

C Community Development Committee

Meeting date: February 17, 2009

ADVISORY INFORMATION

Date:	November 21, 2008
Subject:	City of Scandia Comprehensive Plan Update Review File No. 20456-1
District(s), Member(s):	District 12, Councilmember Sherry Broecker, 651-486-0816
Policy/Legal Reference:	Minnesota Statute Section 473.175
Staff Prepared/Presented:	Lisa Barajas, Principal Reviewer, 651-602-1895 Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566
Division/Department:	Community Development / Planning & Growth Management

Proposed Action

That the Metropolitan Council adopt the attached review record and take the following actions from the Community Development Committee:

1. Authorize the City of Scandia to put its 2030 Comprehensive Plan Update into effect without any plan modifications.
2. Remind the City to submit a copy of the City Council Resolution adopting its Update to the Council for its records.
3. Remind the City that Minnesota Statutes 473.864 require it to formally adopt the Comprehensive Plan after the Council's final action and require the City to submit two copies of the adopted Plan to the Council in a timely manner.
4. Remind the City that it is required to submit any updated ordinances and controls intended to help implement the Plan to the Council upon their adoption.
5. Advise the City to send to the Council the dates that the watersheds approved the Local Water Management Plan (LWMP), the date the City adopts the final LWMP, and a copy of the final adopted LWMP if it is different than the version reviewed as part of the Update.

Background

The City of Scandia (City) is located in northeastern Washington County, bounded by Chisago County on the north, Wisconsin on the east, May Township on the south, and Forest Lake on the west. (See Figure 1)

The *2030 Regional Development Framework (RDF)*, as adopted by the Metropolitan Council (Council) in January 2004, identified Scandia as a "Diversified Rural" community. Figure 2 shows the planning area designation and the regional systems in Scandia and the surrounding area.

The City submitted its *2030 Comprehensive Plan (Update)* to the Council for review to meet the Metropolitan Land Planning Act requirements (Minn. Stat. 473.175) and the Council's 2005 Systems Statement requirements.

Rationale – Standard of Review & Findings

1. Does the proposed Plan conform to Regional Systems Plans?
2. Is the Plan consistent with Metropolitan Council policies?

3. Is the Plan compatible with plans of adjacent governmental units and plans of affected special districts and school districts?

Conformance with Regional Systems Plans:

1. Regional Parks Yes
2. Transportation including Aviation Yes
3. Water Resources Management Yes
(Wastewater Services and Surface Water Management)

Consistent with Council Policy Requirements:

1. Forecasts Yes
2. Housing Yes
3. *2030 Regional Development Framework* and Land Use No, see Land Use section
4. Individual Sewage Treatment Systems (ISTS) Program Yes
5. Water Supply N/A

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

1. Compatible with other plans Yes

Funding

The City has received the first half of a \$15,000 planning grant from the Council to facilitate the completion of the Update.

Known Support / Opposition

There is no known opposition.

REVIEW RECORD

Review of the City of Scandia 2030 Comprehensive Plan Update

STATUTORY AUTHORITY

The Metropolitan Land Planning Act (MLPA) requires local units of government to submit comprehensive plans (plans) and plan amendments to the Council for review and comment (Minn. Stat. § 473.864, Subd. 2). The Council reviews plans to determine:

- *Conformance with metropolitan system plans,*
- *Consistency with other adopted Plans of the Council, and*
- *Compatibility with the Plans of other local jurisdictions in the Metropolitan Area.*

The Council may require a local governmental unit to modify any plan or part thereof if, upon the adoption of findings and a resolution, the Council concludes 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. Each such plan shall be submitted to the Council for review and shall be subject to the approval of the Council as to those features affecting the Council's responsibilities as determined by the Council. Any such features disapproved by the Council shall be modified in accordance with the Council's recommendations (Minn. Stat. § 473.513).

CONFORMANCE WITH REGIONAL SYSTEMS

Regional Parks

Reviewer: Jan Youngquist, CD – Regional Parks System Planning, (651-602-1029)

The Update is in conformance with the *2030 Regional Parks Policy Plan (RPPP)*. The Update acknowledges Big Marine Park Reserve and William O'Brien State Park, which are partially within the City.

Transportation

Roads and Transit

Reviewer: Ann Braden, MTS – Systems Planning, (651-602-1705)

The Update is in conformance with the *2030 Transportation Policy Plan* and addresses all the applicable transportation and transit requirements of a comprehensive plan.

With regard to the functional classification of roads, the Update identifies a number of "Minor Collector" roadways that are not shown on the current Transportation Advisory Board (TAB)-adopted Functional Classification Map. To include these minor collectors on the TAB map, the City must formally request their inclusion through the TAC-Planning Committee as a separate process outside the Comprehensive Plan Update review process.

Aviation

Reviewer: Chauncey Case, MTS – Systems Planning (651-602-1724)

The Update is in conformance with the Aviation System Plan and consistent with Council policy.

Water Resources Management

Wastewater Service

Reviewer: Roger Janzig, ES – Engineering Services, (651-602-1119)

The Update is in conformance with the 2030 Water Resources Management Policy Plan (WRMPP). The Update summarizes the City’s vision to the year 2030. The Update includes growth forecasts that are consistent with the Council’s forecasts for population, households and employment. The Metropolitan Council has no plans to provide wastewater services to the community within the 2030 planning period.

Surface Water Management

Reviewer: Judy Sventek, ES – Water Resources Assessment, 651-602-1156

The Update is in conformance with the Council’s WRMPP. Scandia lies within the Carnelian Marine St. Croix, Comfort Lake Forest Lake and Rice Creek watersheds. The Carnelian Marine Watershed District’s latest watershed management plan was approved by the Board of Water and Soil Resources (BWSR) in 2000. Comfort Lake Forest Lake and Rice Creek Watershed District’s plan updates were approved by BWSR in 2003 and 1997 respectively.

Scandia prepared a Local Water Management Plan (LWMP) in 2008. The Council reviewed the Scandia LWMP under separate cover. The comprehensive plan update includes a revised LWMP that adequately addressed the Council’s previous concerns.

The City needs to send the Council the dates the watersheds approve the LWMP, the date the City adopts the final LWMP, and a copy of the final adopted LWMP if it is different than the version reviewed as part of the Update.

CONSISTENCY WITH COUNCIL POLICY

Forecasts

Reviewer: Todd Graham, CD - Research, (651-602-1322)

The Update includes forecasts for population, households and employment. The forecast-related material is consistent with Metropolitan Council system statement forecasts.

Table 1: Met Council Forecasts Compared to the City’s Update Forecasts

	2000		2010		2020		2030	
	Met Council	City	Met Council	City	Met Council	City	Met Council	City
Population	3,692	3,692	4,370	4,370	5,000	5,000	5,400	5,400
Households	1,294	1,294	1,590	1,590	1,890	1,890	2,100	2,100
Employment	272	272	420	420	520	520	610	610

2030 Regional Development Framework and Land Use

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update is consistent with the 2030 Regional Development Framework (RDF). The RDF designates Scandia as a Diversified Rural Area, which directs communities to plan for densities no greater than one housing unit per 10 acres. Typically, these communities include a mix of a limited amount of large-lot residential and clustered housing with agricultural and other uses.

The City is largely rural with an historic Village Area, similar to other communities along the St. Croix River. With its many lakes and border with the St. Croix, the City also has had significant residential shoreland development. In both cases, development has been at densities more similar to urban densities,

although the City does not have regional sewer service. The City does have several “201 sewage treatment systems,” two of which serve the Big Marine Lake area and one that serves the Village Area.

Diversified Rural Areas are expected to accommodate forecasted growth without requiring the provision of regional urban services. In addition, these communities are expected to protect natural resources, to prevent scattered rural residential development, and to adopt conservation subdivision, cluster, or other environmental protection provisions in their ordinances. The City has provided significant detail on existing natural resources in the community, along with goals and policies for the protection of those resources. These policies include prioritizing natural resource protection areas, the continued implementation of the City’s Open Space Conservation Subdivision Ordinance and the investigation and development of other natural resource protection ordinances.

The Future Land Use Plan directs future development toward the Village Area, where community wastewater facilities and water supply utilities are already in place, while maintaining lower densities in the remainder of the community. The Future Land Use Plan includes seven land use categories that allow residential development. These categories account for the existing development patterns along the St. Croix River, lakeshore development, and the patterns in the Village Area where higher densities already exist. Outside of the existing development patterns, the future land use designations limit densities to no more than one unit per 10 acres. This includes the land use designations of Agricultural Core Area and General Rural Area, which accounts for the majority of the land available for residential uses. In addition, properties enrolled in the Agricultural Preserves Program are guided under the community’s Agricultural Preserves Overlay Area, which limits density to no more than one unit per 40 acres.

The Update includes a detailed theoretical buildout analysis that shows total vacant acres, wetland acres, net buildable acres, maximum planned density, potential new homes without density bonuses, and potential new homes with bonuses. The City allows up to 75 percent bonuses for conservation developments, and recently significantly tightened the bonus process to limit bonuses. Nevertheless, the analysis assumes the two possible extremes, either no bonuses or maximum bonuses. Using the Council’s forecasted growth in households (806) with Scandia’s 7,380 acres of vacant land, the Update provides sufficient land to accommodate their forecasted growth.

The Update further analyzes a full buildout scenario. Full buildout is put at 856 housing units yielding a density of at least one unit per 8.6 acres. Buildout using maximum number of bonuses would yield 1,336 housing units at a density of one unit per 5.5 acres, while buildout excluding the village and assuming no bonuses would yield an average density of one unit per 9.0 acres. As discussed in the Update, the maximum buildout is unlikely to occur as every development would need to use conservation design at maximum density bonuses and would require a 66% increase in growth.

Table 2: Theoretical Buildout

Future Land Use Category	Total vacant acres	Wetland acres	Net buildable acres	Maximum planned density	New homes (no bonus)	% of Total	New homes (with bonus)	% of Total
AG C	3,404	n/a ¹	3,404	10.0	340	40%	596	45%
GR	1,989	n/a ¹	1,989	10.0	199	23%	348	26%
ST CROIX	143	n/a ¹	143	10.0	14	2%	14	1%
VN	144	18	126	2.5	50	6%	126	9%
LST 2.5	108	75	33	2.5	Fully Built ²	0%	Fully Built ²	0%
LST 5	28	13	15	5.0	Fully Built ²	0%	Fully Built ²	0%
LSC	1,564	303	1,261	5.0	252	29%	252	19%
Totals	7,380	409	6,923	Avg - 8.6 acres	856	100%	1,336	100%

¹ Wetland acres were not excluded from land use categories with 10-acre planned density. 10 acre lots are sufficiently large to accommodate both wetlands and a buildable site.

² LST lots, both vacant and developed, are frequently substandard by State Shoreland standards. The City considers the area to be fully developed. LST acres are excluded from the total for net buildable acres.

Given the Council’s household forecast increase (806) and given the amount of vacant developable land remaining in Scandia, if the City is to meet the forecast, the resulting density will be greater than the required one unit per 10 acres at one unit per 9.2 acres. Existing development patterns and the City’s goal of efficient use of existing municipal utilities pushes the overall density to be greater than one unit per 10 acres. While residential development density in the community could surpass the Council’s policy of 1 unit per 10 acres, this does not represent a system impact. The Council is not planning for regional wastewater services in the City and the City’s policies are otherwise consistent with those identified for Diversified Rural communities.

Housing

Reviewer: Linda Milashius, CD – Livable Communities, (651-602-1541)

The Update fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. As a community without regional sanitary sewer service, the City does not have a numerical share of the regional need for affordable housing. The Update does provide an assessment of the housing stock, and provides goals, policies and implementation strategies the City will use to address its local affordable and life cycle housing needs. The Update states the City will support Washington County programs that are available to assist local residents with their housing needs. These programs include, but are not limited to bond financing, low-income housing tax credits and the Grow Fund, which assists developers with gap financing for affordable housing development.

In addition to providing financial resources, the City will work in cooperation with Washington County to continue to monitor the general condition of the housing stock, with a special focus on the tenure characteristics of older housing, and will encourage residential buildings to be designed for accessibility in order to meet the needs of current and future owners. The City will also explore creating opportunities to develop housing on smaller lots and to develop two-family and multi-family housing within the Village Center, when community wastewater systems are available.

Community and Individual Sewage Treatment Systems (ISTS)

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

The Update is consistent with Council policies with regard to ISTS. The Update indicates that there are an estimated 1,394 ISTS in operation in the City. The City requires adherence to MPCA Chapter 7080 Rules and Washington County Ordinance 128, which are consistent with Council policies. The City has delegated responsibility for inspections and maintenance management tracking to Washington County.

There are three public “201” wastewater collection and treatment systems in operation in the City. The locations of these facilities are identified on Maps 16 and 17 of the Update. These facilities are operated and maintained by the City in accordance with Ordinance No. 108, accessible online through the City’s website.

Water Supply

Reviewer: Sara Bertelsen, ES – Water Supply Planning, (651-602-1035)

The Update indicates that the City does not own and operate a water supply system and therefore is not required to have a water supply plan.

Resource Protection

Historic Preservation

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update is complete for Historic Preservation. The Update includes a description of historic settlements and a listing of properties on the National Register of Historic Places. It includes policies to encourage historic preservation: The City will “explore the feasibility of initiating historic preservation efforts that would encourage the preservation of historic buildings, such as a revolving grant or loan program for façade improvements.” It also proposes that this policy will be implemented in the next 10 years.

Solar Access Protection

Reviewer: Jim Uttley, CD – Local Planning Assistance, (651-602-1319)

The Update addresses solar access protection on page 139 and therefore meets Land Planning Act requirements. It includes policies to require subdivisions to identify lots with good solar access and to consider solar easements.

Aggregate Resources Protection

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

The Update identifies, consistent with *Minnesota Geological Survey Information Circular 46*, the presence of viable aggregate resources in the City. Table 3 and Map 6 identify the extent and location of the resources and the City’s Aggregate Resources Ordinance governs the relationship between mining operations and existing and proposed developments. Planning goals and policy statements call for preservation of sensitive resource areas, extraction prior to development of other known resources, and restoration following mining to pre-extraction natural vegetation.

PLAN IMPLEMENTATION

Reviewer: Lisa Barajas, CD – Local Planning Assistance, (651-602-1895)

The Update includes a description of and schedule for any necessary changes to:

- Capital Improvement Program Yes
- Zoning Code Yes
- Subdivision Code Yes
- ISTS Code Yes
- Housing Implementation Program Yes

The Update contains a description of the possible future changes to the capital improvement program, zoning code, and subdivision code, including a proposed zoning map and implementation strategies for intergovernmental cooperation. The City is reminded that it must submit copies to the Council of any changes made to any of the above noted documents within 30 days of their adoption.

COMPATIBILITY WITH PLANS OF ADJACENT GOVERNMENTAL UNITS AND PLANS OF AFFECTED SPECIAL DISTRICTS AND SCHOOL DISTRICTS

The City submitted the 2030 Comprehensive Plan Update to adjacent local units of government, school districts, counties and special districts for comment in July, 2008. The City received responses from all review bodies and incorporated suggested changes in the final draft Update that was submitted to the Council. There do not appear to be any compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts.

DOCUMENTS SUBMITTED FOR REVIEW

- Cover Letter from Anne Hurlburt to the Metropolitan Council dated December 30, 2008;
- 2008 Comprehensive Plan Update Transmittal Form
- City of Scandia *2030 Comprehensive Plan*;
- An e-mail from Anne Hurlburt to the Council dated January 13, 2009 with the following attachments:
 - Zoning Map
 - An excerpt from the City's Development Code that includes a detailed description of allowed uses in zoning districts;
 - An inventory of properties on the National Register of Historic Sites

ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use Map
- Figure 4: 2030 Land Use Plan
- Figure 5: Existing and Planned Land Use Table

FIGURE 1: LOCATION MAP WITH REGIONAL SYSTEMS

City of Scandia

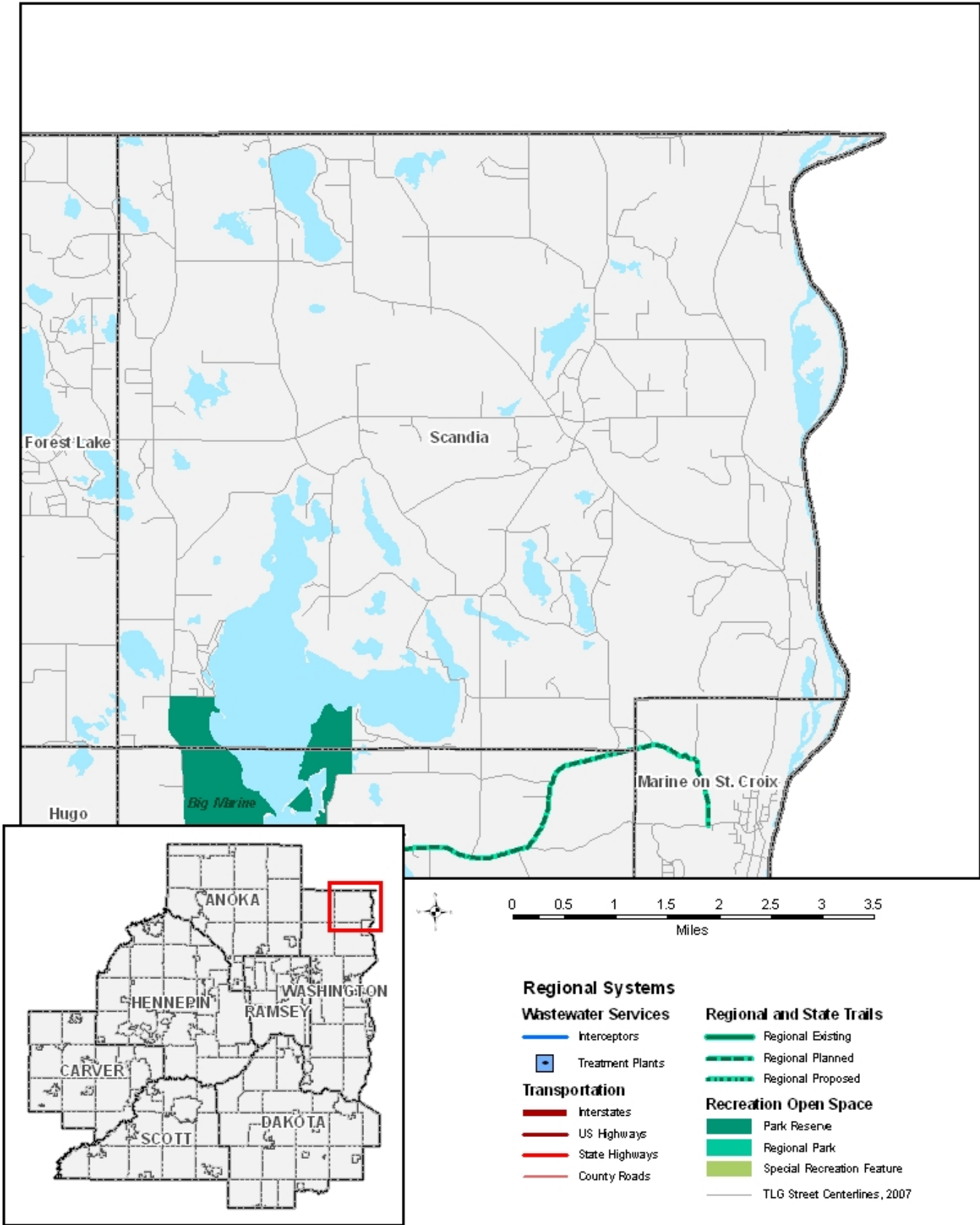


FIGURE 2: 2030 REGIONAL DEVELOPMENT FRAMEWORK PLANNING AREAS
 City of Scandia

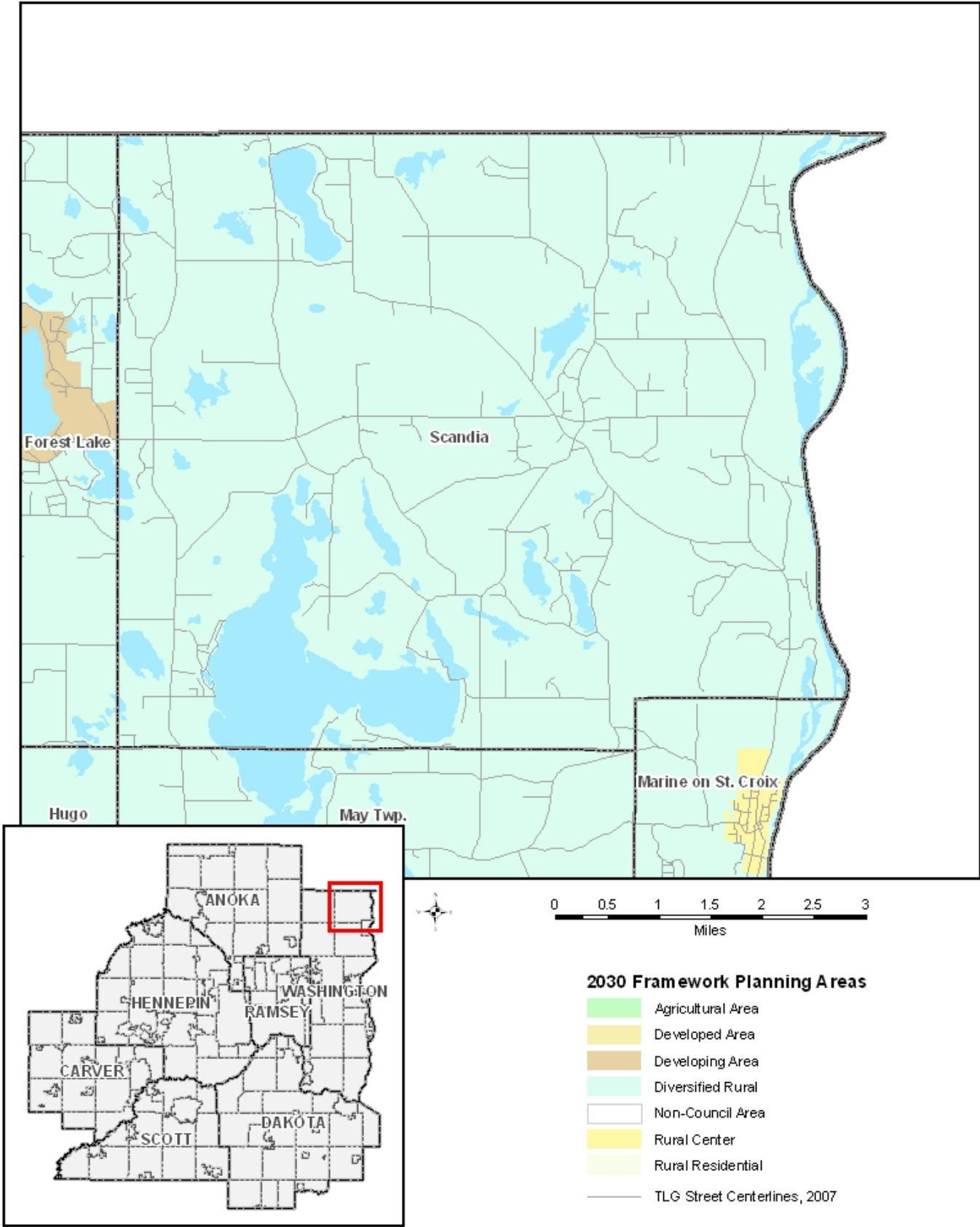


FIGURE 3: EXISTING LAND USE

City of Scandia

Map 13 - 2007 Land Use by Parcel

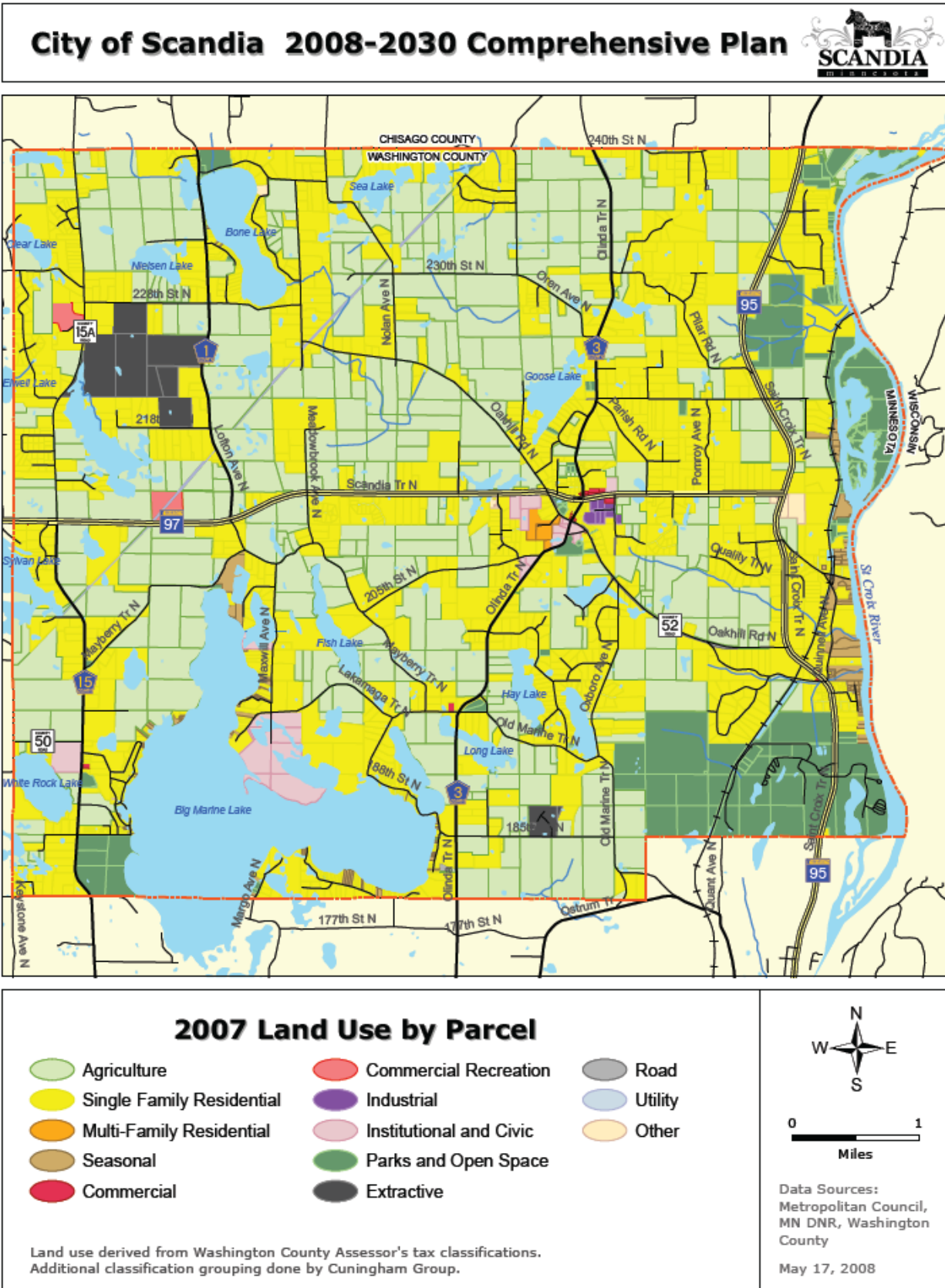


FIGURE 4: 2030 LAND USE PLAN
City of Scandia

Map 27 - Future Land Use Areas

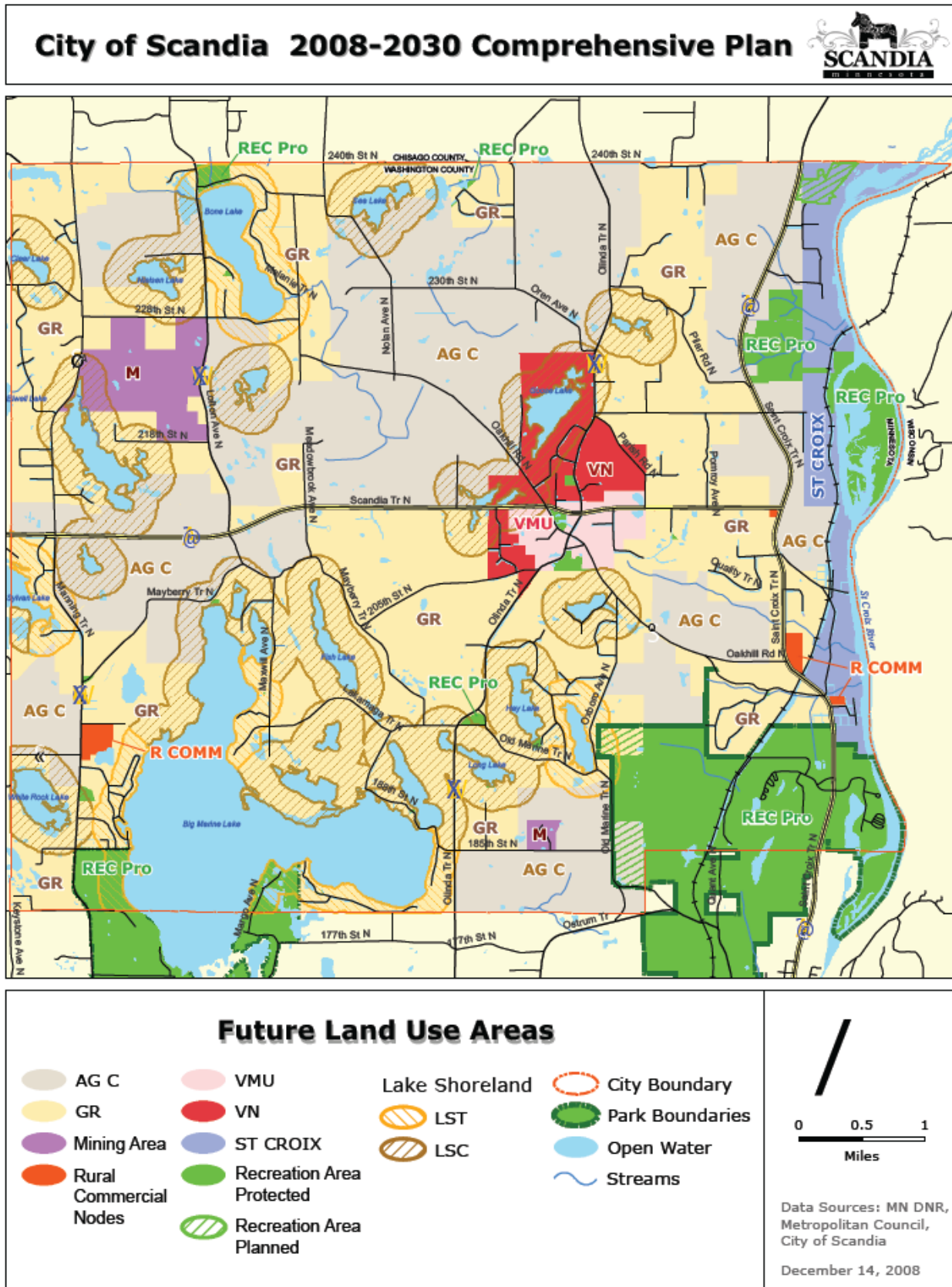


FIGURE 5: EXISTING AND PLANNED LAND USE TABLES
City of Scandia

Table 18 – Current land use, 2007

Land Use	Parcels	Acreage	Percentage
Agriculture	443	9,657.3	39.1%
Single-Family Residential	2,067	8,979.8	36.4%
Multi-Family Residential	3	30.1	0.1%
Seasonal	168	215.1	0.9%
Commercial	30	19.4	0.1%
Commercial Recreation	3	62.5	0.3%
Industrial	8	24.1	0.1%
Extractive	11	410.8	1.7%
Institutional and Civic	25	300.2	1.2%
Parks and Open Space	233	1,858.7	7.5%
Road	85	49.9	0.2%
Utility	15	26.4	0.1%
Other	12	41.4	0.2%
Open Water*	n/a	3,027.5	12.3%
Total Acreage		24,703.2	100.0%

*Note: portions of properties under water have been deducted from land use totals

Source: Washington County Assessor; CR Planning

Table 27 - Acres and number of parcels by future land use category

Future Land Use Category	Total ¹		Developed Parcels with Structures				Vacant Parcels	
	# of Parcels	Total Acres	# of Parcels	Total acres	Acres/ Parcel	Max. Planned Density	# of parcels	Total acres
AG C	307	6,052	153	2,648	17.3	10.0	154	3,404
GR	1,232	7,099	800	5,110	6.4	10.0	432	1,989
ST CROIX	64	231	24	88	3.7	10.0	40	143
VN	124	343	57	199	3.5	2.5	67	144
LST (riparian) ²	357	419	220	311	1.4	2.5	137	108
LST (non-riparian) ²	62	183	43	155	3.6	5.0	19	28
LSC (riparian only) ³	282	3,233	150	1,669	11.1	5.0	132	1,564
Mining	3	78	3	78	26.0		0	0
VMU	109	218	38	77	2.0		71	141
REC Protected	105	1687	4	75	18.8		101	1,612
REC Planned	15	184	N/A	N/A	N/A		N/A	N/A
R Comm	3	43	1	40	40.0		2	3
Totals ⁴	2,648	19,586	1,493	10,450	134		1,155	9,136

1 Excludes publicly-owned land except in REC Protected, cemeteries, state park expansion areas (shown as an overlay on Map 29), and parcels with conservation easements.

2 LST is divided into riparian and non-riparian categories because of the different planned density for each category. However, both of these categories are considered fully built out.

3 Non-riparian lots in LSC are calculated as part of the underlying land use area. The underlying category determines the planned density.

4 Excludes REC Planned, which is an overlay and included in the totals for the underlying categories.