mississippi river planning in your comp plan

MRCCA Plan Development Training for Local Governments

August 2, 2017
Local governments will understand:

1. MRCCA plan requirements
2. How to develop a MRCCA plan
3. Plan review and approval process
AGENDA

1. Where we’ve been & where we’re going

2. MRCCA plan overview

3. MRCCA plan review and approval

4. Tour of MRCCA plan webpages

5. Developing the plan:
   • Sample plan outline
   • Walk through each plan element
WHERE WE’VE BEEN &
WHERE WE’RE GOING
Rules effective January 4, 2017

Prep for rule implementation:
- LGU Advisory Group
- DNR Division Outreach
- Met Council Coordination
- Funding Request
THANKS TO OUR LGU ADVISORY GROUP!

John Burbank, City of Cottage Grove
Scott Harlicker, City of Coon Rapids
Carolyn Braun/Doug Borglund, City of Anoka
Richard Adams, Grey Cloud Island Township
Anthony Nemcek, City of Rosemount
Dee McDaniels, Dakota County
Allan Torstenson/Josh Williams, City of St. Paul
Scott Schulte, City of Champlin

Steven Huser, Charlie VanderArck, Ania McDonnell, Metro Cities

Raya Esmaiel, Met Council
WHERE WE’RE GOING

Training
- Today’s workshop
- Future tutorials
- Web page enhancements

Plan Update Schedule
- Soft notification – Jul 2017
- Formal notification – Dec 2017
- Plans due – Dec 2018

Ordinance Update Prep – TBD

Continued Outreach to Agencies
Review & Approval Process

Preliminary plan submittal 9/2018

DNR/MC review & comment

Is plan complete? 15 biz days

LGU modifies plan

Official plan submittal 12/30/18*

MC review 45 days

DNR review 45 days

Plan Approved?

YES

NO

LGU sends plan and evidence of adopt to DNR, MC & NPS within 10 days of adoption

LGU Adopts Plan within 60 Days

Plan Approved?

YES

NO

LGU modifies & resubmits plan within 60 days**

MRCCA Plan Review

MC

DNR

Comprehensive Plan Review by MC – 120 Days

MRRCA Plan Review - 90 Days

LGU Adopts Plan

within 60 Days

Plan Approved?

YES

NO
1. Organization mirrors other Met Council Comp Plan pages
   - Minimum requirements
   - Get More
   - We can help

2. Under “Minimum Requirements”, a linked guidance document will be your go-to source for each plan requirement

3. Minimum requirements
   - Map & Describe
   - Policies
   - Implementation Actions
Required chapter in comp plan

Must be “consistent” with rules

9 plan elements in rule, 8 for plan development

Connection to MRCCA ordinance
<table>
<thead>
<tr>
<th>Plan Element</th>
<th>Executive Orders</th>
<th>Rules</th>
</tr>
</thead>
<tbody>
<tr>
<td>Districts</td>
<td>Four districts</td>
<td>Six districts</td>
</tr>
<tr>
<td>Primary Conservation Areas</td>
<td>Floodplains, wetlands, slopes, bluffs, unsuitable soils, significant existing vegetation stands, natural drainage routes</td>
<td>Same, plus: shore impact zones, bluff impact zones, gorges, areas of confluence, unstable bedrock, native plant communities, cultural &amp; historic properties, tree canopies</td>
</tr>
<tr>
<td>Scenic Views</td>
<td>Protect &amp; preserve aesthetic quality</td>
<td>Protect &amp; enhance Public River Corridor Views/other scenic views</td>
</tr>
<tr>
<td>Restoration Priorities</td>
<td>Minimize site alteration. Plan for beach &amp; riverbank erosion control</td>
<td>Identify priorities for Veg restoration, erosion prevention, bank/slope stabilization</td>
</tr>
<tr>
<td>Provision of Sewer Service</td>
<td>Coordinate development</td>
<td>None</td>
</tr>
<tr>
<td>Surface Water Use</td>
<td>Minimize conflicts with land uses Provide for barge fleeting</td>
<td>Same</td>
</tr>
<tr>
<td>Com’l &amp; Ind Water-oriented</td>
<td>Consider/provide for such uses</td>
<td>Same</td>
</tr>
<tr>
<td>Open Space</td>
<td>Maximize creation of open and recreational space ID public access &amp; trails</td>
<td>Encourage creation of open and recreational space Same</td>
</tr>
<tr>
<td>Transportation &amp; Public Utility</td>
<td>Limit impacts</td>
<td>Same</td>
</tr>
</tbody>
</table>
Sample Plan Outline
1. Six districts
   1. ROS – Rural & open space
   2. RN – River Neighborhood
   3. RTC – River Towns & Crossings
   4. SR – Separated from River
   5. UM – Urban Mixed
   6. UC – Urban Core

2. Based on natural and built character
**ROS District Example**

A. **Character:**
   A. Rural & low density
   B. Riparian & visible from river
   C. Large, undeveloped tracts
   D. High ecological & scenic value – Primary Conservation Areas (PCAs)

B. **Management purpose:**
   A. Sustain & restore rural character
   B. Protect and enhance habitat, parks, open space, scenic views, and natural areas
1. Structure setbacks from water
2. Structure setbacks from bluffs
3. Structure height
4. Amount of open space for subdivisions

<table>
<thead>
<tr>
<th></th>
<th>CA-ROS</th>
<th>CA-RN</th>
<th>CA-RTC</th>
<th>CA-SR</th>
<th>CA-UM</th>
<th>CA-UC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Height</td>
<td>35'</td>
<td>35'</td>
<td>48'*</td>
<td>Underlying zoning</td>
<td>65'*</td>
<td>Underlying zoning</td>
</tr>
<tr>
<td>River Setback</td>
<td>200'</td>
<td>100'</td>
<td>75'</td>
<td>NA</td>
<td>50'</td>
<td>Underlying zoning</td>
</tr>
<tr>
<td>Bluff Setback</td>
<td>100'</td>
<td>40'</td>
<td>40'</td>
<td>40'</td>
<td>40'</td>
<td>40'</td>
</tr>
</tbody>
</table>

*Greater height may be allowed with a local Conditional Use Permit.
1. Map each district
   1. Future land use
   2. Zoning
2. Describe each mapped district
   1. Character
   2. Management purpose
3. Assess alignment of character & purpose with future land uses & zoning – conflicts?
   - Water setbacks
   - Bluff setbacks
   - Structure height
   - Open space
Policies

1. Guide land use and development consistent with district’s purposes

Implementation Actions

1. Update or adopt new MRCCA ordinance
2. Update zoning map with MRCCA districts
Take 15

RESTROOMS
Natural resources, historic and cultural features: shore impact zones (SIZ), bluff impact zones (BIZ), floodplains, wetlands, gorges, areas of confluence with tributaries, natural drainage routes, unstable soils and bedrock, native plant communities, cultural and historic properties, significant existing vegetative stands, & tree canopies.

Listed for protection in MS 116G.15

Corridor was designated because of these resources & features
Ordinance Requirements

1. Structure & impervious surface placement (SIZ/BIZ)
2. Impacts must be evaluated for variances & CUPs – mitigate if impacts
3. PCAs on project submittals
4. Vegetation restrictions on some PCAs
5. Land alteration restrictions on some PCAs
6. Subdivision requirements for PCA protection
PRIMARY CONSERVATION AREAS – SHORE IMPACT ZONES

Map & Describe
PRIMARY CONSERVATION AREAS – BLUFF IMPACT ZONES

Map & Describe
PRIMARY CONSERVATION AREAS – NATURAL DRAINAGE ROUTES

Map & Describe
Map & Describe

Primary Conservation Areas – Wetlands, Floodplains
Map & Describe
Native Plant Communities

1. Specifically listed in MS 116G as protected resource
2. Not prevalent in corridor
3. Rule definition: “Identified” by MN Biological Survey (MBS) or other survey
4. MBS Criteria
   1. Quality
   2. On sites of 5 acres or more
5. Ecological, functional and aesthetic values
Significant Existing Vegetative Stands

1. Specifically listed in MS 116G as protected resource
2. Prevalent in corridor
3. No rule definition
4. Criteria for significant:
   1. Largely intact
   2. Connected
   3. Contain sufficient native plant communities to be identifiable as a distinct class
   4. Ecological, functional & aesthetic values
   5. High ecological value
      1. species diversity
      2. Habitat for endangered & threatened plants & animals
Significant Existing Vegetative Stands Data Layer (.lyr)
1. Protect PCAs and minimize impact from development
2. Support mitigation of impacts through variances, CUPs and permits
3. Prioritize restoration of removed native plant communities and natural vegetation in riparian areas
4. Prioritize PCAs for protection for development sites containing multiple PCAs
5. Support alternative design standards that protect PCAs (conservation design, TDR)
6. Prioritize use of permanent PCA protection measures (easements, deed restrictions)
Identify and protect areas of significant vegetation, unique vegetative species and wildlife habitats within the corridor and retain existing vegetation and landscaping. (Fridley)

Preferred site plans will preserve existing vegetation, minimize vegetative cutting of existing trees, and include new native species plantings within the Corridor to improve scenic quality, to screen visually intrusive elements, to provide habitat and increase biological diversity, and to minimize erosion. (Dayton)
1. Administration
   1. Ensure PCA locational information is readily available
   2. Specify procedures for processing applications to protect PCAs
   3. Develop procedures for integrating DNR & local permitting of riprap, walls and other hard armoring

2. Education & outreach
   1. Communicate vegetation management and land alteration standards to property owners
   2. Information on good vegetation & landscaping practices
Scenic views and vistas listed for protection in MS 116G.15

Corridor was designated to protect scenic views

PRCV definition, protective standards and administrative procedures seek to better define and protect scenic resources

Three types of views:
- Views toward the river
- Views toward bluffs
- Other
Ordinance Requirements

1. Impacts must be evaluated for variances & CUPs – mitigate if impacts
2. PRCVs on project submittals
3. Placement of communications facilities
4. Structure design & placement in RTC, UM and UC districts
5. Public facilities
6. Subdivisions – impacts of vegetation removal
View is Valuable because...Significant rural/natural feel in fore/mid ground with city in the distance. Strong feeling of nature still existing in the city.

How changes will impact? Tree removal and/or the addition of buildings in the fore/mid ground that extend over the tree line or canopy will negatively affect strong presence of nature.
PUBLIC RIVER CORRIDOR VIEWS

Map & Describe – Views toward bluffs from the OWHL of the opposite shore

1

2

3 View is Valuable because...Bluffs dominate view through all seasons and remind us that we are in a river valley. Green wall of bluff provide book end to high bridge and frame beautiful view up the river.

4 How changes will impact? Addition of buildings in the fore/mid ground that break up green bluff wall.
View from Wabun Picnic Area
Policies

1. Protect & minimize impacts to PRCVs from:
   1. Public development
   2. Private development
   3. Vegetation management activities

2. Protect PRCVs identified by other communities
Policy Examples

The city supports maintaining building heights that maximize public views of the high bluff lines from the high water mark on the opposite side of the river. (St Paul)

Specifically prohibited are off-premises advertising signs and billboards that would be visible from the river. (Minneapolis)
Implementation Actions

1. Education & outreach
   1. Communicate PRCV ordinance provisions and view locations to property owners
   2. Develop and communicate vegetation management practices for protecting PRCVs

2. Administration
   1. Specify application procedures for addressing impacts to PRCVs
   2. Specify procedures for evaluating impacts and determining mitigation for:
      1. Variances/CUPs
      2. Public development
      3. Private development
   3. Procedures to coordinate on-going protection with adjacent communities
Your father says he'll stop wearing his pants like that when you do.
- Restoration is often needed to maintain resource integrity and water quality
- Development & redevelopment are opportunities to
  - Restore vegetation
  - Prevent erosion
  - Stabilize slopes & banks
- Goal is to “pre-identify” restoration opportunities
1. Subdivisions
   1. If PCAs exist but no “natural vegetation,” then vegetation assessment to determine where vegetation restoration needed
   2. IF no PCAs, pre-identified vegetation priorities must be restored and set aside as protected areas.
2. Pre-identified vegetation restoration priorities used as conditions of approval for variances/CUPs, vegetation permits, other applications
RESTORATION PRIORITIES

Map & Describe

1. Map areas for natural vegetation restoration

2. Describe areas identified for erosion prevention, bank and slope stabilization and other restoration activities. No map required.
Natural Vegetation – Not a PCA

1. Not listed in MS 116G as protected resource

2. Used as “restoration standard”
   1. in areas identified as “restoration priorities” in MRCCA Plan for:
      1. Mitigation (variances, CUPs)
      2. Development/subdivision
   2. For vegetation removed (except NPCs) under vegetation permit

3. Used for “screening” - not readily visible

4. Rule definition:
   1. Ground cover, understory and/or tree canopy
   2. Altered
   3. Functional & habitat values
1. Protect native, significant, & natural vegetation during development, require restoration if removed.
2. Restoration priorities: stabilization of erodible soils, riparian buffers & slopes visible from river
3. Restore to protect/enhance PRCVs
4. Restore in priority areas through variance, CUP and subdivision processes
5. Sustaining & enhancing ecological functions through restoration is important to community
Policy Examples

Encourage the restoration of degraded wetlands where practical. (Denmark Twp)

Encourage residents within the river corridor to replace diseased trees with new plantings and to use other vegetative plantings on the riverbanks and steep slopes to control erosion. (Fridley)

Require increased native landscaping on all sides of developments located east of Concord Street, within the corridor, or adjacent to the Mississippi River Regional Trail (MRRT). (South St Paul)
1. Education and outreach
2. Administration. Establish:
   1. Vegetation permitting process
   2. Site plan review process
   3. Process for evaluating priorities for variances/CUPs
3. Subdivisions
   1. Establish criteria to determine when vegetation restoration is required (assessment) - for sites with PCAs, but no natural vegetation
   2. Require restoration for pre-identified priorities – for sites with no PCAs and set aside as open space.
Parks, trails, scenic overlooks, natural areas add to community quality and increase opportunities for river access.

Purpose is to:
- Encourage, create, connect, & maintain open space and recreational facilities
- Identify access point and trail locations
Ordinance Requirements

1. Standards for public facilities
   1. General facility design standards
   2. Specific facility design standards
   3. ROW maintenance
2. Subdivisions
Map & Describe

1. Existing & proposed open space and recreational facilities
   1. Public & private
   2. Public river access

Option: include on relevant Regional and Local Park and Trail Plan maps IF MRCCA boundary shown
1. Encourage creation, connection & maintenance of open space, recreational facilities and public river access.
2. Encourage dedication for acquiring public river access
3. For developable land in CA-SR districts, identify and encourage connections to existing & planned parks and trails.
Policy Examples

Provide trail links to regional trail systems and trails maintained by adjacent municipalities (Inver Grove Heights)

Connections between the terrace neighborhoods and the river may be improved by adding a limited number of pedestrian routes (stairs, ramps, walkways) between the bluff elevations and the river flats. (St Paul).

Require park dedication generated within the corridor to consist of land within the corridor or if cash in lieu of land, the cash should be used towards improving open space, riverfront access, storm water drainage areas or other public service within the River Corridor. (Fridley).
Open Space & Recreational Facilities

Implementation Actions

1. Include facilities in CIP
2. Develop system to track & monitor open space required through subdivisions
Transportation & utilities (power, gas, water sewer, stormwater) can have negative impacts on views, habitat and soil erosion.

- Minimize impacts and conflicts
- Sets stage for design standards to minimize impacts – create positive impact.
Ordinance Requirements

1. Standards for public facilities
   1. General facility design standards
   2. Specific facility design standards
   3. ROW maintenance
Map & Describe

1. Existing & proposed transportation & public utility facilities

Options:
• Transportation: include on relevant Roadways, transit and bicycling and walking maps IF MRCCA boundary shown
• Utilities: Identify planned work in MRCCA and describe impacts
1. Minimize impacts to PCAs

Implementation Actions

1. Include facilities in CIP, if relevant
Policy Examples

Ensure future development emphasizes continuous open space, minimizes utility and infrastructure needs and crossings (including transportation river crossings and concentrates them at existing crossings where possible), and allows for scenic vistas, trails and walkways. (Ramsey)

Minimize utility crossings and encourage location of necessary crossings along existing bridges and utility crossings. If feasible, crossing should be underground and should not negatively impact natural or cultural significant resources. (Fridley)
Uses include barge fleeting, boating, boat tours, paddle share
Provide economic benefits
But potential conflicts and external impacts with other surface water uses
Minimize impacts and conflicts
No ordinance requirements!
Describe – if applicable

1. Existing and future conflicts and improvement opportunities
2. Existing and future barge fleeting areas, why important and areas of potential negative impact on PCAs.
SURFACE WATER USE

Policies – if applicable

1. Recognize economic value of river
2. Minimize conflict under MS 86B
3. Provide for barge fleeting and address negative impacts on PCAs
4. Balance commercial and recreational uses

Implementation Actions – if applicable

1. Establish process to consider surface water impacts for water-oriented uses
2. Consider surface water regulations
Policy Examples

Barge fleeting facilities and seaplane operations shall not be permitted within the Hastings Critical Area/ MNRRA Corridor because of incompatibility with existing and planned land uses and safety considerations. (Hastings)

The City acknowledges barge fleeting is necessary for commerce and will work to provide areas if determined appropriate. Locations for future fleeting or loading should be removed from residential areas and the marina facilities to prevent conflicts with recreational boat traffic. (Inver Grove Heights)
WATER-ORIENTED USES

- Uses include barge terminals and marinas
- Provide economic benefits
- Potential conflicts and external impacts and other land uses
- Minimize impacts and conflicts
- Ordinance requirements no different than any other land use. However, there are exceptions to some water and bluff setbacks for public recreational and river-dependent uses!
WATER-ORIENTED USES

Describe – if applicable

1. What water-oriented uses are and why they are important
2. Presence of existing and future uses, purpose, benefits and potential conflicts
WATER-ORIENTED USES

Policies – if applicable

1. Acknowledge importance and provide for their protection
2. Minimize conflicts with other land uses

Implementation Actions – if applicable

1. Amend ordinance to provide for uses
2. Establish process to consider surface water impacts for water-oriented uses
Identify land uses within the corridor that are inconsistent with river related uses or are potentially hazardous to natural resources and establish a plan for replacement use. (Ramsey)

Barge Terminal #1, Red Rock, and Southport will remain the city’s principal river port terminals. The city supports the Port Authority’s policy of replacing non-river-related businesses with river-related businesses at Southport and Red Rock Industrial Districts, as leases expire. (St Paul)
QUESTIONS?