

Community Development Committee

Meeting date: October 15, 2018

For the Metropolitan Council meeting of October 24, 2018

Subject: Grey Cloud Island Township 2040 Comprehensive Plan, Review File 21830-1

District(s), Member(s): District 12, Harry Melander

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

Staff Prepared/Presented: Corrin Wendell, AICP, Sector Representative (651-602-1832)
LisaBeth Barajas, Community Development Director (651-602-1895)

Division/Department: Community Development / Regional Planning

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 Grey Cloud Island Township to place its 2040 Comprehensive Plan into effect.
2. Advise the Township to:
 - a. Adopt the Mississippi River Corridor Critical Area component of their 2040 Comprehensive Plan within 60 days after receiving final approval from the Minnesota Department of Natural Resources (DNR); and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within ten days after the adoption.
 - b. Forward a final copy of the Local Water Management Plan (LWMP) to the Council after South Washington Watershed District (SWWD) approves the LWMP and the Township adopts its LWMP, along with the SWWD approval date, and local adoption date of the final plan.
3. Advise the Township to implement the advisory comments in the Review Record for Forecasts and Housing.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing Grey Cloud Island Township to implement its 2040 Comprehensive Plan (Plan).

Community Development Committee

1. As stated in the *Local Planning Handbook*, the Township 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 Town Board 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).

Background

Grey Cloud Island Township is located in southwestern Washington County on the shore of the Mississippi River. The Township is bounded by the City of St. Paul Park to the north and the City of Cottage Grove to the east. The Mississippi River serves as the boundary along the western and southern borders. *Thrive MSP 2040* identifies the Township as a Diversified Rural community (see Figure 2).

The Township 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).

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	<i>2040 Water Resources Policy Plan</i> (Wastewater Services and Surface Water Management)	Conforms
Conformance	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan</i> , including Aviation	Conforms
Consistency with Council Policy	<i>Thrive MSP 2040</i> and Land Use	Consistent
Consistency with Council Policy	Forecasts	Consistent
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 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

None.

Known Support / Opposition

There is no known local opposition to the 2040 Comprehensive Plan.

REVIEW RECORD

Grey Cloud Island Township 2040 Comprehensive Plan

Review File No. 21830-1, Business Item No. 2018-276

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. Council staff have reviewed the Township's 2040 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: Corrin Wendell, AICP, Community Development – Local Planning Assistance (651-602-1832)

The Plan conforms to the *2040 Regional Parks Policy Plan (RPPP)* for the Regional Parks System element. The Regional Parks System components as identified in the RPPP are the planned Grey Cloud Island Regional Park and the Mississippi River Regional Trail Search Corridor, which will be developed and operated by Washington County and are protected through the RPPP (Figure 1). A portion of the planned Grey Cloud Island Regional Park is located in the southeastern portion of the Township. As shown in Figure 4, the Plan acknowledges and appropriately guides future regional park land as Public.

Regional Transportation, Transit, and Aviation

Reviewers: Russ Owen, Metropolitan Transportation Services – Systems Planning (651-602-1724); Heidi Schallberg, Metropolitan Transportation Services – Systems Planning (651-602-1721)

The Plan conforms to the *2040 Transportation Policy Plan (TPP)* adopted in 2015. It accurately incorporates and integrates transportation system components of the TPP as well as applicable land use policies for regional transitways. 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.

Roadways

The Plan conforms to the Roadways system element of the TPP. The Township's Plan accurately accounts for the regional system of principal arterials. The Plan accurately accounts for the regional system of A-minor arterials and has delineated major and minor collectors. The Plan identifies all the required characteristics of the community's roadways, including existing and future functional class.

Transit

The Plan conforms to the Transit system element of the TPP and is consistent with the Transit system element policies of the TPP. The Plan acknowledges the Township's designation as Transit Market Area V, and addresses community roles related to its Community Designation, as well as the opportunities and challenges related to its Transit Market Area.

Aviation

The Plan conforms to Aviation system element of the TPP. No airports are included within the Township. The Plan appropriately references airspace protection and seaplane operations.

Bicycling and Walking

The Plan consistent with the Bicycling and Pedestrian policies of the TPP.

Freight

The Plan is consistent with Freight policies of the TPP.

Transportation Analysis Zones

The Plan conforms to the TPP regarding Transportation Analysis Zone (TAZ) allocations. However, the Township's TAZ allocations for employment, households and population do not sum to the Metropolitan Council's community-wide forecast totals for all forecast years. The difference is minor and can be adjusted and resubmitted to the Council administratively.

Water Resources

Wastewater Service

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

The Plan conforms to the *2040 Water Resources Policy Plan (WRPP)*. The Plan represents the Township's guide for future growth and development through the year 2040. The Township is entirely provided wastewater service through the use of individual private subsurface treatment systems (SSTS). The Plan indicates continued wastewater services will be provided through the use of SSTS through 2040.

The Township's Plan does not propose nor anticipates requesting connection to the Regional Wastewater Disposal system within the 20-year planning period; therefore, the Township is not required to submit a Comprehensive Sewer Plan for approval.

The Metropolitan Council does not have plans to provide wastewater services to the Township within the 2040 planning period.

Surface Water Management

Reviewer: Judy Sventek, Environmental Services – Water Resources (651-602-1156)

The Plan is consistent with Council policy requirements and in conformance with the Council's *2040 Water Resources Policy Plan (WRPP)* for local surface water management. The Township lies within the boundaries of the South Washington Watershed District (SWWD). The Township submitted a Local Water Management Plan (LWMP) in July 2018 that was reviewed by Council Water Resources staff. Following completion of its review, comments were sent to the Township and SWWD on August 27, 2018. The Township has adopted the SWWD Water Management Plan by reference and refers to the SWWD plan to fulfill many of the required LWMP components.

Advisory Comments

After the SWWD approves the LWMP and the Township adopts its LWMP, Council staff request that the Township forward a final copy of the document to the Council for our records, along with the SWWD approval date and local adoption date of the final plan.

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 Township's Plan and find that it is consistent with the Council's policies, as detailed below.

Forecasts

Reviewer: Todd Graham, Community Development – Regional Policy and Research (651-602-1322)

The Plan's forecast related material is complete and consistent with Council policy as show in Table 1 below. The Council forecasts no changes in households for the planning period and a slight reduction in total population.

Table 1. Metropolitan Council Forecasts for Grey Cloud Island Township

	Census	Estimated	Council Forecasts		
	2010	2017	2020	2030	2040
Population	295	300	300	280	270
Households	117	122	120	120	120
Employment	10	16	30	40	40

Advisory Comments

The Township states "The Metropolitan Council's forecasts predict that the Township... is likely to lose approximately 7 households by 2040" (page 15). Council staff advise that the Township review the forecast table included above; Metropolitan Council does **not** expect loss in households or housing loss.

Thrive MSP 2040 and Land Use

Reviewer: Corrin Wendell, AICP, Community Development – Local Planning Assistance (651-602-1832)

The Plan is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the Township as Diversified Rural (Figure 2), which directs communities to accommodate forecasted growth at an overall residential density of 1 unit per 10 acres for development and redevelopment. Council policies describe Diversified Rural communities as "places with a variety of farm and nonfarm land uses including very large-lot residential uses, clustered housing, hobby farms, and agricultural uses." 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 areas of new development. In addition, Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services (i.e. municipal sewer and water systems), and so that existing service levels will meet service needs.

The Township includes a mix of large-lot residential development and existing residential areas with densities from 2.5 to 10 units per acre. Council policies do not affect areas of existing development, but require that areas of new development should not exceed 4 units per 40 acres. The Township has adopted a proposed 2040 Land Use Plan, infrastructure plans, and related goals and policies in this Comprehensive Plan that are the same as those adopted in its 2030 Comprehensive Plan, and therefore continue to be consistent with the Diversified Rural community designation. The Township is proposing to maintain the existing land uses and zoning, as the community is not forecasted to grow within the 2040 planning horizon. The Plan proposes to maintain the existing guiding of properties, which includes four residential land use categories ranging from one unit per 10 acres to as dense as one unit per 2.5 acres.

Currently, 193 acres in the western portion of the Township are being used for commercial excavation, within a total of 360 acres guided for existing or future mining. This land, along with the immediately

surrounding property, is unlikely to be developed until just beyond the 2040 planning period due to the ongoing extractive operations. The extractive use, along with natural resource and topographic constraints, limit the potential for future development within the Township.

The Plan is also consistent with Thrive land use policies for natural resources protection, water sustainability, and resilience.

Housing

Reviewer: Hilary Lovelace, AICP, Community Development – Regional Policy and Research (651-602--1555)

The Plan is consistent with *2040 Housing Policy Plan*. The Township’s existing housing is primarily single-family and homesteaded. Nearly 40% of homes are affordable to households with income below 80% of Area Median Income (AMI). Approximately less than ten percent of the households in the Township both earn 80% of the Area Median Income (AMI) or less AND pay more than 30% of their household income on housing costs, that is, are housing cost-burdened. Currently, the Township has two group homes and five manufactured homes; the Township also permits additional internal accessory apartments in single-family homes. The Plan indicates that the Township will continue to allow permitting for Planned Unit Developments that may include multifamily units if developed with community septic systems and will continue to refer residents to the Washington County Community Development Agency for services to address existing housing needs.

The Township is not planned to support sewer-serviced household growth, and therefore does not need to plan for a share of the region’s need for affordable housing in the 2021-2030 decade.

Advisory Comments

On page 16, the Plan notes that there are at least five manufactured homes in the Township. Including mention of the importance of preserving this important source of affordable housing and the applicability of rehabilitation opportunities mentioned in the Housing Issues and Need section on page 18 would strengthen the Plan.

Council staff suggest written support for and partnership with Two Rivers Community Land Trust (TRCLT) to explore the possibility of providing some affordable homeownership options in the Township.

Water Supply

Reviewer: Lanya Ross, Environmental Services – Water Supply Planning (651-602-1803)

The Plan is consistent with *2040 Water Resources Policy Plan* 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.

Because the Township relies on private wells and does not own/operate a municipal community public water supply system, no local water supply plan is required. However, the updated local comprehensive plan should – and does - include information about water sources, including plans to protect private water supplies, in appropriate sections of the 2040 Comprehensive Plan.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with Council *2040 Water Resources Policy Plan* policies for community wastewater treatment and subsurface sewage treatment systems (SSTS). Metropolitan wastewater collection facilities are not available within the Township. The Plan indicates that as of 2015, there are

126 individual SSTS in operation serving all existing residences in the Township. There are no community wastewater treatment systems currently in use in the Township. Washington County manages the inspection, operation, and maintenance management of systems in the Township. The County's program is consistent with Minnesota Pollution Control Agency 7080-7083 Rules and Council 2040 Water Resources Policy Plan requirements.

Special Resource Protection

Solar Access Protection

Reviewer: Cameran Bailey, Community Development – Local Planning Assistance (651-602-1212)

The Plan is consistent with Council policy for 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 Plan addresses all the required solar elements as well as resilience in energy infrastructure and resources.

Aggregate Resource Protection

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

The Plan identifies, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, the presence of viable aggregate resources within the Township. The Plan identifies both existing and future mining (land use) areas, as well as Goals and Policies to address the potential land use conflicts of aggregate resource extraction and required site restoration.

Mississippi River Corridor Critical Area (MRCCA)

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

The Plan includes a Mississippi River Corridor Critical Area Plan (MRCCA Plan) component that was reviewed by Minnesota Department of Natural Resources (DNR) staff and found to be substantially consistent with Minnesota Statutes 116G and Minnesota Rules Chapter 6106. Council staff also found it to be consistent with regional systems, Council *Thrive MSP 2040* policies, and Minnesota Rules Chapter 6106. Final DNR approval of the MRCCA Plan will be sent to the Township after the Council authorizes local adoption of the Plan.

Advisory Comments

Within 60 days after receiving final DNR approval, the Township must adopt the MRCCA Plan; and submit a copy of the final adopted plan and evidence of adoption to the DNR, Council, and National Park Service within ten days after the adoption.

Historic Preservation

Reviewer: Corrin Wendell, AICP, Community Development – Local Planning Assistance (651-602-1832)

The Plan appropriately addresses historic preservation in the community. The Township is rich in history and includes policies within the Plan that protect the historic sites and cultural resources within the Township, as well as partner with public agencies to further preserve resources.

Plan Implementation

Reviewer: Corrin Wendell, AICP, Community Development – Local Planning Assistance (651-602-1832)

The Plan appropriately addresses the implementation elements required by the Metropolitan Land Planning Act. The Plan includes a description of the zoning ordinance, SSTS regulations, and the

MRCCA requirements. The Plan also includes a capital improvement program and describes official controls and fiscal devices that the Township will employ to implement the Plan.

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

The 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

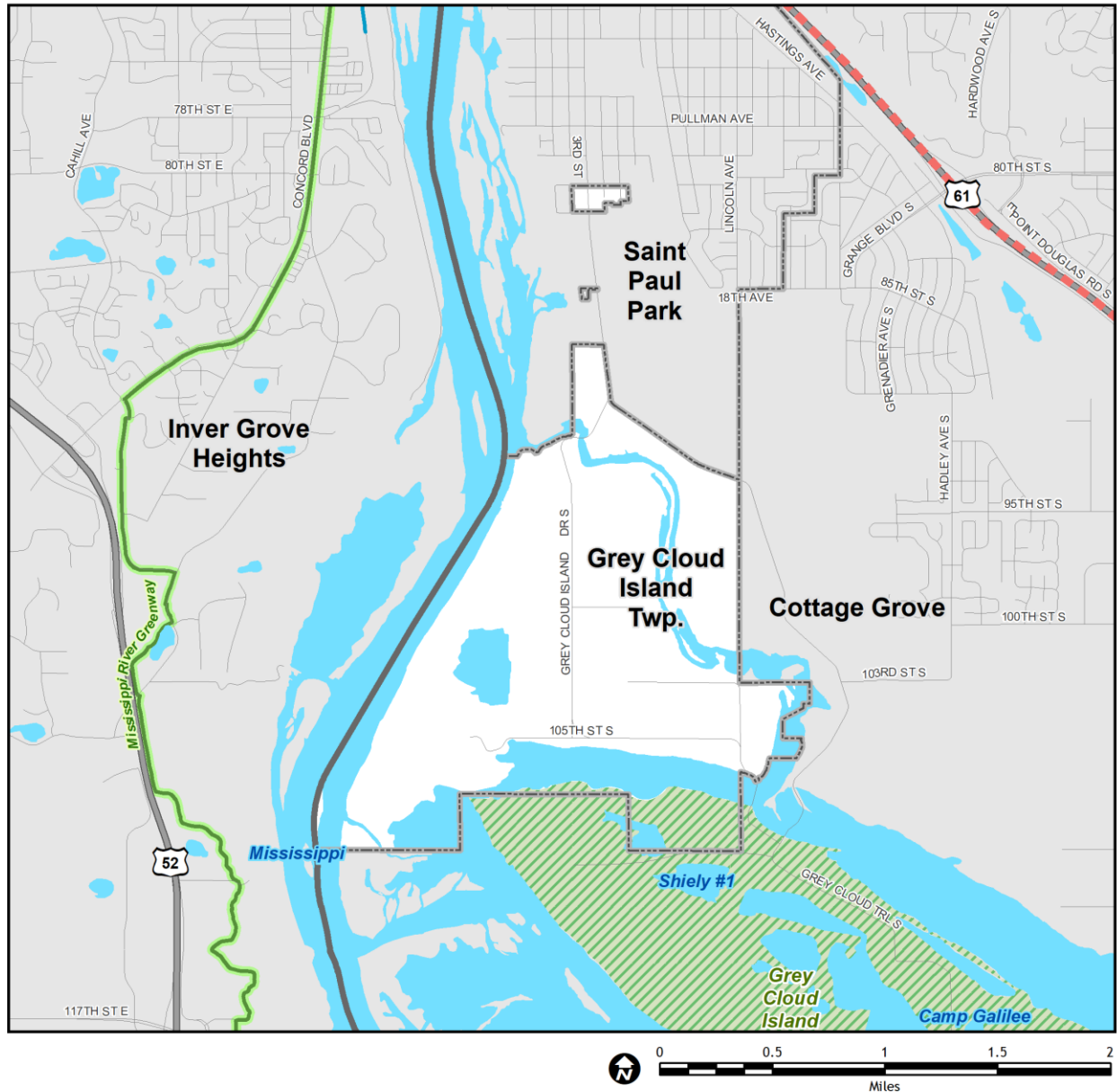
In response to the 2015 System Statement, the Township submitted the following documents for review:

- December 4, 2017: Grey Cloud Island Township 2040 Preliminary Plan
- July 16, 2018: Grey Cloud Island Township 2040 Comprehensive Plan for official review
- August 8, 2018: Updated parks and environment information

Attachments

- Figure 1: Location Map with Regional Systems
- Figure 2: *Thrive MSP 2040* Community Designations
- Figure 3: Existing 2030 Planned Land Use
- Figure 4: 2040 Planned Land Use
- Figure 5: 2040 Planned Land Use Table

Figure 1. Location Map with Regional Systems



Regional Systems

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

Regional Highway System

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

Regional Parks and Trails

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

Figure 2. Thrive MSP 2040 Community Designations

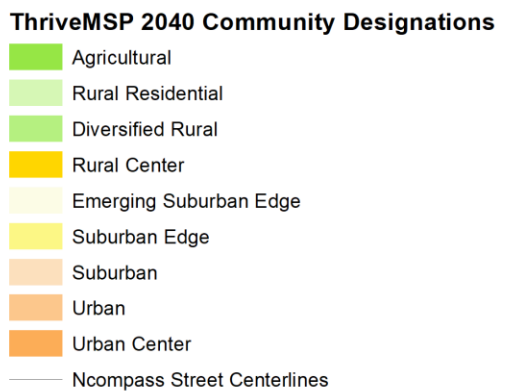
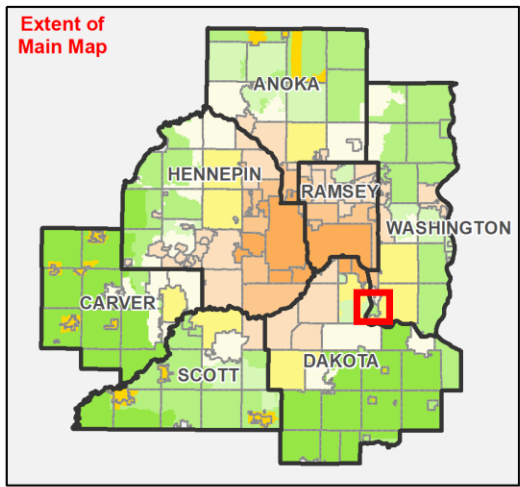
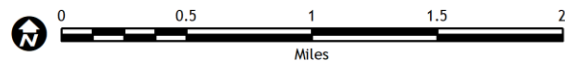
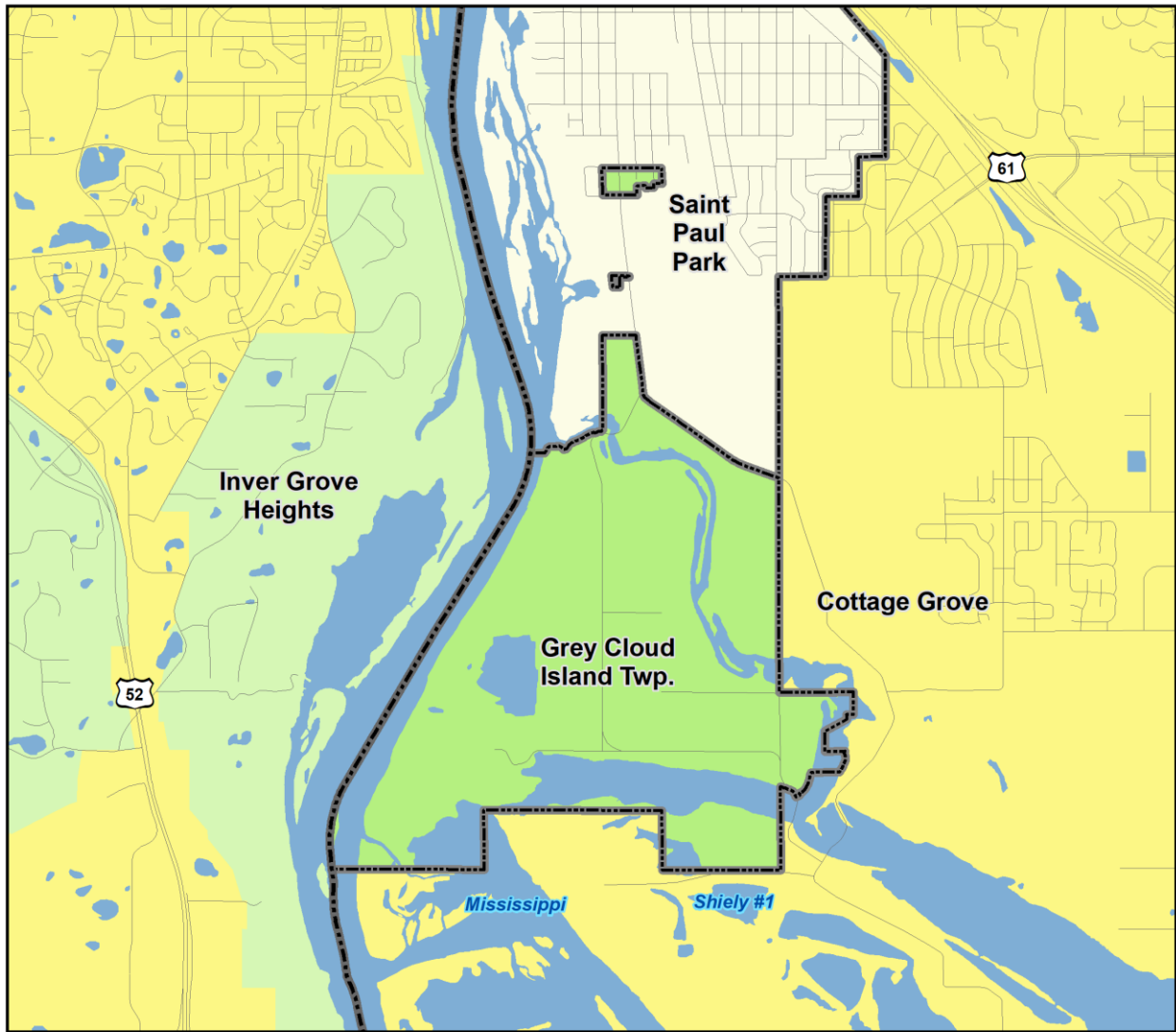


Figure 3. Existing 2030 Planned Land Use

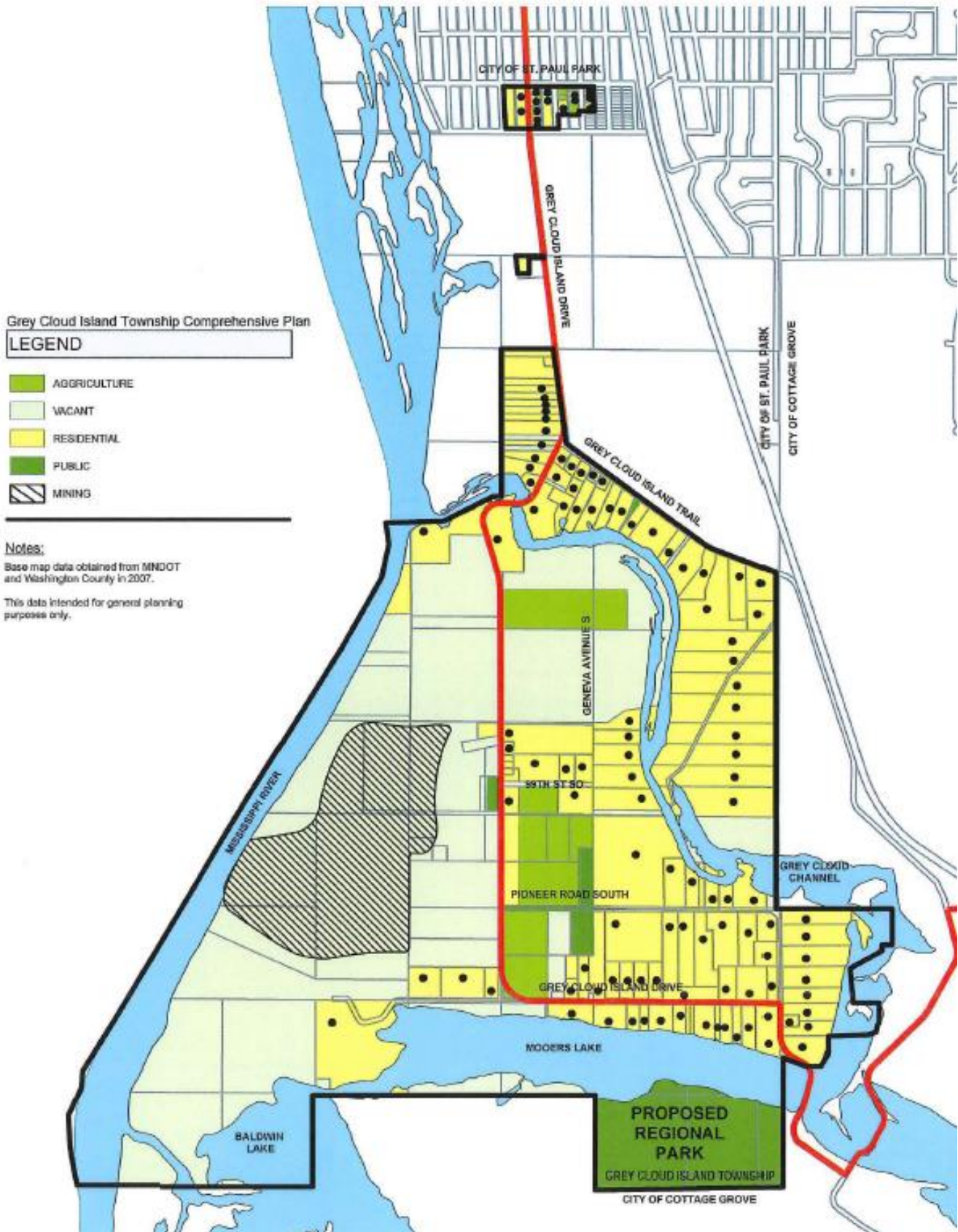


Figure 4. 2040 Planned Land Use

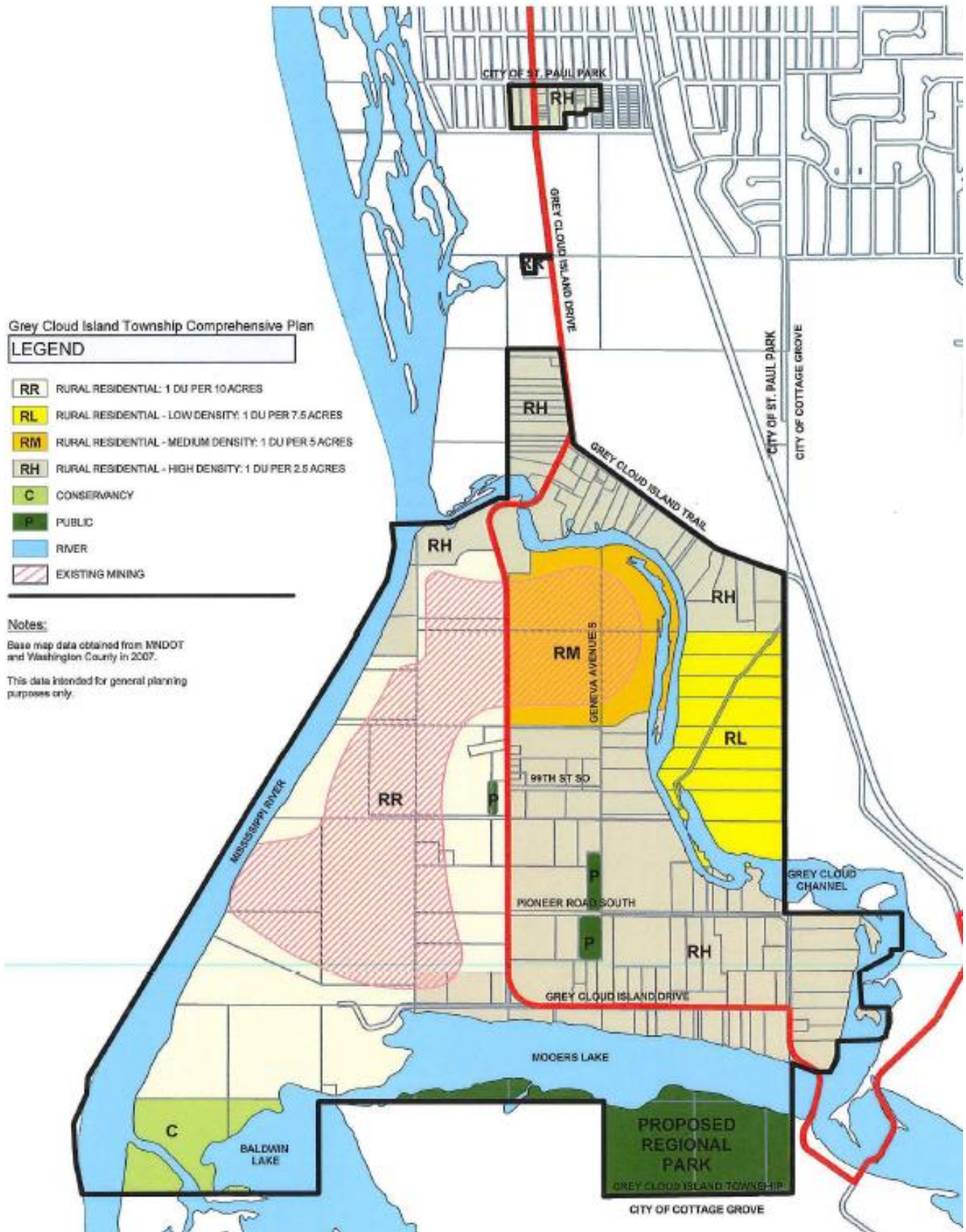


Figure 5. 2040 Planned Land Use Table

	ACRES	PERCENTAGE
RURAL RESIDENTIAL		
High Density - 1 unit/2.5 acre	453	23.0%
Medium Density - 1 unit/5.0 acre	125	5.9%
Low Density - 1 unit/7.5 acre	130	4.6%
Rural Residential - 1 unit/10.0 acre	600	30.1%
Sub-total	1308	66.5%
PUBLIC/PARK		
Town Hall	3	.1%
Cemetery	2	.1%
Other Township	5	.2%
Regional Park	90	4.5%
Sub-total	100	4.9%
MINING		
Existing or Future as Interim Use	(360 acre interim)	(18.3%)
Reserve	(70 acre interim)	(3.6%)
Sub-total	(430 acres interim)	(21.9%)
CONSERVANCY/UNDEVELOPABLE (islands/rivers)	129	6.6%
TOTAL	1967	100%



October 10, 2018

Sherri Buss, Consulting Senior Planner
Grey Cloud Island Township
444 Cedar Street, Suite 1500
St. Paul, MN 55101

Re: Conditional Approval of Grey Cloud Island MRCCA Plan

Dear Ms. Buss:

I am pleased to inform you that the Minnesota Department of Natural Resources conditionally approves the Grey Cloud Island Mississippi River Corridor Critical Area (MRCCA) Plan.

We reviewed the MRCCA Plan chapter of your 2040 comprehensive plan submitted to the Metropolitan Council on July 16, 2018. We have found that the MRCCA plan is substantially consistent with Minnesota Statutes §116G and Minnesota Rules, chapter 6106. We will send final approval of your MRCCA plan after the Metropolitan Council authorizes Grey Cloud Island to put the comprehensive plan into effect. Within 60 days of receiving DNR final approval, Grey Cloud Island must adopt the MRCCA Plan. Grey Cloud Island must then submit a copy of the final adopted plan, with evidence of adoption, to the DNR, the Metropolitan Council, and the National Park Service within ten days of the adoption.

Only MRCCA plans and plan amendments approved by the DNR have the force and effect of law. Once in effect, local governments must implement and enforce the DNR-approved plans.

We appreciate your efforts to develop and adopt the MRCCA plan, which provides a solid basis for future ordinance amendments and MRCCA management. Please contact Matt Bauman at 651-259-5710 or at matthew.bauman@state.mn.us if you have any questions about next steps.

Sincerely,

A handwritten signature in cursive script that reads 'Julie Ekman'.

Julie Ekman, Section Manager
Conservation Assistance and Regulation

c: Raya Esmaeili, Metropolitan Council
Rory Stierler, National Park Service
Jen Sorensen, DNR Region 3 Area Hydrologist
Matt Bauman, DNR Land Use Unit