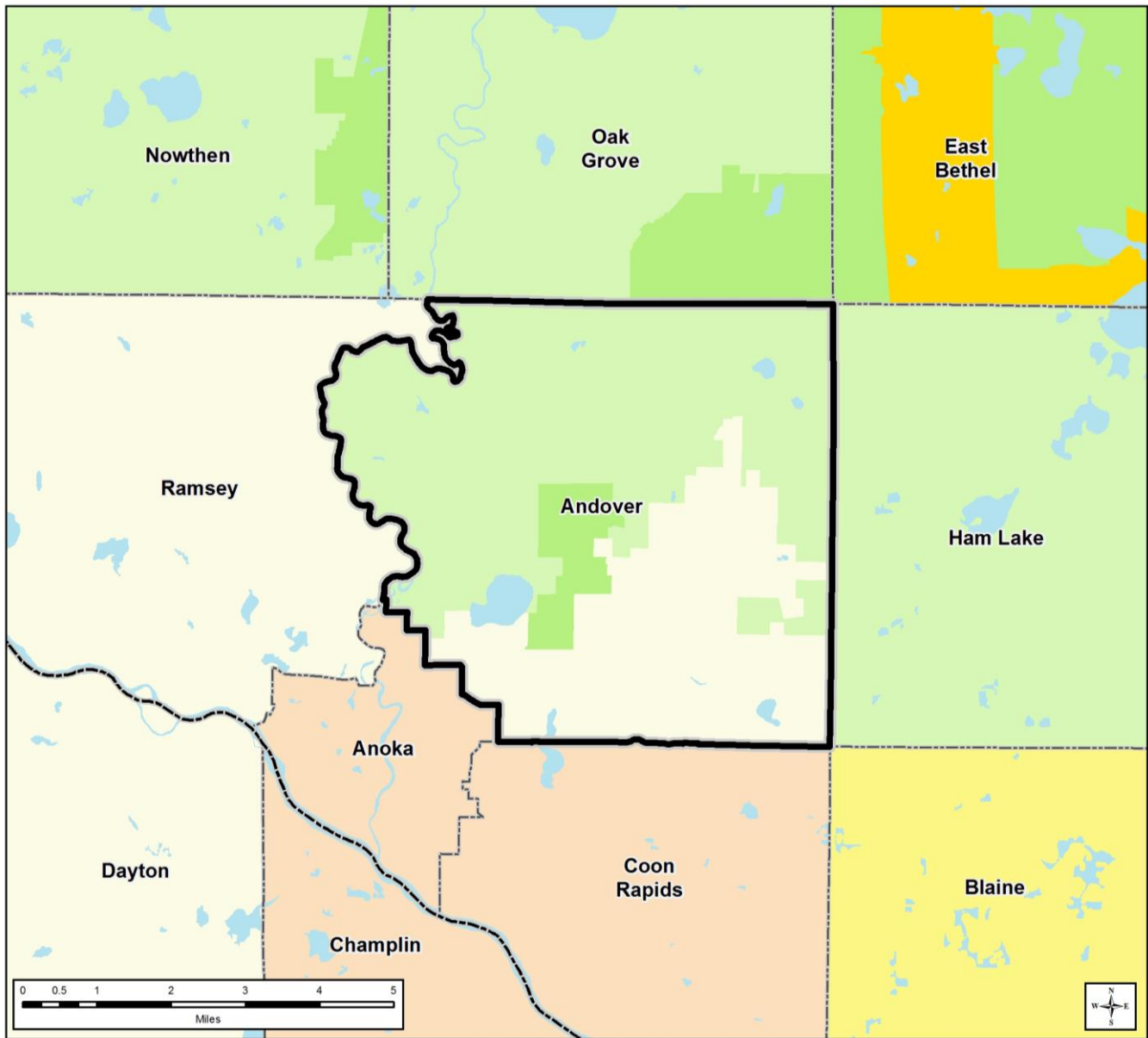
#### Regional Park Search Areas and Regional Trail Search Corridors

- Boundary Adjustment
- Search Area
- Regional Trail Search Corridors

- Local Streets
- Existing State Trails
- Other Parks, Preserves, Refuges and Natural Areas

\* Counties Transit Improvement Board (CTIB)

Figure 2. Thrive MSP 2040 Community Designations

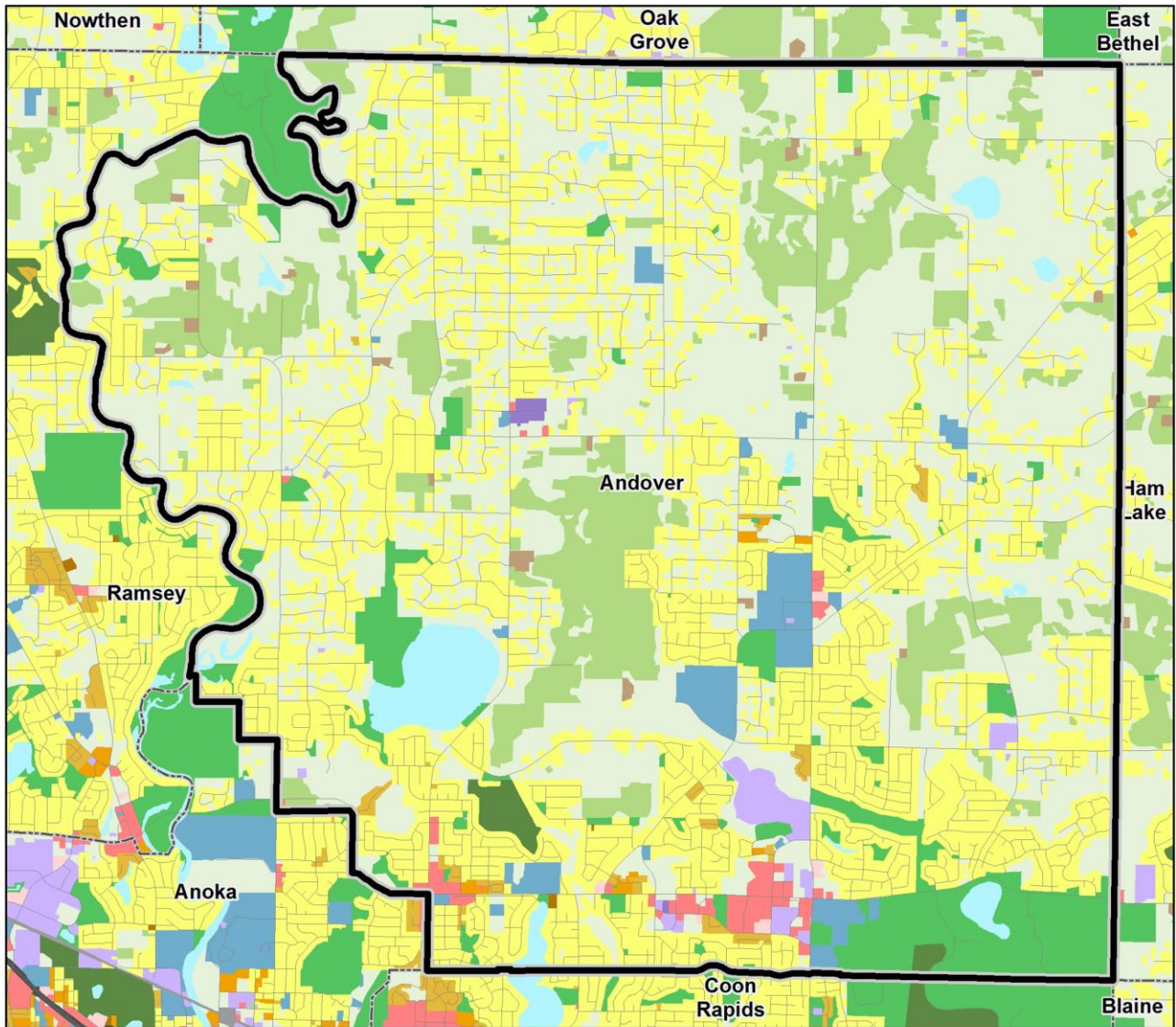


**Community Designations**

- Outside Council planning authority
  - Agricultural
  - Rural Residential
  - Diversified Rural
  - Rural Center
  - Emerging Suburban Edge
  - Suburban Edge
  - Suburban
  - Urban
  - Urban Center
- 
- County Boundaries
  - City and Township Boundaries
  - Lakes and Major Rivers

### Figure 3. Existing Land Use

Please note that this figure has been corrected from the document published for the Environment Committee on November 10, 2020 and the Community Development Committee meeting on November 16, 2020. The previous image showed Future Land Use. The map below now correctly represents existing land use.

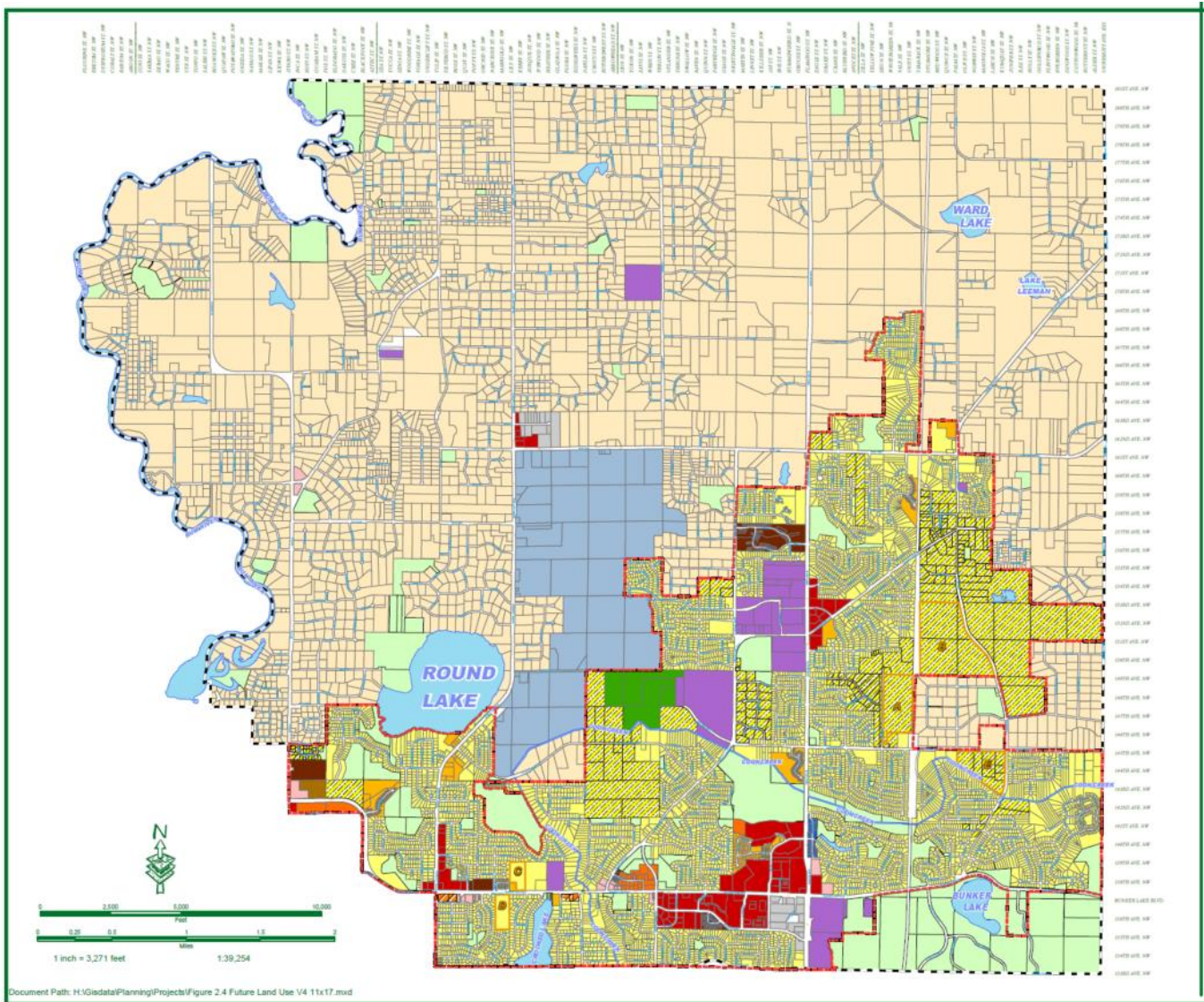


#### 2016 Generalized Land Use





Figure 4. 2040 Future Land Use



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## LEGEND

Land Use	Gross Acres	% of Total				
RR - Rural Residential	11461.30	51.24%		GC - General Commercial	278.7	1.25%
URL - Urban Residential Low	3241.56	14.49%		TC - Transitional Commercial	7.54	.034%
URML - Urban Residential Medium Low	112.35	.50%		LI - Light Industrial	65.49	.29%
- Designates 7.5 Acres of URML				P - Public	402.24	1.80%
- Designates 11 Acres of URML				RRR - Rural Reserve Residential	1002.59	4.48%
- Designates 3.5 Acres of URML				OS - Open Space	1555.72	6.95%
- Designates 7 Acres of URML				AG - Agricultural	100.6	.45%
- Designates 5 Acres of URML				Water	729.06	4.23%
URM - Urban Residential Medium	44.6	.20%		Right of Way	1630.14	7.89%
URHL - Urban Residential High Low	10.3	.05%		MUSA Boundary		
URH - Urban Residential High	114.46	.51%		City Limits	22,369.36	100%
TR - Transitional Residential	1170.65	5.23%				
LC/MD - Limited Commercial/Medium Density	7.94	.035%				
NC - Neighborhood Commercial	26.0	.12%				



### SEWER STAGING PLAN

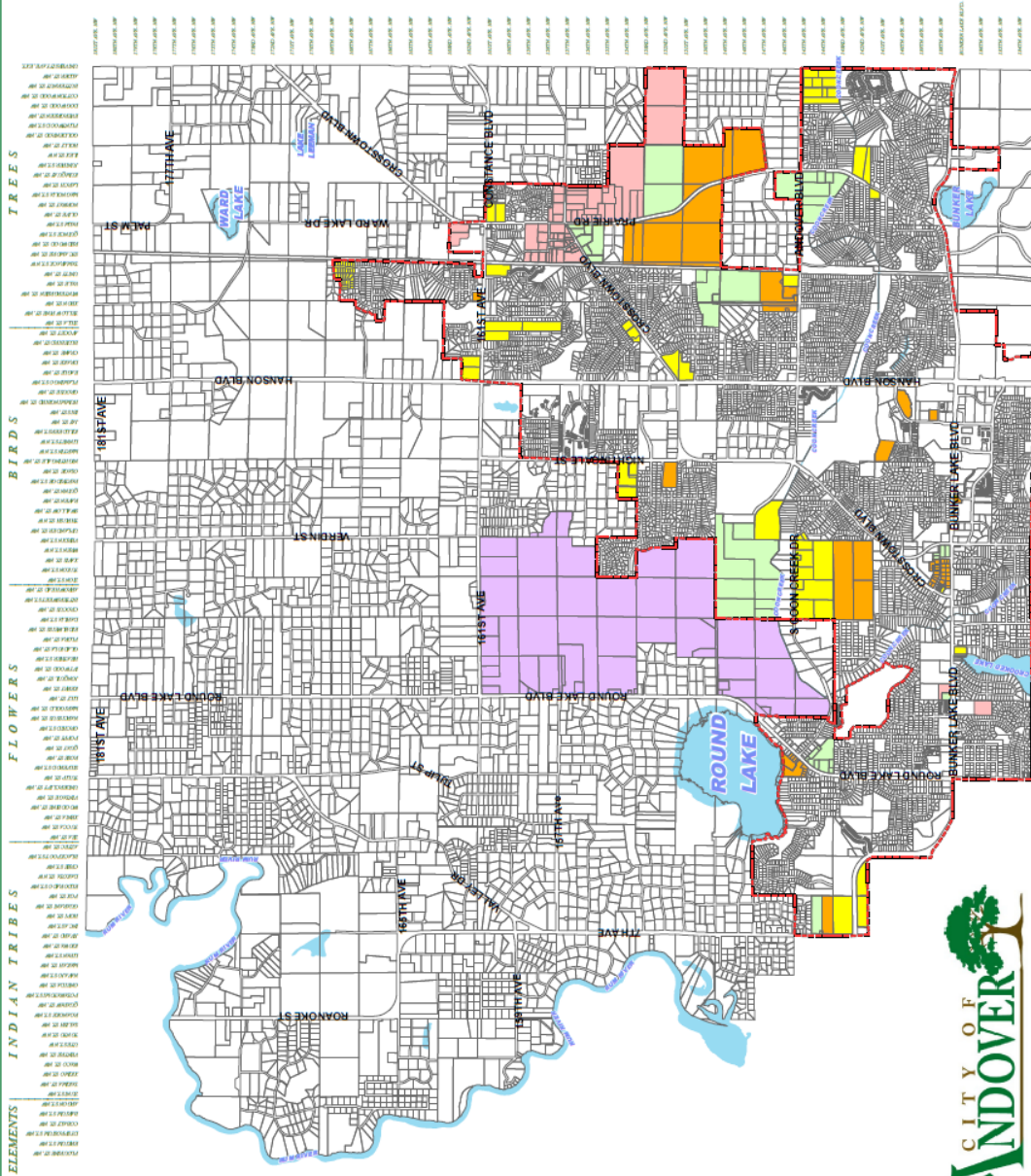
The Sewer Staging Plan divides undeveloped land within the Municipal Urban Service Area into five year growth stages based primarily on the proximity of municipal sewer and water. The growth stages are intended to provide a reasonable estimate of urban growth to the year 2040.

City of Andover - Planning Department  
 1685 Crosstown Blvd. NW, Andover, MN 55304  
 (763) 755-8100

Map Date: September 2020

### LEGEND

- MUSA Boundary
- 2020-2025
- 2026-2030
- 2031-2035
- 2036-2040
- Rural Reserve



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Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **362 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>Urban Residential Medium Density (URM) (M2)</b>	22.00		8		100%		176
<b>Urban Residential High-Low Density (URHL) (H1)</b>	8.80		12		100%		106
<b>Urban Residential High Density (URH) (H2)</b>	5.00		20		100%		100
<b>Total</b>	<b>35.80</b>						<b>382</b>

Sufficient/*(insufficient)* units possible against share of regional need: **20**

Affordable units built since 2021: **0**

Sufficient/*(insufficient)* units possible adjusted for affordable units built: **20**

Number of Comp Plan Amendments approved since Comp Plan Update: **0**

