

Community Development Committee

Meeting date: August 2, 2021

For the Metropolitan Council meeting of August 11, 2021

Subject: City of Grant 2040 Comprehensive Plan, Review File 22413-1

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:

1. Authorize the City of Grant to place its 2040 Comprehensive Plan into effect.
2. Advise the City that when available, to provide to the Council the date the Rice Creek Watershed District approved the Local Water Management Plan and the date the City adopted the final Local Water Management Plan.

Advisory Comments

The following Advisory Comments are part of the Council action authorizing the City of Grant 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 Grant is located in west-central Washington County. It is surrounded by the communities of Hugo, May Township, Stillwater Township, Stillwater, Lake Elmo, Pine Springs, Mahtomedi, Dellwood, and White Bear Township.

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
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 Grant 2040 Comprehensive Plan

Review File No. 22413-1, Business Item No. 2021-200

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)*. Washington County is the Park Implementing Agency for Regional Parks System components in Grant, for which the Plan accurately describes the Regional Parks System components. Regional Trails located within the City include the planned Lake Links Regional Trail and the Central Greenway Regional Trail Search Corridor. The Plan also appropriately acknowledges State recreation lands in the City, including the Gateway and Brown's Creek state trails (Minnesota Department of Natural Resources) (Figure 1).

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. The Plan is compatible with the plans of adjacent and affected governmental units.

Roadways

The Plan conforms to the Roadways system element of the TPP. The Plan accurately accounts for the metropolitan highway system of principal arterials. There is one Principal Arterial (PA), Trunk Highway 36, in the southern part of the community.

The Plan accurately reflects the regional functional classification map of A-minor arterials roadways and has identified major collector roads. The Plan notes that there are minor collector roadways as well.

The Plan identifies all the required characteristics of the community's roadways, including existing and future functional classification, 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.

Transit

The Plan conforms to the Transit system element of the TPP. It shows the location of existing transit routes and facilities and acknowledges the city is within 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, addresses aircraft noise, and describes how off-site air navigation aids will be protected.

Bicycling and Walking

The Plan is consistent with the Bicycling and Pedestrian chapter of the TPP. The Plan describes the City's long-term plans for addressing bicycle and pedestrian facilities and includes a map of facilities. The Plan identifies that there is one Tier 1 alignment and two Tier 2 alignments of the RBTN within the City limits.

Freight

The Plan is consistent with Freight policies of the TPP. The Plan identifies the needs of freight movement in and through the community, noting that there are few freight generators in 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 citywide forecast totals for all forecast years.

Water Resources

Wastewater Service

Reviewer: Kyle Colvin, 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. The City is entirely provided wastewater service through the use of Subsurface Sewage Treatment Systems or SSTS. The only exception is the Mahtomedi School Campus, located in the City of Grant, which is provided service by the City of Mahtomedi through a joint powers agreement, signed and executed in April 2011. The Plan indicates continued wastewater services for the remainder of the community will be provided through the use of SSTS through 2040.

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. Grant lies within the oversight boundaries of the Browns Creek, Carnelian-Marine-Saint Croix, Rice Creek, and Valley Branch Watershed Districts (WDs). Grant submitted a draft Local Water Management Plan (LWMP) update to the Council on March 21, 2019. Council staff reviewed and commented on the draft LWMP to the City and WDs in a letter dated April 17, 2019. The LWMP was approved by the Valley Branch WD on April 25, 2019 and by the Browns Creek and Carnelian-Marine-Saint Croix WDs on May 8, 2019. The Plan incorporates the City's LWMP in Appendix D.

Advisory Comments

When available, we request that the City provide to the Council the date the Rice Creek WD approved the LWMP and the date the City adopted 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 System Statement forecast for the City (table 3.1, 6.1 in supplemental information) as shown below in Table 1.

Table 1. City of Grant Forecasts

	Census	Estimated	Council Forecasts		
	2010	2018	2020	2030	2040
Population	4,094	4,105	4,080	4,160	4,260
Households	1,463	1,476	1,510	1,610	1,700
Employment	449	643	580	700	840

On the western side of Grant, a school with 253 jobs is interconnected to metro wastewater disposal through Mahtomedi. The sewer-serviced employment is 253 jobs in all future years (Plan table 3.4). The Council will revise its sewer-serviced forecast to reflect this. This sewer-serviced forecast adjustment is effective simultaneous with Council action on the 2040 Plan.

The Land Use Chapter discusses the future land supply. The City counts 5,484 acres of undeveloped, available land. The Plan states, "Based on the currently designated density the capacity for additional units is between 398 and 548. The capacity is adequate to meet the forecasted growth identified in Table 3.1." Council staff concur with this assessment.

Thrive MSP 2040 and Land Use

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

The 2040 Plan is consistent with *Thrive MSP 2040* and its land use policies. The Plan acknowledges the *Thrive* community designation of Diversified Rural (Figure 2). *Thrive* describes Diversified Rural communities as home to a variety of farm and nonfarm land uses including very large-lot residential, clustered housing, hobby farms and agricultural uses. Diversified Rural communities are expected to plan for growth not to exceed forecasts and in patterns that do not exceed 4 units per 40 acres. In addition, Diversified Rural communities are expected to manage land uses to prevent the premature demand for extension of urban services, and so that existing service levels will meet service needs.

The City's existing development pattern reflects low density, low intensity land uses with large areas of agricultural land (22%). Much of the existing land uses are identified as undeveloped, nearly 48%, which includes areas occupied by hobby farms, horse pastures, and residential estates. The Plan notes a decline in land used for commercial agricultural production due to the current ownership patterns and market conditions. Approximately 18% of the City is residential as illustrated in Figure 3. About 21% of the City includes land enrolled in the Agricultural Preserves Program.

The Plan identifies residential densities and policies that are consistent with a city that is designated as Diversified Rural. Guiding land uses include Agricultural Preserves (1 unit per 40 acres), Rural Residential/Agricultural (4 units per 40 acres), and Rural Residential (1 unit per 10 acres). The City maintains the maximum density of one (1) unit per 10 acres through its official controls including its zoning and subdivision ordinances. The maximum allowable density is in the Rural Residential land use district, which is consistent with the Diversified Rural land use policies. The City does not have a Flexible Development Ordinance.

Agricultural Preserves

The Plan is consistent with statutory requirements for properties enrolled in the Agricultural Preserves Program. The Plan acknowledges 239.5 acres of land enrolled in Agricultural Preserves. It properly notes that land currently enrolled in the Agricultural Preserve program must have a maximum density of one unit per 40 acres and that the City is required to provide a land use designation that identifies these lands specifically to comply with the statutory requirements.

Housing

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

The Plan is consistent with the *2040 Housing Policy Plan*. As of 2016, the City had 1,530 housing units. Of those, approximately 1,500 were owner-occupied and 23 homes were rented. Approximately 100 housing units were affordable to households earning under 80% of Area Median Income (AMI) in 2016; however, approximately 166 households earning 80% of AMI or below were paying more than 30% of their income toward housing costs. The City also includes 17 manufactured housing units.

The Plan states that the two major housing issues facing the City are a more diverse housing stock and maintaining the quality of existing 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 how the City will review existing zoning code regulations to support diverse housing options, and will consider Community Land Trust resources and cooperation with Washington County and the Washington County Community Development Agency to address stated needs.

Water Supply

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

Because the City relies on private wells and does not own/operate a municipal public water supply system, no local water supply plan is required. This Plan includes information about water sources, including plans to protect private water supplies, in the appropriate sections.

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.

Community and Subsurface Sewage Treatment Systems (SSTS)

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

The Plan indicates there are 1,431 individual SSTS in operation serving residences and businesses and one privately owned Community Wastewater Treatment System serving a single connection in the City. The City has deferred all SSTS permitting, maintenance management, tracking, and notification responsibilities to Washington County. Washington County Development Code Chapter Four SSTS Ordinance 206 and oversight program are consistent with Minnesota Pollution Control Agency Chapter 7080-7083 Rules and Council 2040 Water Resources Policy Plan 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: Cameron Bailey, CD – Local Planning Assistance (651-602-1212)

The Plan identifies, consistent with the Council's aggregate resources inventory information contained in *Minnesota Geological Survey Information Circular 46*, that there are minor natural aggregate resource deposits within the City. Aggregate Resources Goals and Policies presented in the Plan adequately address the need to protect aggregate resources and minimize land use conflicts and environmental impacts. Most remaining aggregate resource deposit areas are overlain by low-density rural residential development, making future aggregate extraction unlikely.

Historic Preservation

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

The Plan addresses historic and cultural resources as required by the Metropolitan Land Planning Act. The Plan notes that there are no listed national or state sites in the City but there are four historic homes on Manning Avenue that are identified as structures of significance by the City, and that the Grant Town Hall is an important historic and cultural resource.

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 any 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 the Implementation Chapter of the Plan along with a statement about Capital Improvements and the City's roadway improvement plan.

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

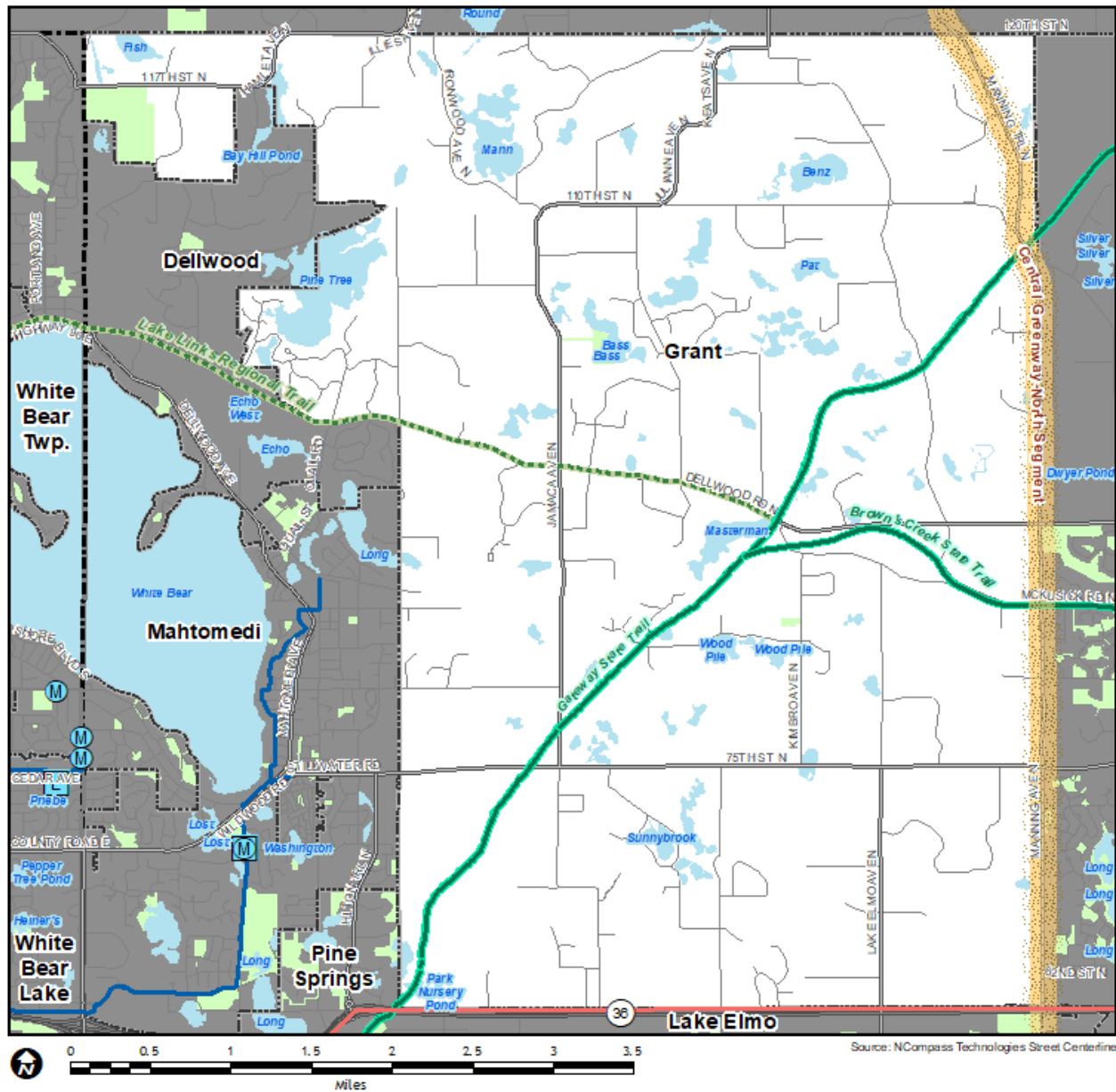
In response to the 2015 System Statement, the City submitted the following documents for review:

- January 30, 2020: City of Grant 2040 Comprehensive Plan
- June 7, 2021: Revised Comprehensive Plan Responding to Council Incomplete Items for Process, Wastewater, Transportation, Forecasts, 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

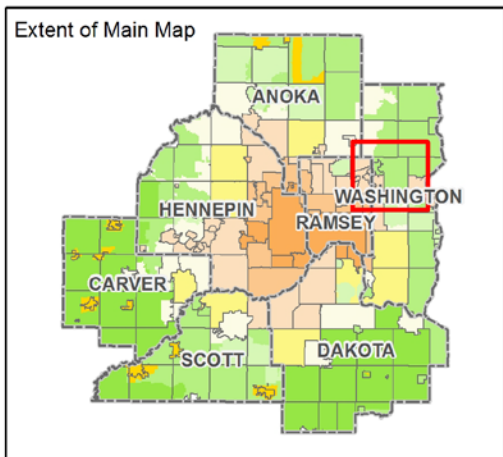
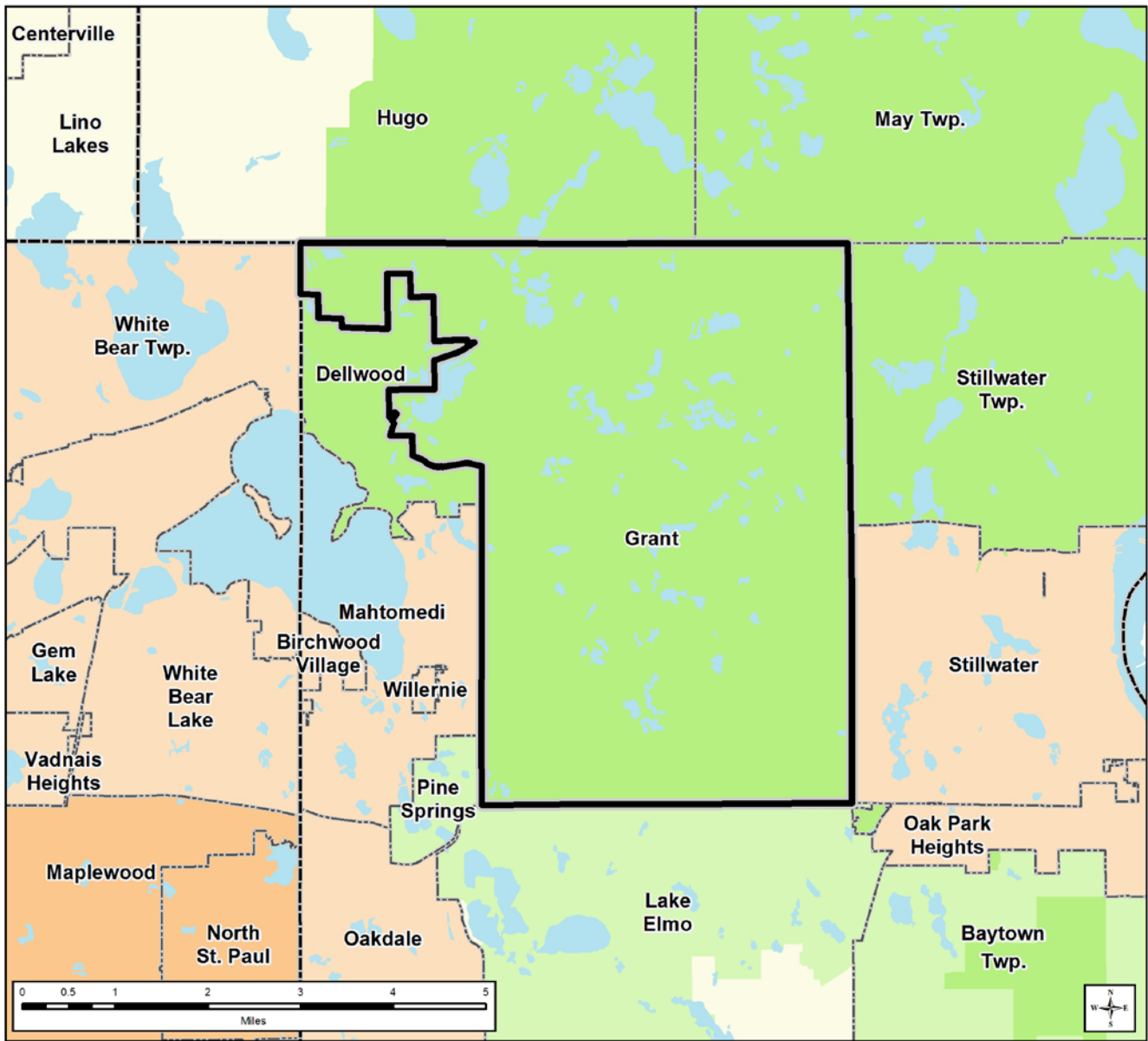
- M Meters
- L Lift Stations
- MCES Interceptors
- T MCES Treatment Plants

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

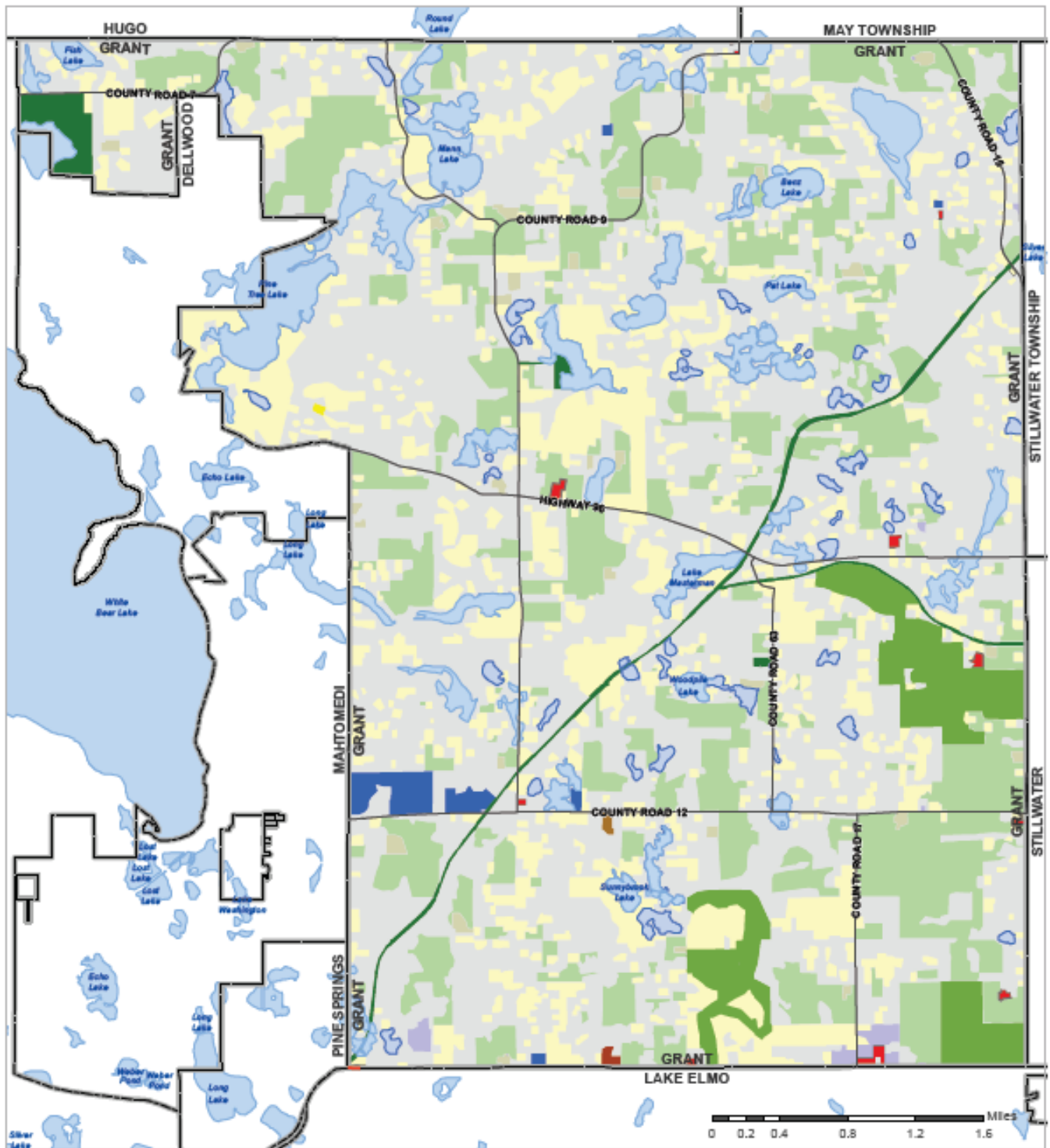


Community Designations

- 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



Generalized Land Use 2016

Existing Land Use

- | | | |
|------------------------|-----------------------------|---------------------------------|
| Agricultural | Single Family Attached | Golf Course |
| Farmstead | Manufactured Housing Parks | Park, Recreational, or Preserve |
| Single Family Detached | Industrial and Utility | Undeveloped |
| Seasonal/Vacation | Institutional | Open Water |
| | Retail and Other Commercial | Major Highway |
| | Office | |



Figure 4. 2040 Future Land Use

