

## Community Development Committee

Meeting date: July 15, 2019

For the Metropolitan Council meeting of July 24, 2019

**Subject:** City of Marine on St. Croix 2040 Comprehensive Plan, Review File 22256-1

**District(s), Member(s):** District 12, Francisco J. Gonzalez

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

**Staff Prepared/Presented:** Corrin Wendell, Senior Planner (651-602-1832)  
Angela R. Torres, Local Planning Assistance Manager (651-602- 1566)

**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 the City of Marine on St. Croix to place its 2040 Comprehensive Plan into effect.
2. Advise the City to implement the advisory comments in the Review Record for Surface Water Management.

## *Advisory Comments*

The following Advisory Comments are part of the Council action authorizing the City of Marine on St. Croix 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).

## Background

The City of Marine on St. Croix (City) is located in northeastern Washington County and is bounded by two Minnesota communities: the City of Scandia to the north and May Township to the south. Polk County, Wisconsin borders the City to the east separated by the St. Croix River.

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	<i>2040 Regional Parks Policy Plan</i>	Conforms
Conformance	<i>2040 Transportation Policy Plan</i> , including Aviation	Conforms
Conformance	<i>2040 Water Resources Policy Plan</i> (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
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**

None.

**Known Support / Opposition**

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

# REVIEW RECORD

## City of Marine on St. Croix 2040 Comprehensive Plan

### Review File No. 22256-1, Business Item No. 2019-172

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, AICP, Community Development (CD) – Regional Parks (651-602-1361)*

The Plan conforms to the 2040 Regional Parks Policy Plan for the Regional Parks System element. Washington County is the park implementing agency for Regional Parks System components in Marine on St. Croix, for which the Plan accurately describes the Regional Parks System components (Figure 1). Regional Trails located within the City include the Glacial Hills Regional Trail Search Corridor. The Plan also appropriately acknowledges state recreation lands within the City, including William O'Brien State Park.

#### *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 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, except as detailed below. The Plan is compatible with the plans of adjacent and affected governmental units.

#### **Roadways**

The Plan conforms to the Highways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials of which the City has none.

The Plan accurately reflects the regional functional classification map of A-minor arterials (TH 95 and CSAH 7) 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 was done consistent with regional methodology. The Plan also includes guidelines on how access will be managed for principal and A-minor arterials. The Plan identifies that there have been no relevant roadway and corridor studies.

#### **Transit**

The Plan conforms to the Transit system element of the TPP. It acknowledges that the City is within Transit Market Area V.

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 of Diversified Rural as well as the opportunities and challenges related to Transit Market Area V.

### **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 Bicycling and Pedestrian chapter of the TPP. The Plan states that there are no Regional Bicycle Transportation Network (RBTN) alignments or corridors close to the City.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to regional trails and other regional destinations as identified in the non-motorized transportation discussion in the Plan.

### **Freight**

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the City, including one rail line (Canadian National) that is in the western portion of 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 Council's city-wide forecast totals for all forecast years.

The City's planned land uses and areas identified for development and redevelopment can accommodate the TAZ forecasted allocations in the Plan, and at densities consistent with the community's Thrive designation of Diversified Rural.

## **Water Resources**

### **Wastewater Service**

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

The Plan conforms to the *2040 Water Resources Policy Plan (WRPP)*. The Plan represents the City's guide for future growth and development through the year 2040. Different areas of the City are served by one of the several treatment methods, including a City-owned septic tank collector system which directs effluent to a community drainfield, a private wastewater system, or Subsurface Sewage Treatment Systems (SSTS).

The community drainfield is near capacity and no new hookups will be allowed to preserve the life of the drainfield. The exception would be cases where aging SSTS have failed and there are not any replacement options for a new SSTS. The City may investigate expansion if funding can be identified.

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

The Council does not have plans to provide wastewater services to the City within the 2040 planning period, nor has the WRPP identified this community as part of the Long Term Service Area for regional wastewater services.

## 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 2040 Water Resources Policy Plan for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. The City lies within the oversight boundaries of the Carnelian-Marine-Saint Croix Watershed District. The City submitted a draft Local Water Management Plan (LWMP) update on May 8, 2018. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watershed District in a letter dated June 18, 2018. The LWMP was approved by the Watershed District on March 20, 2019. The Plan includes a summary of the City's LWMP in Chapter VII and an April 2019 draft LWMP update in Appendix G.

### Advisory Comments

The Council requests that the City provide the Council with the date it adopts the final LWMP.

## 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)

The Plan includes the Council forecast for Marine (Table 2.2). For reference:

**Table 1. Metropolitan Council Forecasts for Marine on St. Croix**

	Census	Estimated	Council Forecasts		
	2010	2016	2020	2030	2040
<b>Population</b>	689	682	740	840	940
<b>Households</b>	302	300	340	400	450
<b>Employment</b>	124	94	140	150	160

The Land Use section describes land supply for future housing. The Plan identifies 82 existing vacant lots and identifies land for creation of additional lots to accommodate 150 additional households (Tables 2.10 and 2.12), which accommodates the 2040 forecast.

### Thrive MSP 2040 and Land Use

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

The Plan is consistent with *Thrive MSP 2040* and its land use and residential density policies for a Diversified Rural community designation (Figure 2). Diversified Rural communities are home to a variety of farm and non-farm land uses including large-lot residential, clustered subdivision design, hobby farms, and agricultural uses. Thrive encourages Diversified Rural communities to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres and preserve areas where post-2040 growth can be provided with cost-effective and efficient urban infrastructure. Thrive directs Diversified Rural communities to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels (such as on-site wastewater management, gravel, and other local roads) will meet service needs.

The City's existing land use pattern (Figure 3), shows the predominant land use as Park, Recreational or Preserve (38.1%) because much of William O'Brien State Park is within the City. The second most common land use is "Undeveloped" land (33.8%), due in part to the abundance of natural resources in the City that limit development, such as wetlands. Single family residential (attached and detached) (12.8%), Agricultural (6.7%), and Water 6.3%) round out the other major existing land uses in the City. Commercial, Industrial, and Institutional uses each make up less than 1% of total acres in the City.

The Plan is consistent with Thrive policies for Diversified Rural communities. The City's 2040 land use plan updates some of the guided land use categories from the 2030 plan (Figure 4). The majority of the City's 2,676 acres is guided as Rural Residential (Single Family Rural), with an overall maximum residential density of 4 units per 40 acres. Areas along the St. Croix River include properties that had previously been subdivided into smaller lots. These areas are guided as Rural Residential (St. Croix Rural) and Urban Residential (St. Croix Urban). The Plan allows residential development to have densities that are inconsistent with the 1 unit per 10 acre density policy by allowing up to 1 unit per 5 acres. However, through the City's subdivision ordinance, all residential development in this district (designated Rural Residential on the 2040 Land Use Plan Map) must be cluster development, following specific guidelines for the preservation of open space, neighborhood design, and lot sizes.

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

## *Housing*

*Reviewer: Tara Beard, AICP, CD – Housing (651-602-1051)*

The Plan is consistent with the *2040 Housing Policy Plan*. The City currently has about 350 homes including 9 multifamily units and over 300 single-family homes. Approximately 40 homes are rented. More than 120 housing units are currently affordable to households earning under 80% of Area Median Income (AMI); however, more than 115 of these are affordable to households with income between 51 and 80% AMI. Roughly 20 households earning 50% of AMI or below are paying more than 30% of their income toward housing costs. Notably, there are 3 units affordable to households with income at or below 30% AMI and more than 16 cost-burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintaining existing housing stock, multi-generational community living, and housing that is affordable to a range of income levels. The City does not currently have any publicly subsidized housing. The City does not have an allocation of affordable housing need in the 2021-2030 decade, as it will not experience any sewer-serviced growth.

The housing implementation plan component of the Plan describes that the City will rely on the Washington County Community Development Agency (CDA) to promote their own programs to their residents, as they do not have staff or a website and their referral capacity is limited. The Plan also indicates that the City is unlikely to consider other tools, including supporting Community Land Trust models and applications to Minnesota Housing, to meet their housing needs. The City does indicate it will consider developing an accessory dwelling unit (ADU) ordinance to create multi-generational community living opportunities.

## *Water Supply*

*Reviewer: Brian Davis, ES – Water Supply Planning (651-602-1519)*

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.

Because the community relies primarily on private wells and does not own/operate a municipal community public water supply system (PWS), no local water supply plan is required.

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

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

The Plan indicates there are approximately 60 SSTS in operation serving individual properties in the City. The City owns, operates, and maintains 13 additional individual SSTS, and a Community Wastewater Treatment System (septic collection and drainfield), which serves approximately 170 residences and businesses. The facility is essentially at capacity in its current configuration.



Additionally, 33 residences in the City's Jackson Meadow neighborhood are currently served by a privately-owned and operated wetland treatment system. While currently developer-owned and operated, an agreement is in place by which the City will assume ownership, operation, and maintenance of the treatment system once the development has reached 80 percent of its full buildout capacity of 64 homes.

City Code Chapters 19 and 20 discuss connections to the Community Treatment System, construction of private individual SSTS, and operation and maintenance requirements of both. The City's Ordinance requires owners to have their systems inspected biennially by a licensed and certified evaluator and pumped as needed. The City notifies the homeowners of their need to provide maintenance to their systems, enforces the City Code requirements, and the City and County both track the pumping records in the City. The City Code and Washington County SSTS Ordinance 206 are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council WRPP 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 Plan includes the four required solar planning elements.

### **Aggregate Resource Protection**

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

The Plan indicates, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that the City contains significant aggregate resource deposits. There are no active resource extraction operations in the City. The majority of the City's aggregate resources are either overlain by existing development, parkland, or lands identified in the Council's Natural Resource Inventory/Assessment as supporting "outstanding" quality (the highest level) Regionally Significant Ecological Area vegetation resources and, therefore, are unlikely to be extracted.

### **Historic Preservation**

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

The Plan appropriately addresses historic preservation within the City. A planning team made up of staff from the National Park Service, the Minnesota Department of Natural Resources, and the Wisconsin Department of Natural Resources prepared the St. Croix Comprehensive Management Plan, which was last updated in 2001 and identifies land along the St. Croix River as a Small-Town Historic Management Area. In addition, the City has one site registered as a State Historic Site and is listed on the National Register of Historic Places as well as the Marine on St. Croix Historic District, which is a 450-acre area encompassing the downtown core of the City.

## *Plan Implementation*

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

The Plan includes a description of the zoning, subdivision ordinances, and policies that support implementation. The Plan also includes a capital improvement program and describes official controls and fiscal devices that the City 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

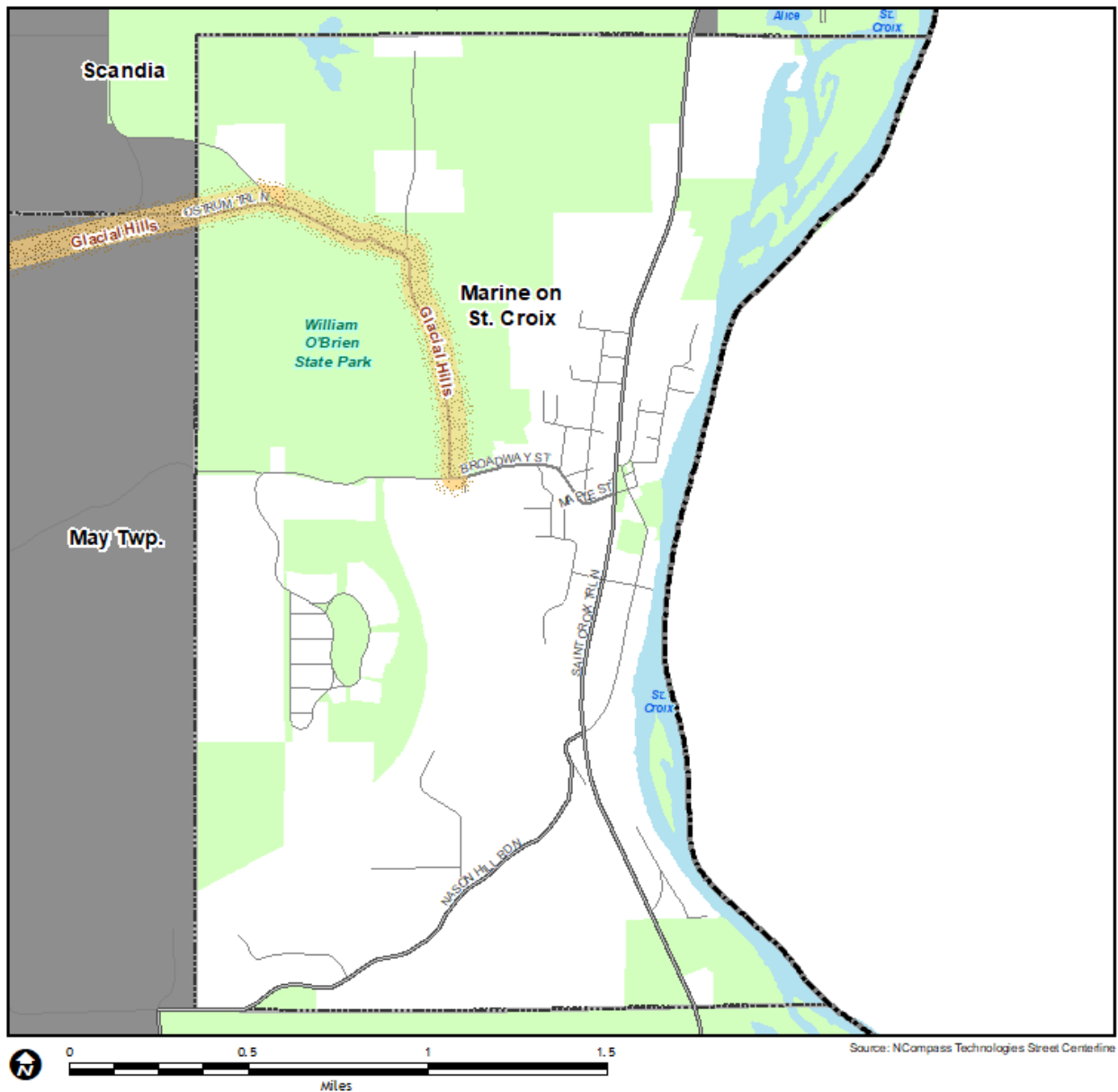
In response to the 2015 System Statement, the City submitted the following documents for review:

- April 11, 2019: Marine on St. Croix 2040 Comprehensive Plan for official review
- April 30, 2019: Resubmittal of 2040 Plan addressing comments on TAZ allocation.

## Attachments

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

Figure 1. Location Map with Regional Systems



**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

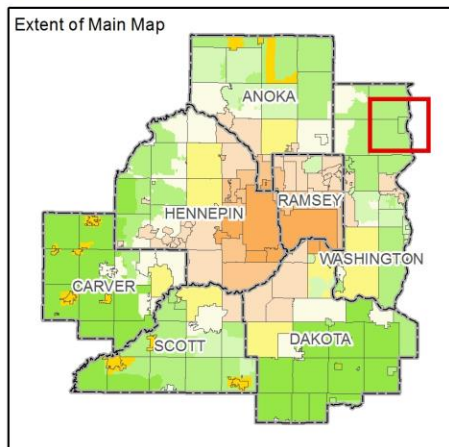
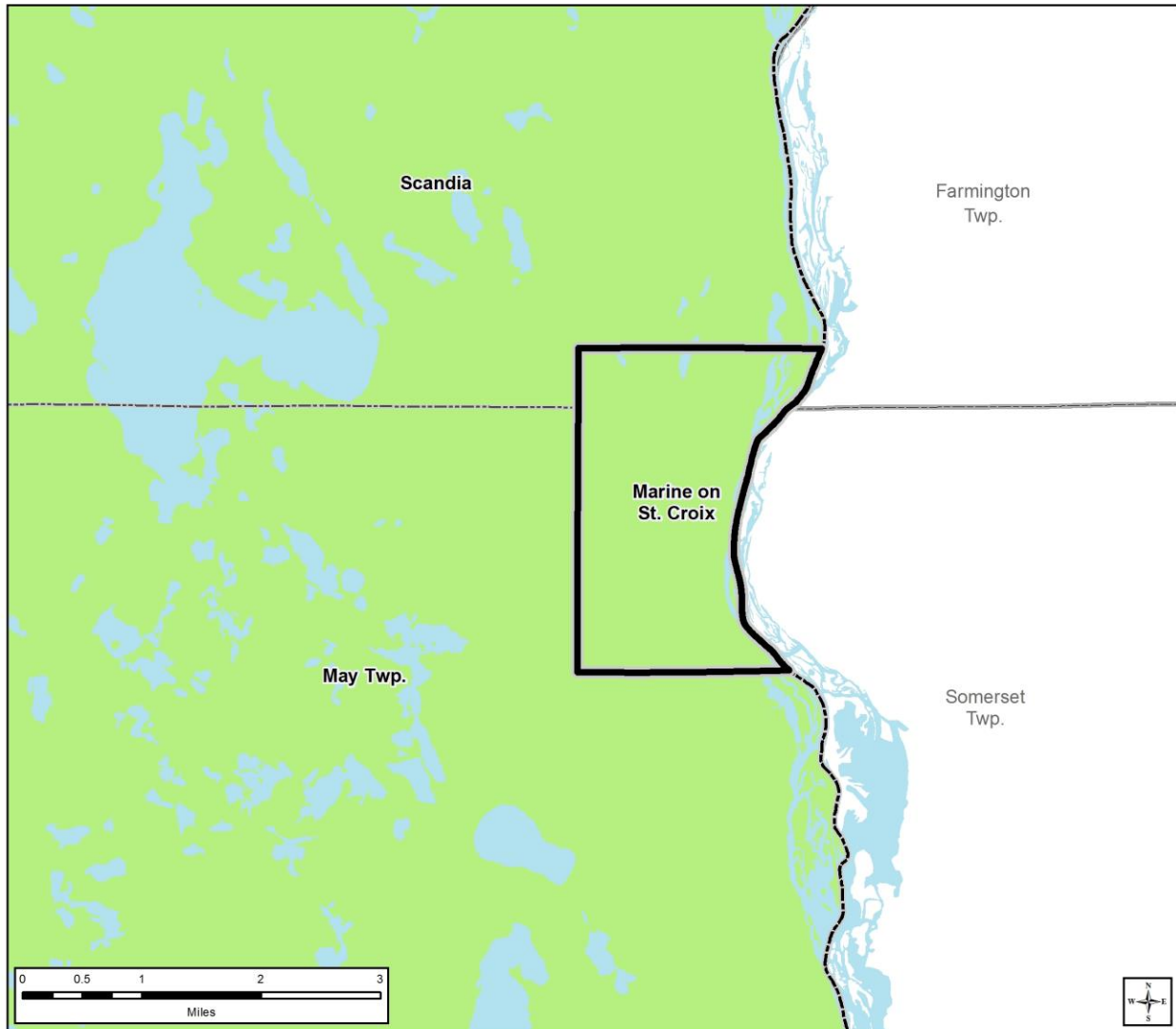
**Regional Park Search Areas and Regional Trail Search Corridors**

- 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 Designation

**Community Designations**  
**City of Marine on St. Croix, Washington County**



**Community Designations**

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

Figure 3. Existing 2030 Planned Land Use

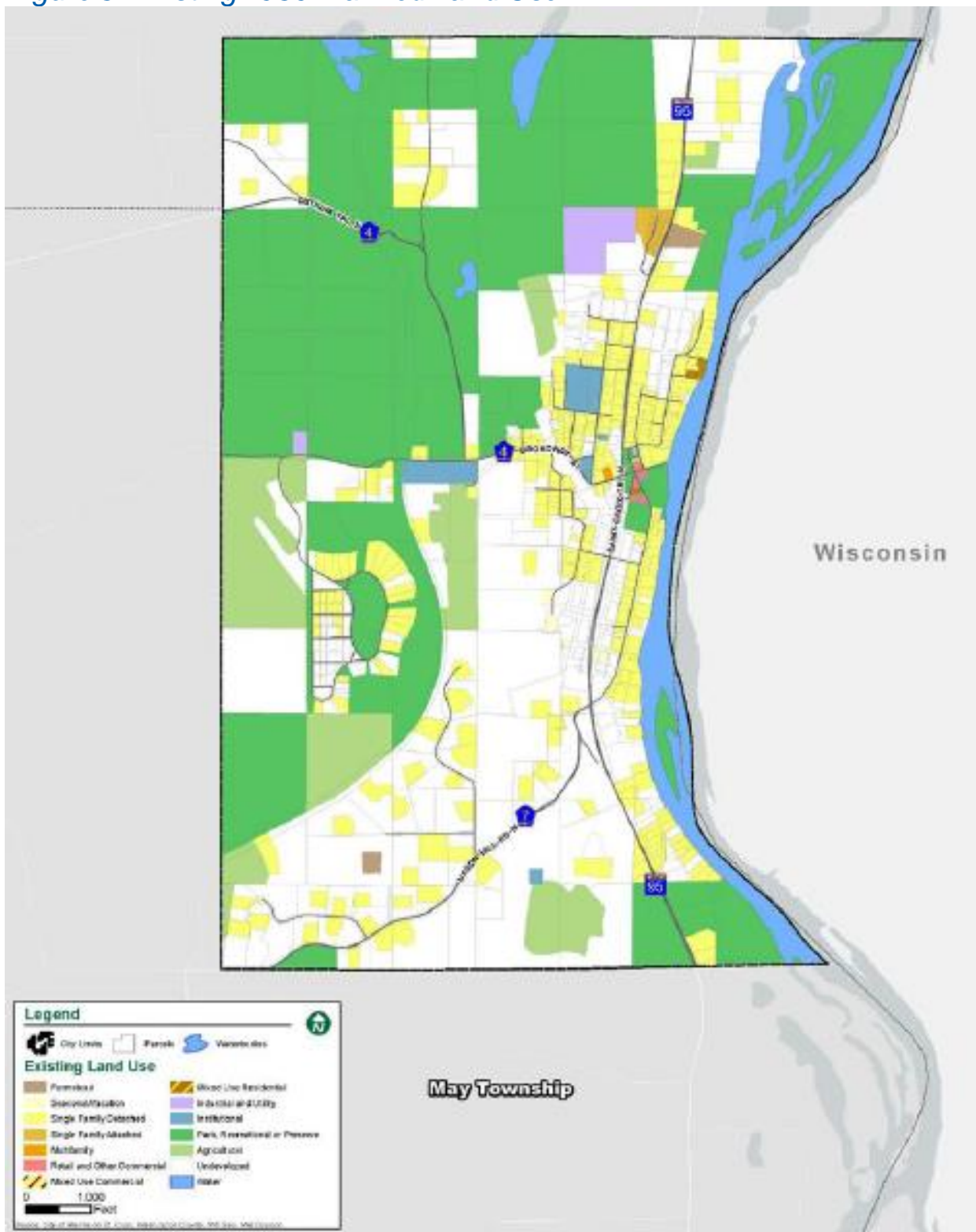


Figure 4. 2040 Planned Land Use

