

**C** Community Development Committee  
For the Metropolitan Council meeting of August 12, 2009

Item: 2009-250

**ADVISORY INFORMATION**

**Date Prepared:** July 22, 2009

**Subject:** Grey Cloud Island Township Comprehensive Plan Update  
Review File No. 20407-1

**Proposed Action**

That the Metropolitan Council adopt the attached Advisory Comments and Review Record and take the following recommended actions:

**Recommendations of the Community Development Committee:**

1. Authorize Grey Cloud Island Township to put its 2030 Comprehensive Plan Update into effect.
2. Adopt the revised forecasts for the Township, as detailed in Table 1 of the attached Review Record, along with the revised share of the region's affordable housing need as detailed in the Forecasts section of the Review Record.
3. Advise the Township to:
  - a. Provide the Council with a final copy of the surface water management plan (SWMP) after the South Washington Watershed District (SWWD) approves the plan, and to provide the Council with the date that the SWWD approves the SWMP and the date that the Township adopts the final SWMP.
  - b. Address the "Notification" requirement as detailed in the Aviation section of the Review Record.

**Summary of Committee Discussion / Questions**

Senior Planner Lisa Barajas presented the Grey Cloud Island Township Update report to the committee. The Committee discussed the annexation of the Rivers Edge development area from the Township to the City of St. Paul Park and the protection of Native American burial grounds in the area. The Committee also discussed options if individual sewage treatment systems fail on small lots, and Council staff clarified the difference between the existing and planned land uses.

The Committee unanimously recommended to the Metropolitan Council adoption of the proposed actions.

**C** Community Development Committee  
Meeting date: July 20, 2009

**Business Item**  
**Item: 2009-250**

**ADVISORY INFORMATION**

**Date:** July 6, 2009  
**Subject:** Grey Cloud Island Township Comprehensive Plan Update  
Review File No. 20407-1  
**District(s), Member(s):** District 12, Council Member Sherry Broecker, 651-486-0816  
**Policy/Legal Reference:** Minnesota Statutes Section 473.175  
**Staff Prepared/Presented:** LisaBeth Barajas, Principal Reviewer, 651-602-1895  
Phyllis Hanson, Local Planning Assistance Manager, 651-602-1566  
**Division/Department:** Community Development / Planning & Growth Management

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  - b. Address the "Notification" requirement as detailed in the Aviation section of the Review Record.

**ADVISORY COMMENTS**  
**Grey Cloud Island Township 2030 Comprehensive Plan Update**  
Review File No. 20407-1 – Council Business Item No. 2009-250

The following advisory comments are part of the Council action authorizing the Township to implement its 2030 Comprehensive Plan Update (Update):

**Community Development Committee**

1. The Council-adopted *Local Planning Handbook* states that the Township must take the following steps:
  - (a) Adopt the Update in final form after considering the Council's review recommendations; and
  - (b) Submit one electronic copy and one hard copy of the Update to the Council. The electronic copy must be organized as one unified document.

A copy of the Town Board resolution evidencing final approval of the Update should be submitted to the Council.

2. The Council's *Handbook* also states that local governments must formally adopt their comprehensive plan within nine months after the Council's final action. Of the Council has recommended changes, local governments should incorporate those recommended changes into the Update or respond to the Council before "final approval" by the governing body of the local governmental unit (Minn. Stat. § 473.858, subd. 3).
3. Local governmental units must adopt official controls and described in their adopted comprehensive plan 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 plan or which permit activities in conflict with the Council's metropolitan system plans (Minn. Stat. § 473.864, subd. 2; 473.865, subd. 2).

## Background

Grey Cloud Island Township is located in southwestern Washington County on the shore of the Mississippi River. The Township is bounded by the City of St. Paul Park to the north and the City of Cottage Grove to the east. The Mississippi River serves as the boundary along the western and southern borders. The *2030 Regional Development Framework*(RDF) identifies the Township as a Diversified Rural community (see Figure 2).

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

## Rationale

1. Does the proposed Update conform to Regional Systems Plans?
2. Is the Update consistent with Metropolitan Council policies?
3. Is the Update compatible with the 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<br>(Wastewater Services and Surface Water Management) | Yes |

### Consistent with Council Policy Requirements:

- |  |                |
|--|----------------|
| 1. Forecasts   | Yes            |
| 2. Housing   | Yes            |
| 3. <i>2030 Regional Development Framework</i> and Land Use | Yes            |
| 4. Individual Sewage Treatment Systems (ISTS) Program      | Yes            |
| 5. Water Supply  | Not Applicable |

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

- |                                |     |
|--------------------------------|-----|
| 1. Compatible with other plans | Yes |
|--------------------------------|-----|

## Funding

The Township has received the first half of a \$15,000 planning grant from the Council to facilitate the completion of the Update. The second half will be payable upon successful completion of the Update planning process.

## Known Support / Opposition

There is no known opposition.

## REVIEW RECORD

### Review of the Grey Cloud Island Township 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 Update 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 conforms to the *2030 Regional Parks Policy Plan*. With the supplemental materials received on June 18, 2009, the Update appropriately acknowledges the proposed Grey Cloud Island Regional Trail and Grey Cloud Island Regional Park.

##### Transportation

###### ***Roads and Transit***

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

The Update conforms to the *2030 Transportation Policy Plan* and addresses all applicable transportation and transit requirements of a comprehensive plan. The nearest principal arterial (metropolitan highway, TH 61, is located approximately three miles to the east of the Township. The Township lies outside of the transit taxing district and is located in Transit Market Area IV. Service options for Market Area IV include dial-a-ride, volunteer driver programs, and ridesharing. General public dial-a-ride service is provided by Human Services, Inc.

###### ***Aviation***

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

The Update includes an aviation system element, but uses out-of-date references for notification to MnDOT concerning potential obstructions to navigable airspace. The notification to the Federal Aviation Administration (FAA) is not included. The Township area airspace involves interaction of aircraft using St. Paul Downtown, South Saint Paul, and MSP International Airports.

###### **Advisory Comment**

The Update needs to address the notification deficiency. Specific reference

information is available in the Council's *Local Planning Handbook*.

## Water Resources Management

### **Wastewater Service**

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

The Update conforms to the *2030 Water Resources Management Policy Plan (WRMPP)*. The Update includes growth forecasts that are consistent with the Council's forecasts for population, households, and employment and detailed in the Forecast section below. The Council does not have plans to provide wastewater services to the community within the 2030 planning period, nor is the Township requesting wastewater services within the planning period.

### **Surface Water Management**

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

The Update conforms to the WRMPP for local surface water management. The Township lies within the South Washington watershed. The Board of Water and Soil Resources approved the latest South Washington Watershed District (SWWD) watershed management plan in 2007.

The Township has prepared a surface water management plan (SWMP), which was included as a chapter in the Update. The SWMP was revised and resubmitted to address concerns raised by Council staff. The updated version of the SWMP is consistent with Council policy and the Council's WRMPP.

### Advisory Comment

The Township needs to send to the Council a final copy of the SWMP after the SWWD approves the plan. The Township also needs to send to the Council the date that the SWWD approves the SWMP and the date that the Township adopts the final SWMP.

## CONSISTENCY WITH COUNCIL POLICY

### **Forecasts**

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

The Update's forecast-related material is consistent with Council forecasts. The Update uses revised forecasts of households and population, agreed to by Council staff and the Township (Phyllis Hanson letter, April 1, 2008). Previously, population and households in the Township had been over-counted, anticipating the urbanization of land within the Township's jurisdiction. Some of this development has already been reallocated to St. Paul Park, whose forecasts have also been revised. The balance of the forecasted growth is no longer expected.

The Council's forecasts will be officially revised, as shown in Table 1, effective upon Council approval of the Update.

**Table 1. Grey Cloud Island Township Revised Forecasts**

	2010	2020	2030
Population	345	300	280
Households	120	110	100
Employment	100	100	100

The revised forecast represents *no growth* in the Township. Accordingly, the Township's share of the regional affordable housing need will be revised to zero (0).

The revised forecasts in Table 1 replace the System Statement forecasts shown in Table 2 below.

**Table 2. System Statement Forecasts**

	2010	2020	2030
Population	1,100	3,300	6,800
Households	370	1,110	2,500
Employment	100	240	240

## 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 Township is classified as a Diversified Rural and Developing community in the RDF. However, portions of the community identified as Developing were expected to urbanize and have been annexed into the City of St. Paul Park to the north. The remaining area in the Township is classified as a Diversified Rural area.

Diversified Rural areas include a mix of a limited amount of large-lot residential development and clustered housing with agricultural and other rural land uses. The RDF directs communities to develop at residential densities no greater than 1 unit per 10 acres. The Township is proposing to maintain the existing land uses and zoning, as the community is not forecasted to grow within the 2030 planning horizon. The Update proposes to maintain the guiding of properties, which includes four residential land use categories ranging from one unit per 10 acres to as dense as one unit per 2.5 acres. While the guiding allows for densities greater than directed by Council policy, the Update is not proposing to guide areas for new development or increase densities over existing development or guiding as reviewed by the Council in the Township’s 1998 comprehensive plan (Business Item 2000-5, Review File No. 16873-3).

The Update provides an analysis of the potential for future development within the Township, indicating that less than 20 additional housing units could be built within the Township within the 2030 planning period. Figure 13-B in the Update shows the locations of existing residences, vacant parcels that have the potential accommodate a residence, and existing residential parcels with the potential for subdivision. Currently, 193 acres in the western portion of the Township are being used for commercial excavation, with a total of 420 acres guided for existing or future mining and mining reserve. This land, along with the immediately surrounding property, is unlikely to be developed until well beyond the 2030 planning period due to the ongoing extractive operations. The extractive use, along with natural resource and topographic constraints, limit the potential for future development within the Township.

## Housing

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

The Update fulfills the affordable housing planning requirements of the Metropolitan Land Planning Act. The Township is a community that does not have a numerical share of the regional need for affordable housing. The Update provides an assessment of the housing stock and provides goals and policies that the Township will use to address its local housing needs. The Update indicates that the Township will work with Washington County to address housing needs and to identify resources to maintain and advance housing affordability in the community where possible.

## **Community and Individual Sewage Treatment Systems (ISTS)**

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

The Update is consistent with the WRMP for ISTS. All 117 existing residences in the Township are served by ISTS. The Township has adopted the Washington County ISTS regulations; and Washington County manages the inspection, and operation and maintenance management of systems in the Township. The County's program is consistent with MPCA Rules and with Council policy requirements.

## **Water Supply**

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

The Township does not own or operate a water supply system, and so is not required to complete a water supply plan.

## **Resource Protection**

### ***Historic Preservation***

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

The Update appropriately addresses historic preservation in the community. The Update identifies historic properties and steps that the Township and its citizens can take to preserve those resources.

### ***Solar Access Protection***

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

The Update contains a section that addresses Solar Access Protection as required by the MLPA.

### ***Aggregate Resources Protection***

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

The Update contains a section on aggregate resources protection as required by the MLPA. The Update identifies the locations of known aggregate resource deposits within the Township, consistent with *Minnesota Geological Survey Information Circular 46*. The Update also identifies existing and future mining (land use) areas, as well as goals and policies to address the potential land use conflicts of aggregate resource extraction and required site restoration.

### ***Mississippi River Critical Area Plan***

*Reviewer: Tori Dupre, CD – Local Planning Assistance, (651-602-1621)*

The Township lies within the Mississippi River Critical Area corridor's Rural Open Space District. With this Update, the Township did not make any changes to the Critical Area Plan, which had been reviewed by the Council on January 12, 2000 (Business Item 2000-5, Review File No. 16873-1).

The 2000 Critical Area Plan addressed both State Critical Area act requirements and Federal Mississippi National River and Recreation Area (MNRRA) standards. The Council's action forwarded the Council's plan review findings and recommendations to the MN Department of Natural Resources (DNR) for final plan approval, and to the National Park Service (NPS). The Council will forward this review to the DNR and the NPS staff for their records.



## 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 an implementation section, which describes the official controls and fiscal devices that the Township will employ to implement the Update. The Update contains the Township's existing zoning map and describes the process for amending the Update. Because the Township does not have any pending or proposed public projects or facilities, the Township does not currently have a capital improvement program, but the Update does describe the circumstances which would prompt the community to prepare one. The Implementation Program details the specific changes to the zoning ordinance that the Township intends to make.

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

The Township submitted its Update to the adjacent communities, county and affected school districts, affected watershed districts, and other special districts for comment on June 11, 2008. There do not appear to be any compatibility issues with the Update.

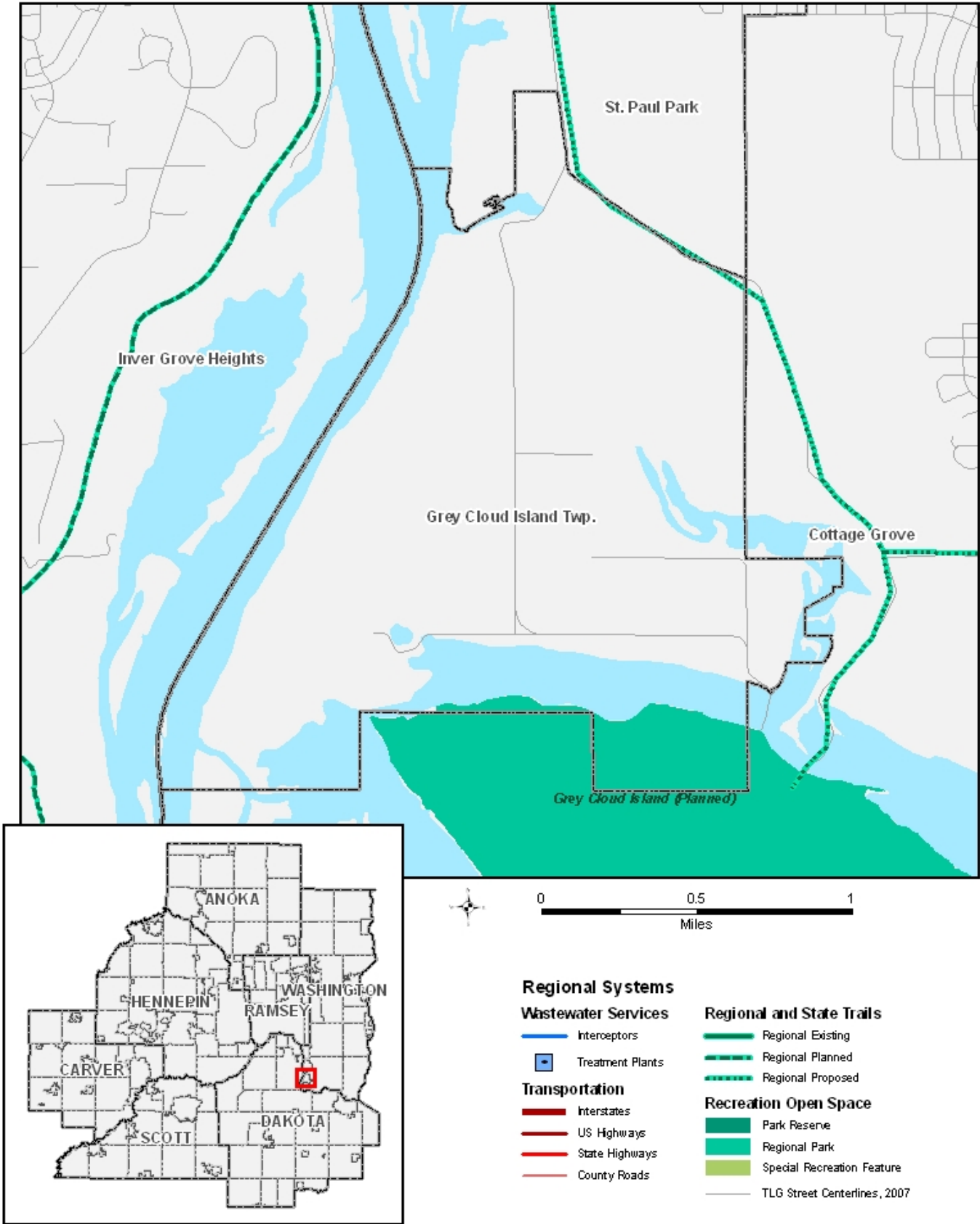
## DOCUMENTS SUBMITTED FOR REVIEW

- Grey Cloud Island Township 2030 Comprehensive Plan Update (December 11, 2008)
- Comprehensive Plan with revisions to Transportation, Surface Water, Land Use, and Parks (April 24, 2009)
- Supplemental information showing updated parks and trails map (June 18, 2009)

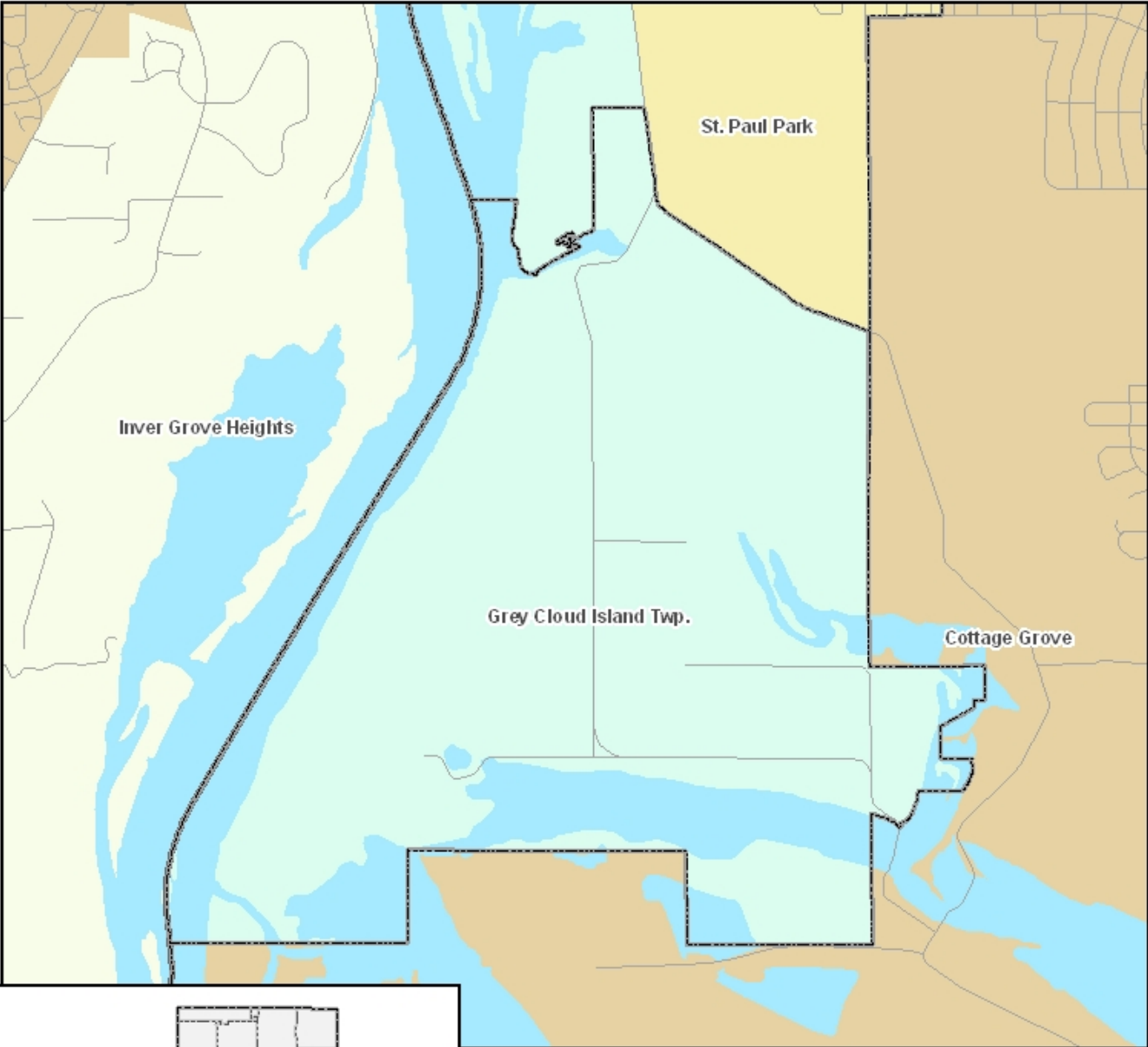
## ATTACHMENTS

- Figure 1: Location Map with Regional Systems
- Figure 2: 2030 Regional Development Framework Planning Areas
- Figure 3: Existing Land Use
- Figure 4: 2030 Future Land Use
- Figure 5: Existing & Future Land Use Tables

**FIGURE 1: LOCATION MAP WITH REGIONAL SYSTEMS**  
**Grey Cloud Island Township**

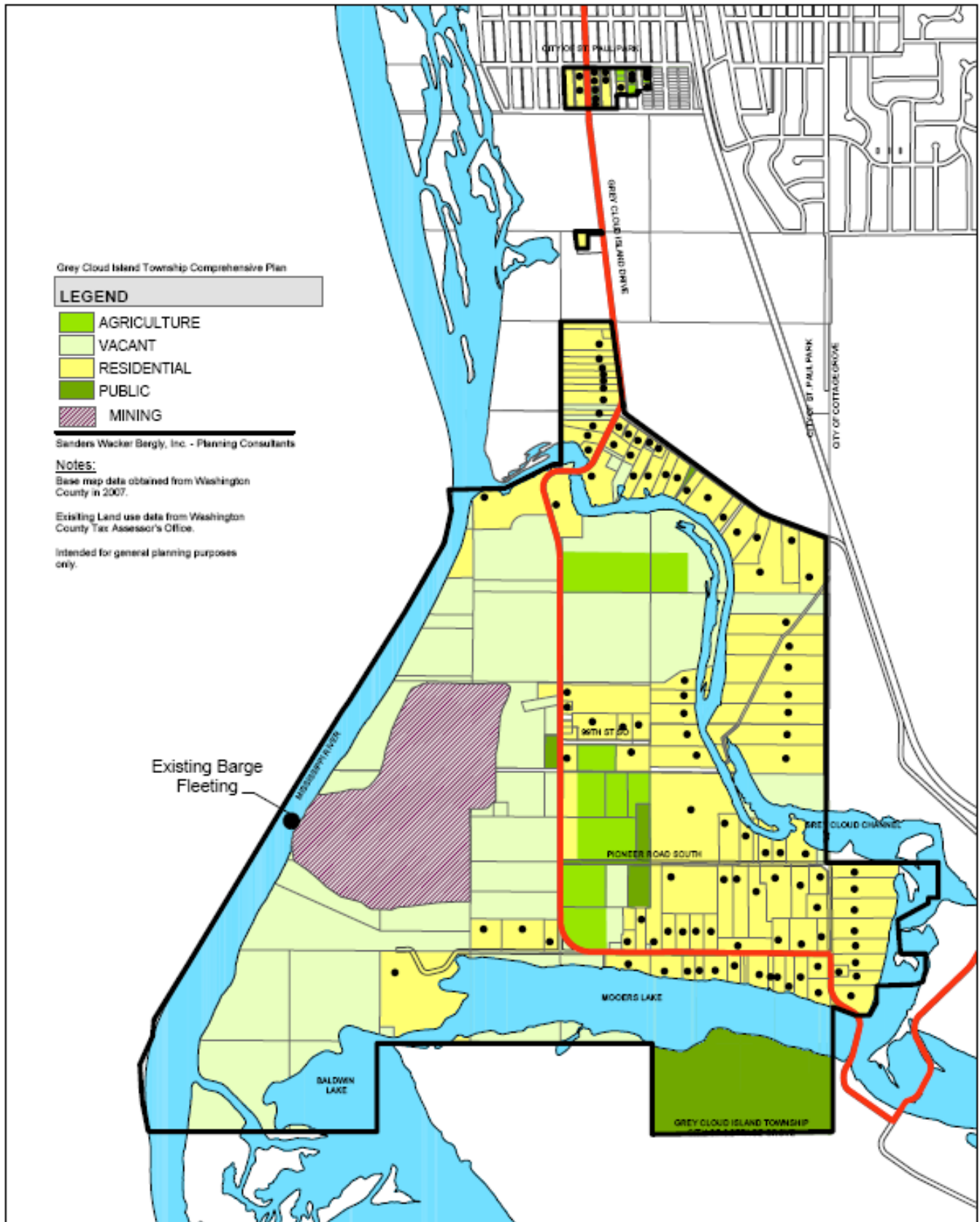


**FIGURE 2: 2030 REGIONAL DEVELOPMENT FRAMEWORK PLANNING AREAS  
Grey Cloud Island Township**

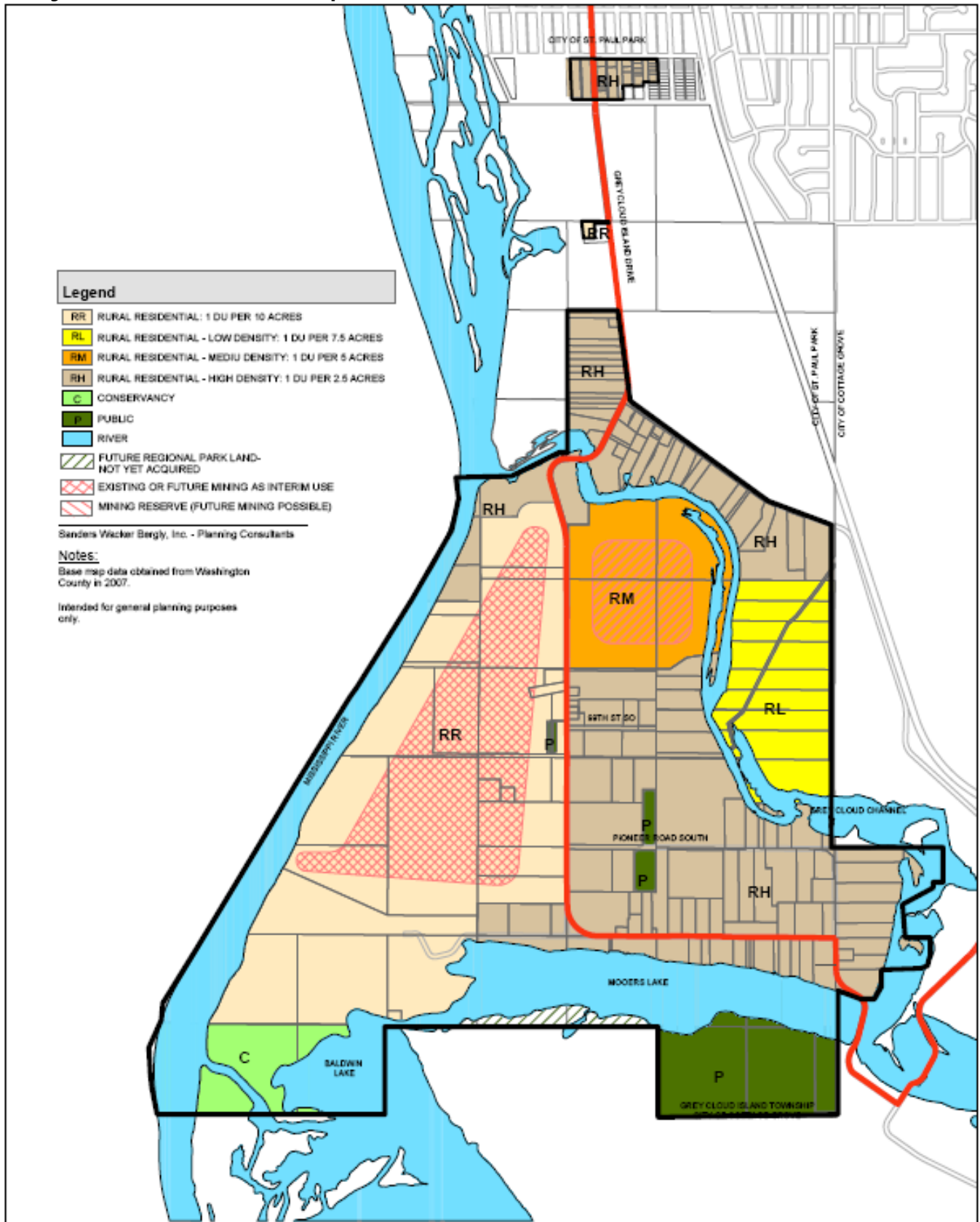


- 2030 Framework Planning Areas**
- Agricultural Area
  - Developed Area
  - Developing Area
  - Diversified Rural
  - Non-Council Area
  - Rural Center
  - Rural Residential
  - TLG Street Centerlines, 2007

**FIGURE 3: EXISTING LAND USE**  
**Grey Cloud Island Township**



**FIGURE 4: 2030 LAND USE PLAN**  
**Grey Cloud Island Township**



## FIGURE 5: EXISTING & FUTURE LAND USE TABLES

**TABLE 3A: EXISTING LAND USE TABULATIONS**

LAND USE - DEVELOPED	AREA IN ACRES		PERCENTAGE
	Total	Developed Area	Total Area
<b>RESIDENTIAL</b>			
< than 2.5 acres	70	13.3%	3.6%
2.5 - 5.0 acres	95	18.1%	4.9%
5.0 - 7.5 acres	75	14.3%	3.8%
7.5 - 10.0 acres	75	14.3%	3.8%
> than 10.0 acres	210	40.0%	10.6%
<b>TOTAL</b>	<b>525</b>	<b>100.0%</b>	<b>26.7%</b>
<b>PUBLIC</b>			
Town Hall/Park	3	3.3%	.2%
Cemetery	2	2.2%	.1%
Township Gravel Pit	5	5.4%	.3%
County	82	89.1%	4.1%
<b>TOTAL</b>	<b>92</b>	<b>100%</b>	<b>4.7%</b>
<b>EXISTING MINING</b>			
Existing Mining	193	100.0%	9.8%
<b>TOTAL</b>	<b>193</b>	<b>100.0%</b>	<b>9.8%</b>
<b>RIGHT-OF-WAYS</b>			
Right of Ways	115	100.0%	5.8%
<b>TOTAL</b>	<b>115</b>	<b>100.0%</b>	<b>5.8%</b>
<b>LAND USE - UNDEVELOPED</b>			
	Total	Undeveloped Area	Total Area
Agriculture	88	8.4%	4.5%
River	456	43.8%	23.2%
Other undeveloped (islands, vacant)	498	47.8%	25.3%
<b>TOTAL</b>	<b>1042</b>	<b>100%</b>	<b>53.0%</b>
<b>TOTAL TOWNSHIP</b>	<b>1967</b>	<b>--</b>	<b>100.0%</b>

**TABLE 3B: PROJECTED LAND USE PLAN TABULATION**

	ACRES	PERCENTAGE
<b>RESIDENTIAL</b>		
1 unit/2.5 acre	475	24.1%
1 unit/5.0 acre	110	5.6%
1 unit/7.5 acre	90	4.5%
1 unit/10.0 acre	550	27.8%
<b>Sub-total</b>	<b>1225</b>	<b>62.2%</b>
<b>PUBLIC</b>		
Town Hall	3	.2%
Cemetery	2	.1%
Other Township	5	.3%
County	82	4.2%
<b>Sub-total</b>	<b>92</b>	<b>4.8%</b>
<b>MINING</b>		
Approved	(350 acre interim)	(18.2%)
Reserve	(70 acre interim)	(3.6%)
<b>Sub-total</b>	<b>(420 acres interim)</b>	<b>(21.8%)</b>
<b>STREETS AND HIGHWAYS</b>	115	5.8%
<b>UNDEVELOPABLE (islands/rivers)</b>	535	27.2%
<b>TOTAL</b>	<b>1967</b>	<b>100%</b>