

Chapter One: Foundation of the Comprehensive Plan

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Identity

Andover is primarily a residential community with established urban and rural neighborhoods. Greater than ninety percent of the city’s housing stock is owner occupied. Families with school age children comprise the largest portions of Andover’s population. Residents value the rural character of the community, the local schools, the park and trail system and their safe neighborhoods. These values have influenced the policies of the city. Areas planned for urban development are balanced with rural areas to allow the rural character of the community to be preserved. This growth pattern is reflected in the Metropolitan Council’s 2040 Regional Development Framework which provides Andover with Emerging Suburban Edge, Rural Residential and Diversified Rural planning area designations. More information on these designations is provided in Chapter Two: Land Use Plan.

As the city’s population has grown, so has the demand for commercial development; although commercial land is limited. The result, thus far, has been consistently strong occupancy of previously existing commercial centers such as the Downtown Center, successful redevelopment of former industrial properties into Andover Station and Andover Station North as well as expansion of the commercial tax base to include neighborhood centers like Andover Clocktower Commons and Hanson Commons.

Growth Forecast

The 2040 Regional Development Framework prepared by the Metropolitan Council provides a population, household and employment forecast for each community in the seven-county metropolitan area. The purpose of this information is to determine how investments in regional systems will need to be made to accommodate the growth forecasted for the region from 2018 to 2040. Similarly, the city must plan and budget to ensure that local services, systems and facilities can be provided to accommodate growth. The table below shows Metropolitan Council growth forecasts that were submitted to the City as part of the System Statement in September 2015 and revised by Metropolitan Council in 2018. The revised forecast shows lower population and household figures but greater levels of employment. This is a revision based on discussions with the Metropolitan Council staff as part of the Comprehensive Plan Update.

Figure 1.1 Metropolitan Council Growth Forecast

	2016	2018	2020	2030	2040
Population	32,335	32,758	33,500	36,500	39,800
Households	10,391	10,550	10,800	12,150	13,500
Employment	5,100	6,259	6,300	6,700	7,100

Goals, Objectives and Policies

The following pages describe the goals of the community and the strategies that are employed to achieve them. The goals, objectives and policies are structured according to the topic that they address. However, it is important to remember that these statements are interrelated. As a result, the cause and effect for each topic must be considered when decisions concerning the Comprehensive Plan are made. For the purposes of this plan these terms are defined as follows:

Goal: **A statement that expresses a desired outcome or state of affairs.**

Objective: *A statement that provides direction on how the goal will be achieved*

Policy: A specific action that will be taken or a general rule that will be applied to a specific situation

Overarching Goals, Objectives and Policies

Goal 1: **Maintain and enhance the quality of life in Andover**

Objective: *Efficiently provide basic services to improve all aspects of the city that contribute to quality of life including land use, public safety, transportation, recreation, health, education, and resource preservation*

Policy: Prepare, implement, periodically evaluate and update local controls such as:

- Comprehensive Plan
- City Code
- Capital Improvement Plan
- Water Resource Management Plan
- Stormwater Pollution Prevention Program
- Parks and Open Space Plan

Objective: *Preserve the rural character of the community*

Policies:

- Preserve the Rural Residential Planning Area Designation Identified by the Metropolitan Council 2040 Regional Development Framework
- Plan the efficient expansion of municipal sewer and water through implementation of the Land Use Plan
- Preserve natural areas through implementation of the Parks and Open Space Plan

Goal 2: Maintain a high degree of community planning and involvement

Objective: Ensure an open and accessible local government that is responsive to the needs of residents

Policies:

- Provide access to information in a variety of forms including the newsletter, official newspaper, web site and televised meetings
- Maintain healthy relationships with residents, businesses, community groups, school districts, and government agencies to ensure all points of view are represented
- Promote participation in citizen advisory committees
- Consider all available information and the potential impacts on all aspects of the community when making land use decisions
- Maintain a mix of land uses, including schools, professional and medical office, retail, community and park facilities to provide a vital node of activity in the vicinity of City Hall, as well as along major corridors
- Encourage resident involvement through the public hearing process and utilize a variety of public hearing notification methods including direct mailing, publication in the official newspaper and signs placed on subject properties

Goal 3: Maintain the Comprehensive Plan as a relevant official document

Objective: Consider Comprehensive Plan amendments that better achieve the goals, objectives and policies of the Comprehensive Plan

Policies:

- Adhere to the goals, objectives and policies of this Comprehensive Plan to prevent incremental decision making that adversely affects the intent of the plan
- Review Comprehensive Plan text amendments with the following criteria:
 - A public need for the proposed amendment can be identified
 - The proposed amendment is the best way to satisfy that need
 - The amendment is consistent with the goals, objectives and policies of the Comprehensive Plan

- The amendment is in the best interest of the City of Andover as determined by the City Council
- Review Comprehensive Plan amendments concerning a proposed land use change with the following criteria:
 - Conditions have changed since the present land use designation was established such to warrant the proposed amendment or the present land use designation is in error
 - The proposed land use is compatible with surrounding land uses and with the goals, objectives and policies of the Comprehensive Plan
 - There is capacity of public systems, facilities and services to serve the proposed land use and capacity of these systems to serve other planned land uses is not adversely affected
 - Agreement can be reached for the applicant of the proposed land use to pay for any increased capacity of public systems, facilities and services required to serve the proposed land use
 - Potential impacts by the proposed land use on natural resources including vegetation, wetlands, floodplain and other natural features can be avoided or sufficiently mitigated as determined by the City Council
 - To ensure a transition or buffer between urban and rural residential zoning districts

Land Use Goals, Objectives and Policies

Goal 4: Allow residential growth while maintaining the quality of natural resources and amenities

Objective: Clearly define areas for urban and rural residential development

Objective: Promote orderly growth to ensure efficient utilization and delivery of community services

Objective: Prevent extension of infrastructure that is inconsistent with the Comprehensive Plan

Objective: Work cooperatively with resource protection agencies and organizations to minimize the impact of development on natural resources and amenities

Objective: Create opportunities for the city to preserve open space, nature preserves and natural amenities through review of development proposals and implementation of the Parks and Open Space Plan

Policies:

- Maintain a Municipal Urban Service Area (MUSA) Boundary to define the boundary between the Developing Community and Rural Residential planning area designations of the 2040 Regional Development Framework
- Stage urban development within the MUSA Boundary to ensure orderly growth and cost-efficient expansion of infrastructure
- Review and update the staging plan periodically to address changes in times and conditions
- Prohibit platting of property without municipal sewer and water within the MUSA Boundary; except for properties that cannot be feasibly developed at an urban capacity.
- Restrict lot splits without municipal sewer and water within the MUSA Boundary
- Encourage infill development within the MUSA Boundary with appropriate transitions to existing neighborhoods
- Allow rural development outside of the MUSA Boundary consistent with the Rural Residential Land Use Designation
- Require existing conditions information to be provided during the development review process to allow evaluation of opportunities to preserve and protect natural features and open space
- Engage local watershed management organizations and other appropriate agencies and organizations in the review of development proposals

Goal 5: Encourage appropriate economic growth and redevelopment

Objective: Develop a diversified tax base through balanced development of commercial, light industrial, and residential properties

Objective: Create cohesive vibrant retail hubs to serve the community by aggregating commercial land uses along Bunker Lake Boulevard

Objective: Select strategic locations for neighborhood and community commercial sites and establish design performance standards for such uses that promote quality site design and compatible land use arrangements

Objective: Prevent the intensification of neighborhood commercial areas that may negatively affect surrounding residential properties

Policies:

- Maintain the existing commercial nodes along Hanson Boulevard, Bunker Lake Boulevard, Round Lake Boulevard, Crosstown Drive and 7th Avenue as cohesive, interrelated nodes of commercial activity
- Prevent fragmented, uncoordinated and linear commercial development away from these locations
- Provide limited opportunities for commercial development in other areas of the city only when demand is demonstrated with a professionally prepared market study
- Ensure that new development and redevelopment has a positive impact on the community by providing appropriate transitions and demonstrating compliance with the City Code
- Promote redevelopment of existing industrial zones to accommodate industrial development, enhance community appearance and tax base
- Allow limited industrial development within Andover Station North when the use, site design, and building architecture are compatible with the existing and planned uses within this commercial center
- Encourage continued investment in the Andover North regional shopping area

Goal: Protect and develop access for alternative energy systems

Objective: Preserve reasonable access to all parcels so that alternative forms of energy can be used to supplement or replace conventional forms of energy

Policies:

- Encourage and support educational programs and research that focuses on alternative or renewable energy systems such as offered by Metro Cities, University of Minnesota Extension Services, Minnesota Office of Environmental Assistance, Anoka County and other organizations
- Encourage the possible use of solar energy in future housing developments
- Encourage future site and building plans to design for efficient use of solar energy including such elements as the location of windows, shade trees, and driveways

Goal: Reduce maintenance and energy costs for public facilities and infrastructure

Objective: *Where feasible, use low energy design elements for future public facilities and infrastructure development*

Policy:

- Explore alternative energy sources when replacing systems in public facilities

Housing Goals, Objectives and Policies

Goal: **Provide a variety of housing types to accommodate the life cycle needs of all residents**

Goal: **Remain responsive to housing market demands through implementation of the Land Use Plan**

Objective: *Utilize the existing housing stock to provide a portion of the affordable housing demand projected by the Metropolitan Council*

Objective: *Utilize local controls to provide opportunities for a variety of housing types, including affordable housing*

Objective: *Continue to work with agencies that provide affordable housing and housing for residents with special needs*

Policies:

- Work with property owners to identify sources of funding for home improvements to prevent deterioration of the city's older homes
- Support Anoka County's efforts to implement the Five-Year Consolidated Plan
- Utilize the planned unit development review process for medium and high-density residential projects to encourage more efficient allocation of density and intensity of land use and get higher quality development while providing amenities not otherwise achievable with existing zoning classes.
- Support public service agency applications for the Community Development Block Grant Program

Transportation Goals, Objectives and Policies

Goal: Provide a safe and efficient transportation system that is cost effective and serves the existing and future access and mobility needs of the City

Objective: Ensure adequate internal and external transportation access and links for efficient movement of people and goods

Objective: Provide a transportation system that enhances quality economic development within the City

Objective: Provide a transportation system that meets the varied needs of Andover residents

Objective: Consider the mobility needs of all persons in the planning and development of the transportation system

Objective: Continue to support Anoka County Transportation Department applications for safety improvements of roadways

Policies:

- Provide for early and continuing citizen involvement in transportation planning and implementation of projects
- Provide a roadway system within a functional hierarchy that accommodates existing and future travel demands by providing the necessary design features to satisfy the roadway's intended use
- Provide sufficient roadway capacity through the construction of transportation system improvements that accommodate existing and future demand
- Require construction of transportation system improvements in conjunction with new developments when the need is created by the new development
- Require payment for future transportation improvements as a part of development approval proportionate to the demand created by new developments
- Ensure that all components of the transportation system are maintained and developed to the highest standards to insure against detrimental impact upon community growth
- Utilize the Capital Improvement Plan to schedule projects that increase public safety by minimizing hazards and correcting poorly designed intersections and access points

Goal: Provide a coordinated transportation system that is compatible with adjacent municipality, Anoka County, Metropolitan Council and State of Minnesota transportation plans

Objective: Coordinate transportation planning and transportation system improvements with other government agencies to increase efficiencies

Objective: Increase opportunities for funding of local transportation system improvements from federal, state and county funding sources

Policies:

- Coordinate grant applications and other funding requests, when appropriate, with neighboring municipalities, as well as state, regional and county agencies
- Coordinate participation of Anoka County and adjacent cities, where appropriate, in the provision of Transportation Plan elements

Goal: Provide multi-modal transportation options whenever and wherever feasible and advantageous

Objective: Periodically evaluate potential ridership and feasibility of joining the Metropolitan Transit Taxing District to provide additional transit options for Andover residents

Policies:

- Identify locations for park and ride facilities and preserve the ability to implement these facilities in the future
- Promote ridesharing and increased vehicle occupancies throughout the City

Goal: Minimize impacts of the transportation system on the natural environment

Objective: Ensure environmentally sensitive implementation of the transportation system through the planning, design and construction of improvements

Objective: Consider the impacts of improvements to the existing transportation system on land use, environmental, social, historic, and cultural resources

Policies:

- Adhere to best management practices and all components of the Implementation Plan during the planning, construction and maintenance of the transportation system
- Separate non-motorized traffic from arterial and collector roadways
- Encourage joint parking facilities to conserve land

Goal: Enhance accessibility by providing an interconnected multi- use trail system

Objective: Provide an accessible trail system that links residential neighborhoods, commercial developments, and park areas

Objective: Utilize multiple funding sources to complete the regional and local trail systems

Objective: Coordinate trail construction with street improvement projects, new development, expansion and redevelopment projects

Policies:

- Maintain a map of existing and future local and regional trails and coordinate trail planning, construction and maintenance in the Capital Improvement Plan
- Fund regional trail system improvements adjacent to residential properties with trail fees collected from new residential developments
- Require regional trail construction adjacent to commercial and industrial properties, where shown on the trails plan, in conjunction with development, expansion and redevelopment projects
- Require local trail construction adjacent to residential, commercial and industrial properties, where shown on the trails plan, in conjunction with development, expansion and redevelopment projects
- Develop trails in accordance with the American Association of State Highway Transportation Officials (AASHTO) standards
- Coordinate trail and sidewalk improvements, where appropriate, with Anoka County and neighboring cities

Water Resources Goals, Objectives and Policies

These goals, objectives and policies are included within the City of Andover Water Resource Management Plan and Water Supply Plan. These are separate documents that have been adopted as a component of the Comprehensive Plan.

Parks and Open Space Goals, Objectives and Policies

Goal 1: Provide parks and facilities that meet present park needs and plan for the future needs of the city

Objectives:

- a. Maintain and upgrade current park facilities*
- b. Evaluate existing conditions and future growth projections to determine the types of parks and facilities needed to complete the park system*
- c. Provide more passive recreation opportunities*
- d. Provide for a balance among active and passive recreation areas and activities*
- e. Provide recreation facilities for all age groups and abilities within the city*
- f. Design and maintain recreation areas with appropriate lighting, landscaping, parking, and shelter design*
- g. Consider the Site Selection Criteria established in the Parks and Open Space Plan and the standards of the National Recreation and Park Association in the planning and design of the park system*

Policies:

- Implement a maintenance schedule for the grounds and facilities within the current park system
- Aggregate resources from local, state and federal sources to complete planned improvements as scheduled in the Capital Improvement Plan
- Maintain and Update the Park Study as a guide for the number, size, type and location of parks and facilities needed to complete the park system to serve the needs of residents

- Accept only lands suitable for park and recreation purposes as fulfillment of the parkland dedication requirements.
- Utilize the Capital Improvement Plan to schedule replacement of existing park facilities and installation of new facilities
- Utilize the Park and Recreation Commission to advise the Council on matters relating to parks, recreation and park facilities
- Provide regulations and policies for park use and park dedication
- Consider the adopted Guidelines for Field Usage by Youth Athletic Associations
- Work cooperatively with other organizations and government agencies to enhance local and regional park systems

Goal 2: Promote, protect, preserve and enhance the City's natural resources and open space for the enjoyment of residents, protection of water and air quality and the preservation of wildlife habitat

Objective: Consider development of passive, nature-related recreation or conservancy areas on sites found to be suitable for these purposes

Objective: Identify appropriate areas for preservation through analysis of natural features, the Site Selection Criteria established in the Parks and Open Space Plan and the Land Use Plan

Objective: Plan for and provide connections with the park and trail systems in a manner that both preserves and allows public enjoyment of natural areas

Objective: Seek to provide buffer areas adjacent to significant natural resources and parks

Policies:

- Work collaboratively with property owners in the preservation of open space
- Permanently protect open space with conservation easements, even when fee title acquisition and other methods are used
- Prepare, implement and monitor the effectiveness of conservation plans that address the specific characteristics of the various types of natural areas
- Utilize the Open Space Advisory Commission to advise the Council on matters concerning preservation of open space

- Prevent incompatible land uses from locating adjacent to parks and open space areas through implementation of the Land Use Plan and zoning regulations
- Work cooperatively with other organizations and government agencies to acquire and enhance open space areas within the city
- Recognize preservation of nature preserves and open space as a benefit in Planned Unit Developments