

Community Development Committee

Meeting date: April 20, 2020

For the Metropolitan Council meeting of May 13, 2020

Subject: City of St. Mary's Point 2040 Comprehensive Plan, Review File 22388-1

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

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

Staff Prepared/Presented: Jake Reilly, Senior Planner (651-602-1822)
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 St. Mary's Point to place its 2040 Comprehensive Plan into effect.
2. To be fully consistent with Council housing policy, strongly encourage the City address the following prior to final plan adoption:
 - a. Include consideration of two additional widely accepted tools: Community Land Trusts and inspection programs.
 - b. Clearly and directly link identified housing needs to the available tools.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of St. Mary's Point 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 St. Mary's Point is located along the eastern border of Washington County on the St. Croix River in an area where the river has a Wild and Scenic River designation. It is surrounded by the communities of Lake St. Croix Beach and Afton.

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).

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
Consistency with Council Policy	<i>2040 Housing Policy Plan</i>	Consistent, with proposed changes
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 St. Mary's Point 2040 Comprehensive Plan

Review File No. 22388-1, Business Item No. 2020-122

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) for the Regional Parks System element. Washington County would be the Park implementing agency for Regional Parks System components in the City of Saint Mary's Point, however there are no Regional Parks System components in the City and 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.

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.

Transit

The Plan conforms to the Transit system element of the TPP and is consistent with the policies of the transit system element. It shows the location of existing transit routes and facilities (none) and acknowledges the City is within Transit Market Area V.

Aviation

The Plan conforms to Aviation system element of the TPP. The Plan references policies that protect regional airspace from obstructions and addresses seaplane use.

Bicycling and Walking

The Plan is consistent with the Bicycling 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.

The Plan is also consistent with Bicycle and Pedestrian policies of the TPP by planning for local pedestrian and bicycle connections to transit, 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.

Water Resources

Wastewater Service

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

Comprehensive Sewer Plan Comments

The Plan is in conformance with the 2040 *Water Resources Policy Plan*. The Plan represents the City's guide for future growth and development through the year 2040. The City is entirely provided wastewater service through the use of individual private subsurface treatment systems, or SSTS'. The Plan indicates continued wastewater services will be provided through the use of SSTS' through 2040.

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 a Comprehensive Sewer Plan for approval.

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

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 *WRPP* for local surface water management. The Plan satisfies the requirements for 2040 comprehensive plans. The City of St. Mary's Point lies within the oversight boundaries of the Middle Saint Croix Watershed Management Organization (WMO) and the Valley Branch Watershed District (WD). The City submitted a draft Local Water Management Plan (LWMP) update to the Council on January 25, 2019. Council Water Resources staff reviewed and commented on the draft LWMP to the City and Watersheds in a letter dated March 7, 2019. The LWMP was approved by the WMO with conditions on March 14, 2019 and approved by the WD on March 28, 2019. The City adopted the final LWMP on November 5, 2019. The Plan incorporates the final adopted LWMP as an Appendix.

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: Paul Hanson, CD – Research (651-602-1642)

The Plan is consistent with Council policies. The Plan includes the Council forecast for the City as shown below in Table 1.

Table 1. City of St. Mary's Point Forecasts

	Census	Estimated	Council Forecasts		
	2010	2018	2020	2030	2040
Population	366	368	380	380	380
Households	147	148	160	160	160
Employment	15	2	20	20	20

Thrive MSP 2040 and Land Use

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the Thrive community designation of Rural Residential (Figure 2). Thrive describes Rural Residential communities as characterized by large lots with no plans to provide urban infrastructure, such as centralized wastewater treatment. These communities have an existing development pattern 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 existing land uses in St. Mary's Point are primarily residential (79.1%) with the remainder of land being mostly undeveloped (11.1%) and park/recreation/open space (9.4%). Approximately 0.4% of the City is institutional/government uses (Figure 3).

The City is not expected to grow during the 2020 to 2040 timeframe, and is planning to retain the current development pattern. A majority of the City was developed in the 1950s, 1960s, and 1970s on small lots with individual sewage treatment systems (SSTS) and wells. The remaining acreage developed into 2.5 acre lots. Although the City has identified a few larger parcels as potentially available for development, these parcels are limited for future development by floodplain limitations, Lower St. Croix River Bluffland Management District limitations, and zoning and subdivision requirements which limit further subdivision. The City continues to plan for development serviced by private SSTS, and it does not envision development at more urbanized densities. As shown in Figure 4, the City is guided primarily as Rural Residential, which allows lots as small as 18,000 square feet (.41 acres), consistent with the established development pattern.

Housing

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

The Plan is substantially consistent with the *2040 Housing Policy Plan*. As of 2016, the City has more than 160 homes including no multifamily units, only single-family homes. About 15 homes are rented. More than 70 housing units are currently affordable to households earning under 80% of Area Median Income (AMI), however, nearly 20 households earning 80% of AMI or below are paying more than 30% of their income toward housing costs. There are two units affordable to households with income at or below 30% AMI and five cost-burdened households with incomes at or below 30% AMI.

The Plan identifies existing housing needs including maintenance and improvement of existing housing stock, variety of housing types for all stages of life, and maintaining and enhancing the strong character of existing neighborhoods. 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 is not expected to experience any sewer-serviced growth.

The housing implementation plan component of the Plan describes that the City will partner with Washington County CDA to serve their residents, including home improvement assistance and

affordable mortgage products. The City states that they will partner with the Washington County CDA on tools like the GROW fund and 4d tax reductions.

Advisory Comments

While the Plan provides uses for most tools, it would be fully consistent with Council housing policy if it considered all widely accepted tools to address the City's identified housing needs. The *2040 Housing Policy Plan* requires that the Plan include consideration of all tools (p. 113) even if they are tools the City does not plan to use. Two tools, Community Land Trusts and inspection programs are not considered in the Plan.

In addition, the Plan must clearly and directly link identified needs to available tools to be found consistent. Needs are enumerated on page 58, and but not connected to each tool. To be fully consistent with Council Housing policy, the Plan should be revised before the City's final adoption of the Plan.

Water Supply

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

The Plan is complete and 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 on private wells and does not own/operate a municipal community public water supply system, no local water supply plan is required. The updated comprehensive plan includes information about water sources, including plans to protect private water supplies, in appropriate sections of the Plan.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan is consistent with the policies of the WRPP for community and subsurface sewage treatment systems. All City residents are served by individual SSTS. The Plan indicates there were an estimated 166 SSTS in operation in the City in 2015. Washington County administers the SSTS program within the Township in accordance with Minnesota Rules Chapter 7082. City Zoning Ordinance compliance requires County approval of SSTS design, installation, operation, and maintenance. Washington County Ordinance 196 is consistent with current Minnesota Pollution Control Agency Rules (Minnesota Rules Chapter 7080-7083) 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 required solar planning elements.

Aggregate Resource 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 development, redevelopment, and preservation of aggregate resources. The Plan indicates, consistent with the Council's aggregate resources inventory included in *Minnesota Geological Survey Information Circular 46*, that there are known and significant deposits of aggregate resources present within the community, which have already been urbanized.

Historic Preservation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan indicates that the City has an interest in preserving representative portions of its history through partnerships with the State Historic Preservation Office (SHPO) to continue to preserve historically significant areas in the City. Preserving historic qualities of the Lower St. Croix Valley community is part of the City's mission statement and design standards (page 11 of the Plan) indicate that consideration should be given to historical structures as a means of keeping with the intent of the Wild and Scenic River designation.

Plan Implementation

Reviewer: Jake Reilly, CD – Local Planning Assistance (651-602-1822)

The Plan includes a description of and schedule for any necessary changes to the capital improvement program, the zoning code, the subdivision code, the SSTS code, and the housing implementation program.

The Plan, with supplemental materials, describes the official controls and fiscal devices that the City will employ to implement the Plan. Specific implementation strategies are contained in individual chapters of the Plan, with capital improvements planning detailed in the appendix.

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

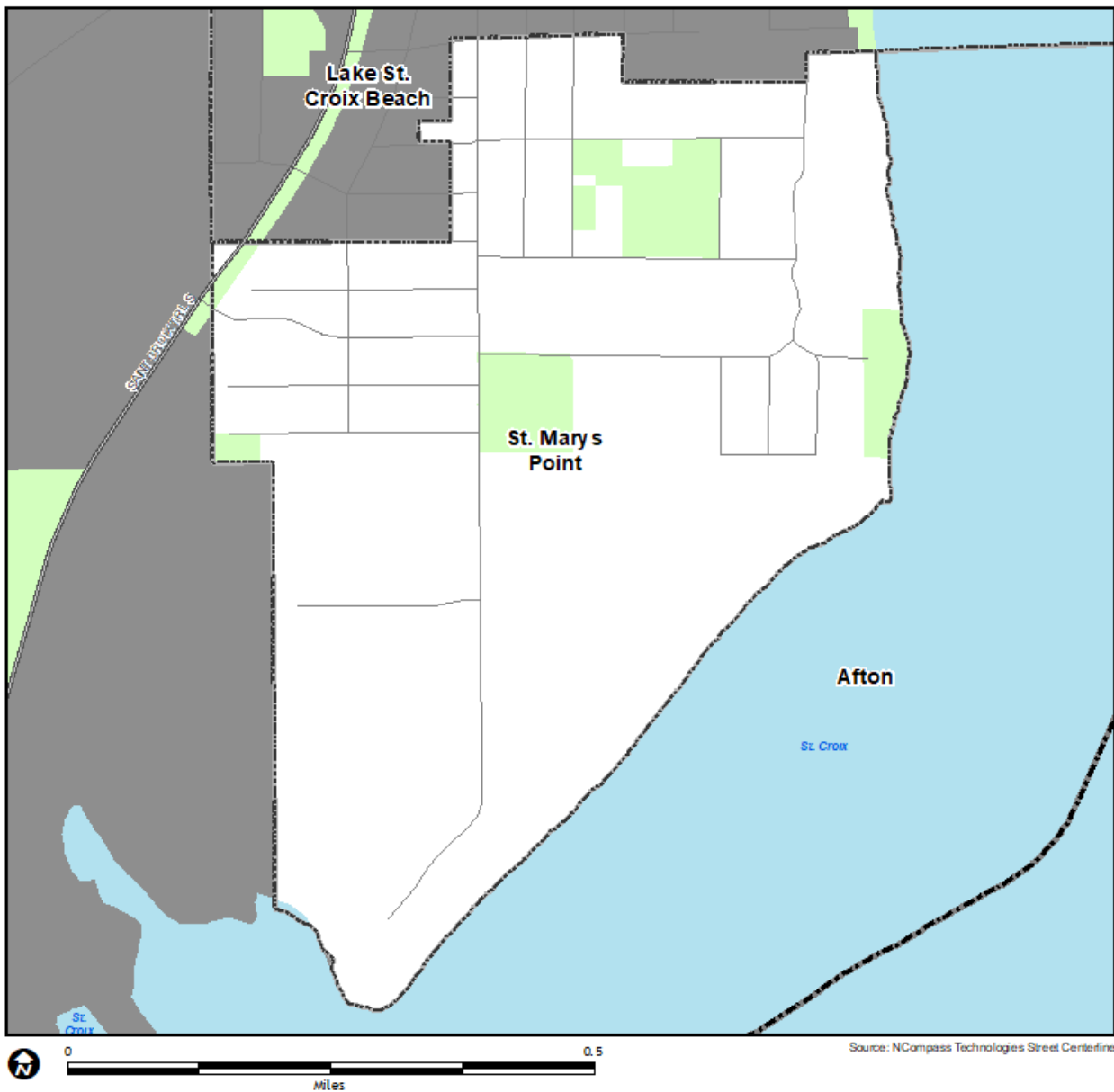
In response to the 2015 System Statement, the City submitted the following documents for review:

- December 2, 2019: St. Mary's Point 2040 Comprehensive Plan
- December 19, 2019: Local Surface Water Management Plan
- February 25, 2020: Revised Comprehensive Plan Responding to Council Incomplete Items for Transportation, Water Supply, Land Use, Housing, and Implementation.

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 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

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

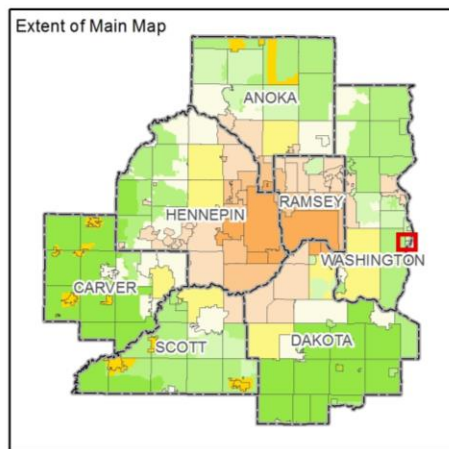
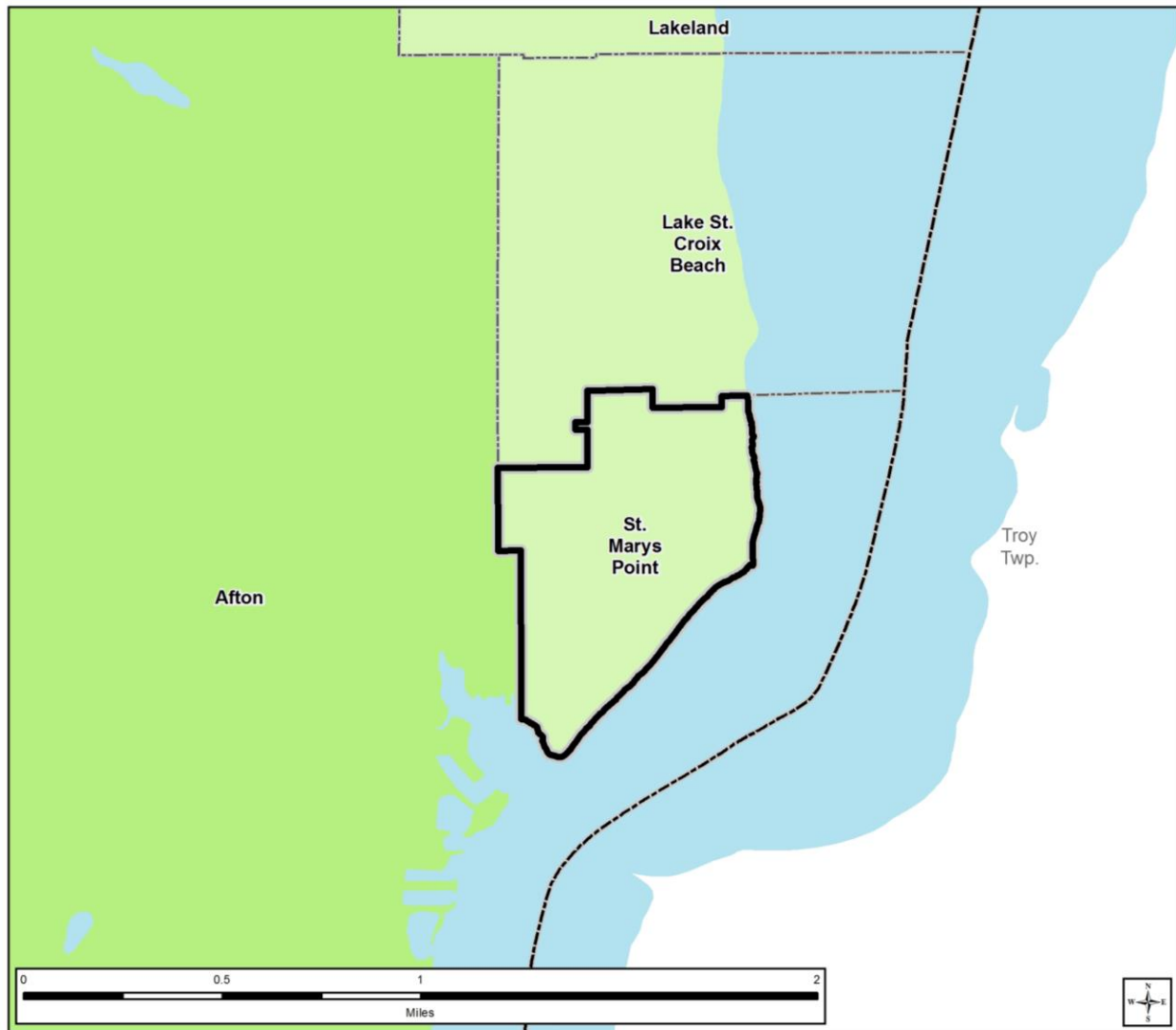
Regional Park Search Areas and Regional Trail Search Corridors

- 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

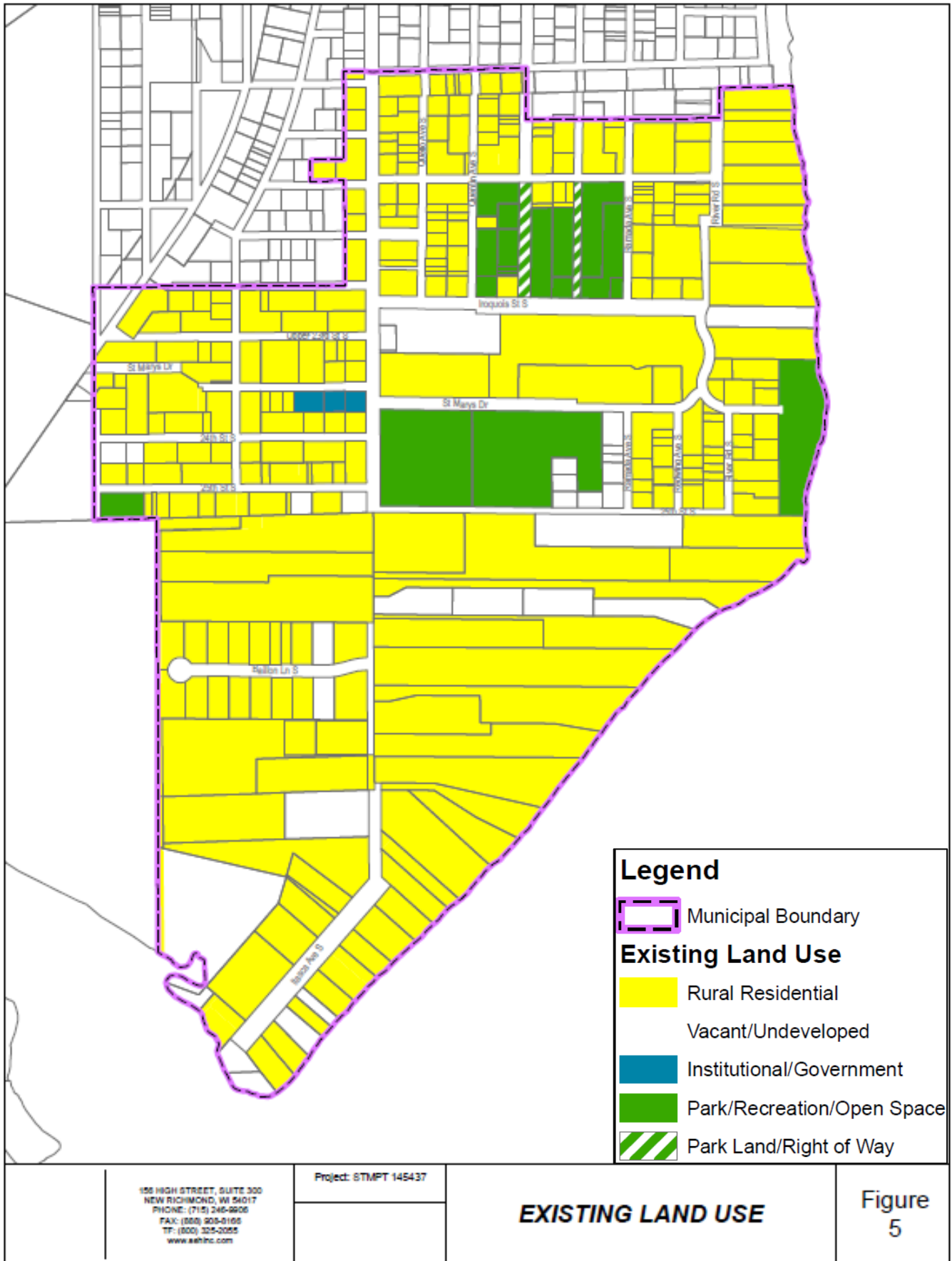
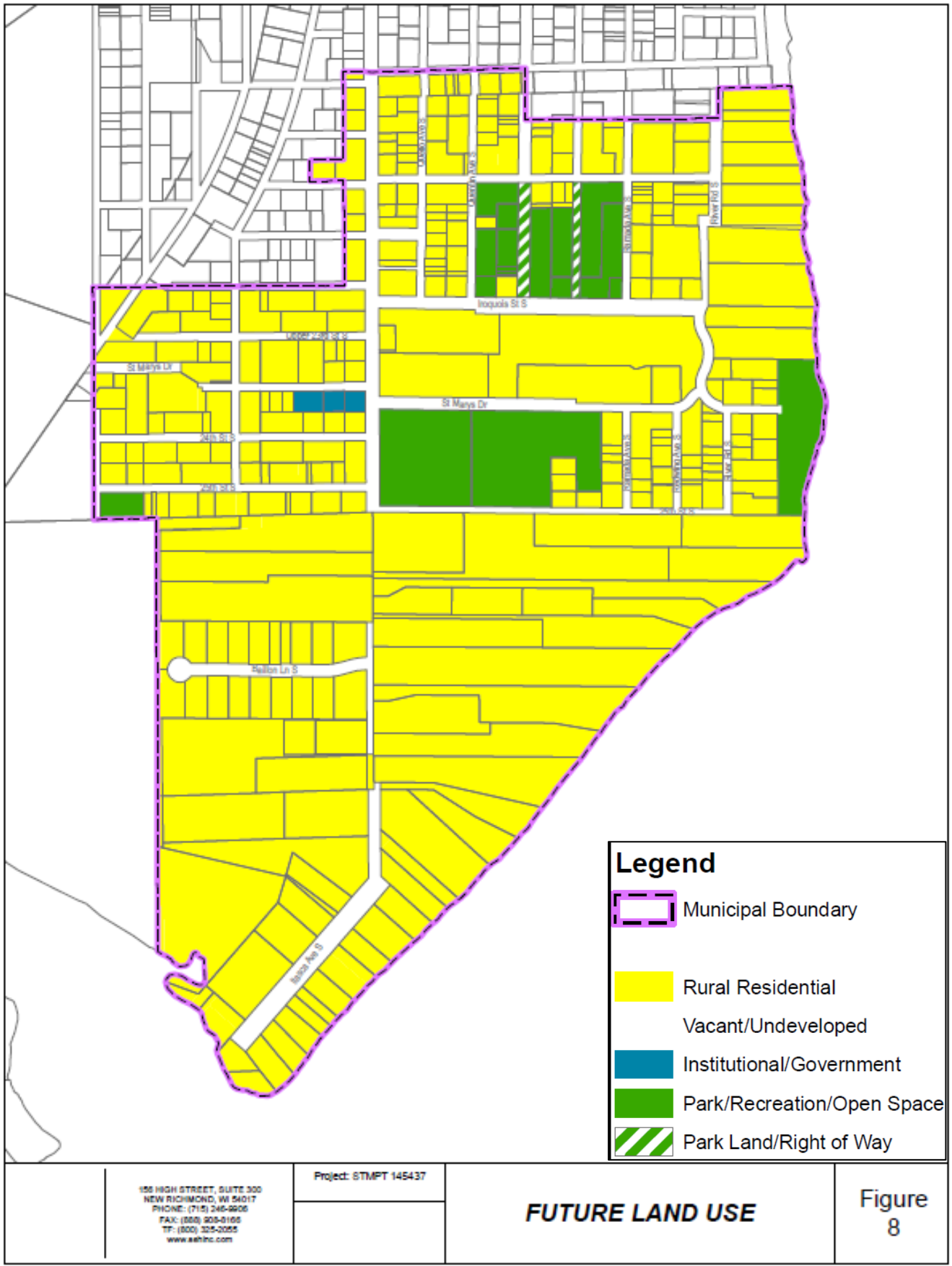


Figure 4. 2040 Future Land Use



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FUTURE LAND USE

Figure 8