



CITY OF STILLWATER

BACKGROUND REPORT
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DRAFT

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Introduction

The purpose of the background report is to understand the characteristics of Stillwater and the current qualities and challenges of the community. The comprehensive planning process considers the future of the community based on the characteristics of today. To help facilitate planning efforts it is important to understand where the city is at currently. The following sections will discuss demographics, facilities, natural resources, water resources and the transportation system. This background will serve as guide for participants in the planning process.

The City of Stillwater has seen many changes since the adoption of the last Comprehensive Plan. The city's last Comprehensive Plan was officially adopted in 1995. The 2030 Comprehensive Plan now required by the Metropolitan Council will focus on planning for the next 20 years.

Metropolitan Council

In 1967 the Minnesota Legislature created the Metropolitan Council to plan and coordinate the orderly development of the seven-county metropolitan area. Minnesota law requires every municipality and county within the metropolitan area to prepare and submit a comprehensive plan to the Metropolitan Council that addresses all required components of the 2030 Regional Development Framework. The City's plan must be consistent with the Metropolitan Council's system plans. To assist local governments in this effort, the Metropolitan Council issues a "Systems Statement" to each community that describes the specific areas that must be addressed as part of the local comprehensive plan. The City of Stillwater received its revised Systems Statement in September 2005 and is required to submit its 2030 Comprehensive Plan to the Metropolitan Council by the end of 2008.

The city's 2030 Comprehensive Plan will focus on conformance with metropolitan plans for transportation, water resources, wastewater services, housing, land use, regional parks and open space. The city's plan will be reviewed for consistency with Metropolitan Council policies and plans and compatibility with adjacent and affected government units such as Washington County, cities of Oak Park Heights and Grant, Stillwater Township, school districts, and watershed management organizations. The city will also need to coordinate planning efforts with government agencies such as the Minnesota Department of Natural Resources, MnDOT and the Pollution Control Agency.

The City of Stillwater is classified by the Metropolitan Council as a "Developed" community (Figure 1). The Metropolitan Council defines a "Developed" community as communities generally 85 percent developed or more at the end of 2000. Stillwater needs to plan for 20 years of growth and identify post-2030 growth areas. Stillwater also needs to plan for a community-wide transportation system. Connections need to be made between transportation, transit, pedestrian and bicycle facilities and land uses. The city needs to improve transportation connections and identify transit opportunities.

Communities must plan to accommodate lifecycle and affordable housing. Lifecycle housing refers to the mix of housing types that meet the housing demands of individuals and families throughout their lives, such as single family detached, townhomes, condominiums, apartments, and senior housing. Affordable housing refers to housing that a low- to moderate income household can afford without spending more than 30 percent of its household income. The Metropolitan Council's definition of low- to moderate income household is a household that makes 80 percent of the Twin Cities metropolitan area median income for owner occupied housing and 60 percent of the Twin Cities metropolitan area median income for rental



housing. The Twin Cities metropolitan area median income is \$54,304; therefore, 80 percent of the median income is \$43,443, which translates into a \$201,800 owner-occupied home.

The Metropolitan Council prepared a report in 2006 that determines the affordable housing need in the region between 2011 and 2020 based on household growth potential, ratio of low-wage jobs to low-wage works, current provision of affordable housing, and transit service. Based on this methodology, the Metropolitan Council's affordable housing goal for Stillwater is for the city to accommodate 142 affordable housing units between 2011 and 2020.

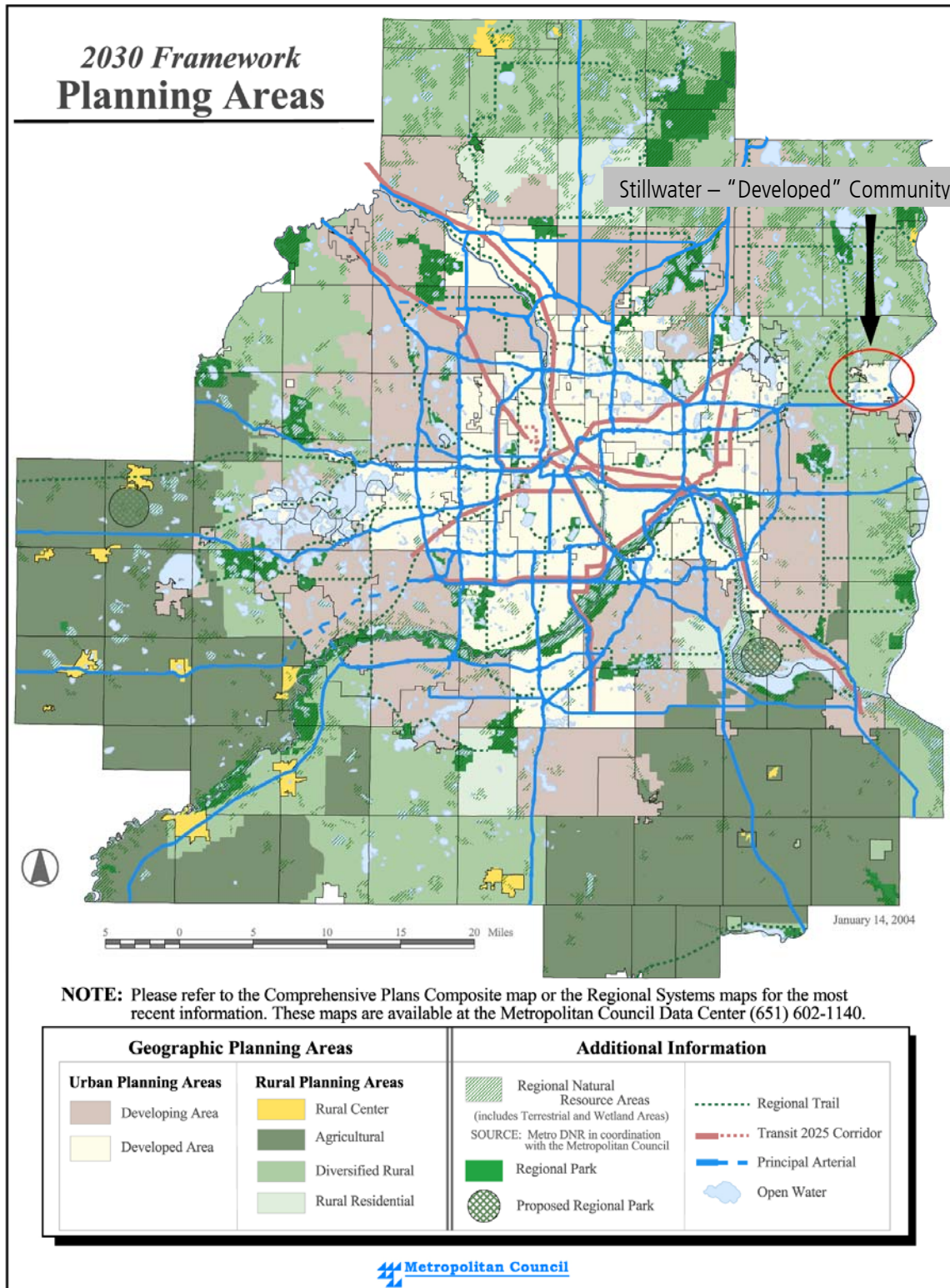
Also the Metropolitan Council requires that developing communities conserve, protect, and enhance natural resources by doing the following:

- Conduct natural resource inventories
- Adopt natural resource conservation techniques
- Prepare local stormwater management plans
- Include natural resources in the local park system
- Implement Best Management Practices

The Metropolitan Council will then review the city's plan to make sure it conforms with all metropolitan system plans, is consistent with requirements of Metropolitan Land Planning Act and is compatible with the plans of adjacent jurisdictions, including school districts.



Figure 1 – 2030 Framework



About of Stillwater

The City of Stillwater is located in the eastern section of Washington County, the easternmost county in the Twin Cities metropolitan area. Stillwater is comprised of 8 square miles and is approximately 23 miles north of the St. Paul Central Business District (CBD) and 28 miles from the Minneapolis CBD. Stillwater is bordered by Stillwater Township to the north, the City of Grant to the west and the City of Oak Park Heights to the south. Stillwater's eastern border is the St. Croix River and the State of Wisconsin.

The City of Stillwater was officially incorporated March 4, 1854, making it one of Minnesota's oldest cities. Stillwater is often referred to as the "Birthplace of Minnesota." In 1848, a territorial convention that began the process of establishing Minnesota as a state was held in a Stillwater at the corner of Myrtle and Main streets. Lumbering was the predominant industry in the St. Croix River Valley in the second half of the 19th century, and for many years logs were sent down the St. Croix, collected at the St. Croix Boom Site two miles upstream of Stillwater, and processed in Stillwater's many sawmills.

Stillwater holds a unique position within the Twin Cities Metropolitan Area. Stillwater has a full-range of services and thus is able to accommodate a wide variety of land uses. Stillwater is large enough to provide work for its local population. At the same time Stillwater is part of a major metropolitan area. Stillwater is connected to the East Twin Cities Metropolitan Area primarily by Highway 36, Highway 5, and Highway 96. Highway 95 travels north and south along the St. Croix River connection Stillwater on the north and Bayport on the south. Country Road 15 marks the western boundary of Stillwater.

Planning History

Stillwater was the first city in the State of Minnesota to create and adopt a comprehensive plan. This plan was adopted in 1918 during the City Beautiful movement, which was occurring throughout the United States. The plan emphasized parks, landscaped streets and parkways, civic centers and walkways, particularly along natural areas such as ravines, lakes, and the St. Croix River. Below is a list of the plans the City has undertaken over the years.

- 1918 – First Comprehensive Plan Adopted
- 1961 – Comprehensive Plan Update
- 1979 – Comprehensive Plan Update
- 1979 – West Stillwater Business Park Plan
- Downtown Plans adopted in 1972 and 1988
- 1995 – Currently Adopted Comprehensive Plan
- 1996 – Comprehensive Plan Update; Annexation Area
- 2000 – Comprehensive Trail Plan
- Several small area plans throughout the years

Community Survey

The City of Stillwater conducted a community survey in 2006. This survey was sent out to a sample of citizens and asked them questions about Stillwater and their experiences of living, working and playing in the city. The survey had a 60 percent response rate. The survey results can be found on the city's website.



The results showed that 81 percent of residents are happy with their quality of life in Stillwater. The survey also said that most residents feel safe in Stillwater and that it is a good place to raise children. Almost half of the respondents said that they felt there was a drug problem in Stillwater. The St. Croix River, location, and "my" neighborhood were the top three responses when the survey asked what people liked most about Stillwater. Growth and development, traffic conditions and taxes were the biggest concerns for survey respondents. Forty-six percent of respondents gave a high ranking for the performance of Stillwater's city government. The Fire and Police departments, snow removal, and street repair and maintenance were ranked as the most important city services. The city's website, newsletter, permitting process, helpfulness of building inspectors, and ease of access to city information were ranked as the least important.

Demographics

The demographic information was collected by utilizing information from the 1995 Comprehensive Plan, Metropolitan Council forecasts and 2000 Census data. Information is gathered and displayed in a number of tables.

Table 1 shows historical census population of the City. The table also contains Metropolitan Council population forecasts made in April 2005 for 2010, 2020 and 2030. Table 2 shows the age breakdown of the City's and County's population.

**Table 1
Population History and Forecasts**

	Actual				Estimate	Forecasts*		
	1970	1980	1990	2000	2005	2010	2020	2030
Stillwater	10,196	12,290	13,882	15,323	17,429	19,100	21,300	19,900
<i>increase</i>	<i>x</i>	<i>20.54%</i>	<i>12.95%</i>	<i>10.38%</i>	<i>13.74%</i>	<i>9.59%</i>	<i>11.52%</i>	<i>-6.57%</i>
Washington County	82,948	113,571	145,896	201,130	224,857	258,502	316,043	365,570
<i>Increase</i>	<i>x</i>	<i>36.92%</i>	<i>28.46%</i>	<i>37.86%</i>	<i>11.80%</i>	<i>14.96%</i>	<i>22.26%</i>	<i>15.67%</i>

Source: 2000 U.S. Census, *Metropolitan Council forecast estimates, April 1, 2005

Stillwater grew from 13,882 persons to 15,323 during the 1990s. Historically, the county has always outpaced the City percentage. It is forecasted that an additional 2,471 people will move into Stillwater between 2005 and 2030.

**Table 2
Age of Population, 2000**

	0-4	5 to 9	10 - 14	15 - 17	18 - 24	25 - 34	35 - 44	45 - 54	55 - 59	60 - 64	65 - 74	75 - 84	85 +	Total
Stillwater	991 <i>6.5%</i>	1,164 <i>7.7%</i>	1,303 <i>8.6%</i>	1037 <i>6.8%</i>	651 <i>4.3%</i>	1,738 <i>11.5%</i>	2,626 <i>17.3%</i>	2,469 <i>16.3%</i>	852 <i>5.6%</i>	519 <i>3.4%</i>	864 <i>5.7%</i>	617 <i>4.1%</i>	312 <i>2.1%</i>	15,143 <i>100%</i>
Washington Co.	15,346 <i>7.6%</i>	16,946 <i>8.4%</i>	17,037 <i>8.5%</i>	14,564 <i>7.2%</i>	9,058 <i>4.5%</i>	27,341 <i>13.6%</i>	38,877 <i>19.3%</i>	30,210 <i>15.0%</i>	9,850 <i>4.9%</i>	6,634 <i>3.3%</i>	8,830 <i>4.4%</i>	4,782 <i>2.4%</i>	1,655 <i>0.8%</i>	201,130 <i>100%</i>

Source: 2000 U.S. Census



About 58 percent of Stillwater’s population is between the ages of 18 and 64. Persons between 0 and 18 years of age are the second largest group making up about 30 percent of the total population. Stillwater’s senior population makes up 12 percent of the population. The age distribution between the city and county is relatively even, with Stillwater having a slightly larger percentage of senior population. The City of Stillwater has a slightly lower percentage of people than Washington County in the family formation stage of life, ages 25 to 44.

Table 3
Households, 2000

	Actual		Estimate	Forecasts*		
	1990	2000	2005	2010	2020	2030
Stillwater	5,105	5,797	6,734	7,500	8,100	8,600
<i>increase</i>	<i>x</i>	<i>13.56%</i>	<i>16.16%</i>	<i>11.38%</i>	<i>8.00%</i>	<i>6.17%</i>
Washington Co.	49,246	71,462	81,645	97,729	122,744	145,517
<i>increase</i>	<i>x</i>	<i>45.11%</i>	<i>14.25%</i>	<i>19.70%</i>	<i>25.60%</i>	<i>18.55%</i>

Source: 2000 U.S. Census

Table 3 outlines the historical household growth of the community and the county and like Table 1, includes a 2005 estimate and forecasts for 2010, 2020, 2030 as determined by the Metropolitan Council.

Each new household added to a city requires an additional housing unit and results in increasing residential land uses. Stillwater presently has a slower growth rate than the county, increasing by approximately 117 households per year between 1990 and 2005. The city added 815 households in the 1990s. The forecast shows that Stillwater will be adding an additional 1,866 households between 2005 and 2030.

Table 4 displays the racial makeup of Stillwater and Washington County. The city is predominately white with 97.5 percent of the population identifying themselves as white.

Table 4
Race

Race	Stillwater		Washington County	
	Number	Percent	Number	Percent
White	14,767	97.5	188,317	93.6
Two or more races	141	0.9	1,760	1.4
Asian	86	0.6	4,297	2.1
Some other race	55	0.4	1,216	0.6
Black or African American	48	0.3	3,689	1.8
American Indian and Alaska Native	43	0.3	785	0.4
Native Hawaiian and Other Pacific Islander	3	0	66	0

Source: US Census, 2000

In addition to the age of the community, the educational attainment level also influences the community. Table 5 shows the educational attainment levels in the community. This information contributes to the local economy, influences economic development and also suggests potential demands of current residents. About 25 percent of the population has only a high school diploma. Nearly 27 percent of the population



went on after high school and attended some college. Another 27 percent, after high school, completed a bachelor's degree.

Table 5
Educational Attainment

Population 25 years and over	Stillwater		Washington County	
	Population	Percent	Population	Percent
Less than 9th grade	118	1.2	1,982	1.5
9th to 12th grade, no diploma	393	3.9	5,684	4.4
High school graduate (includes equivalency)	2,468	24.5	33,378	26
Some college, no degree	2,690	26.7	33,126	25.8
Associate degree	626	6.2	10,617	8.3
Bachelor's degree	2,730	27.1	30,015	23.4
Graduate or professional degree	1048	10.4	13,413	10.5
Total	10,073	100	128,215	100
Percent high school graduate or higher	(x)	94.9	(x)	94
Percent bachelor's degree or higher	(x)	37.5	(x)	33.9

Source: US Census, 2000

Economy

The economic health of a community plays a critical role to encourage and maintain a high standard of living and a desirable place to live for existing residents but even more importantly for attracting new residents. The city has experienced continued growth that is forecasted to continue. The following information and tables identifies current employment trends and other applicable factors.

Employee and Employers

Table 6 illustrates historical and forecasted employment figures for Stillwater. The city can expect its employment numbers to incrementally grow through 2030.

Table 6
Employment

	2000	2010	2020	2030
Total Employment	10,169	11,600	12,500	13,600

Source: Metropolitan Council



There are several major employers with in the community as shown in Table 7.

Table 7
Major Employers

Business	Products/Services	Total Employees
Washington, County of	Executive, Legislative, & Other Govt. Support	970
Stillwater Public Schools-ISD No. 834	Elementary & Secondary Schools	920
UFE Inc.	Resin, Synth. Rubber & Art. Synth. Fibers & Fil. Mfg.	800
Cub Foods	Grocery Stores	550
Lakeview Hospital	General Medical & Surgical Hospitals	457
Design Fabricated Parts Inc.	Motor Vehicle Parts Manufacturing	330
DiaSorin	Scientific Research & Development Services	250
Target	Department Stores	197
City of Stillwater	Government	115
WR Medical Electronics	Navig., Meas., Electromedical & Control Instrum	50
Lonnie Lovness	Other Miscellaneous Manufacturing	24
Stillwater Gazette Inc.	Newspaper, Periodical, Book, & Directory Publishers	24

Source: MnPro Community Profile-2005



The 2000 population over 16 in Stillwater was 11,496, and of that population 8,298 were in the civilian labor force. Of the 8,298 people in the civilian labor force, over the age of 16, 8,134 were employed. Approximately 98 percent of the civilian labor force population was employed and approximately 71 percent of the population over 16 years of age was employed in 2000. Table 8 demonstrates the number of employees per industry. The industries that most heavily employ Stillwater residents include education, health and social services (20.3%), manufacturing (16.3%), retail trade (14.3%) and professional, scientific, management, administrative, and waste management services (9.7%). This mix of industry helps to protect a diversified tax base for the city.

**Table 8
Number of Employees by Industry**

Industry	No. of Employees	Percentage
Educational, health and social services:	1,649	20.3%
Manufacturing	1,327	16.3%
Retail trade	1,167	14.3%
Professional, scientific, management, administrative, waste management services:	788	9.7%
Finance, insurance, real estate and rental and leasing:	652	8.0%
Arts, entertainment, recreation, accommodation and food services:	617	7.6%
Public administration	503	6.2%
Other services (except public administration)	355	4.4%
Transportation and warehousing, and utilities:	331	4.1%
Construction	307	3.8%
Wholesale trade	250	3.1%
Information	179	2.2%
Agriculture, forestry, fishing and hunting, and mining:	9	0.1%
Total Employed Citizens over 16	8,134	100.0%

Source: US Census, 2000

Many of Stillwater’s residents find their employment outside of the city, resulting in considerable commuting time. Table 9 identifies the mode of transportation that employees use to access their jobs.

**Table 9
Means of Transportation**

Means of Transportation	Number of Workers	Percent
Car, truck, or van - drove alone	6,772	84.4%
Car, truck, or van - carpooled	597	7.4%
Worked at home	314	3.9%
Walked	226	2.8%
Public Transportation	69	0.9%
Other means	44	0.5%
Workers 16 and over in 2000	8,022	100%

Source: US Census, 2000



The majority of residents travel to work alone and access employment by car, truck or van. However, 7.4 percent of residents carpool to work, 3.9 percent work from home and 2.8 percent walked.

Of the 8,134 employees in Stillwater, 7,708 did not work at home. Table 10 demonstrates the travel time to work for each of those workers.

Table 10
Commute Time

Travel Time to Work	Number of Workers	Percent
Workers who did not work at home	7,708	100
Less than 10 minutes	2,112	6.8
10 to 14 minutes	1,170	10.4
15 to 19 minutes	719	10.7
20 to 24 minutes	654	18.5
25 to 29 minutes	571	10.2
30 to 34 minutes	804	18.8
35 to 44 minutes	693	13.3
45 to 59 minutes	677	7.0
60 to 89 minutes	196	3.0
90 or more minutes	112	1.4
Mean travel time to work (minutes)	22.3	(X)

Source: US Census, 2000

The average worker spends about 22 minutes commuting to their place of employment. However, 72 percent drive more than 20 minutes and 43 percent drive more than 30 minutes.



Household Income

The following tables describe the income levels of current households in Stillwater. As shown in Table 11, 17 percent of households in Stillwater make less than \$25,000 a year, 36 percent make between \$25,000 and \$60,000, and 47 percent make more than \$60,000 a year.

Table 11
Household Income

Income	Households	Percentage
Less than \$10,000	208	3.6%
\$10,000 to \$14,999	241	4.1%
\$15,000 to \$19,999	276	4.7%
\$20,000 to \$24,999	250	4.3%
\$25,000 to \$29,999	260	4.5%
\$30,000 to \$34,999	278	4.8%
\$35,000 to \$39,999	254	4.4%
\$40,000 to \$44,999	331	5.7%
\$45,000 to \$49,999	351	6.0%
\$50,000 to \$59,999	622	10.7%
\$60,000 to \$74,999	626	10.8%
\$75,000 to \$99,999	1,016	17.5%
\$100,000 to \$124,999	529	9.1%
\$125,000 to \$149,999	265	4.6%
\$150,000 to \$199,999	169	2.9%
\$200,000 or more	145	2.5%
Total	5,821	100%

Source: US Census, 2000

As demonstrated in Table 12, the median household income in Stillwater is \$57,154 which is 86.2 percent of the Washington County median, 105.3 percent of the Twin Cities Metropolitan Area median, and 121.3 percent of the state median.

Table 12
City and State Median Household Income

Income	Stillwater	Washington County	% of County	Twin Cities	% of TC	State of MN	% of State
Median income	\$57,154	\$66,305	86.2%	\$54,304	105.2%	\$47,111	121.3%

Source: US Census, 2000

Economic Overview of City

The City's tax base is primarily residential, with commercial contributions from the Downtown Area, and the County Road 5-Highway 36 Commercial Areas. Like many older communities, the City includes a high



proportion of public and non-profit entities. Large public employers located within the City include Washington County and Independent School District #834. Stillwater's economy and employment picture are also influenced by the Andersen Window Corp, located in Bayport which employees approximately 3,500 people, 3M Corporation, and other major employers in the East Metro Area.

Recent Economic Development Activities

Most recent new development has occurred in residential areas particularly in the annexation areas and portions of downtown. In 1996 the City approved an orderly annexation agreement with Stillwater Township. This agreement divides the total annexation area into three phases to be annexed between 1996 and 2015. The majority of the development within the annexation area has been residential uses, with a small area designated for commercial use at the southeast quadrant of C.S.A.H 12 and C.S.A.H 15 and the Bergman and Bradshaw property along Highway 36 between County Road 5 and County Road 15.

Construction has also been continuing on a variety of condominium projects within the downtown. Some of these are purely residential while others like Terra Springs and the Mills on Main will have a combination of residential and commercial.

Tax Increment Financing

Tax increment financing (TIF) uses the increased property taxes that a new real estate development generates to finance costs of the development. In Minnesota, TIF is used for two basic purposes:

- To induce or cause a development or redevelopment that otherwise would not occur—e.g., to convince a developer to build an office building, retail, industrial, or housing development that otherwise would not be constructed. To do so, the increased property taxes are used to pay for costs (e.g., land acquisition or site preparation) that the developer would normally pay.
- To finance public infrastructure (streets, sewer, water, or parking facilities) that are related to the development. In some cases, the developer would be required to pay for this infrastructure through special assessments or other charges. In other cases, all taxpayers would pay through general city taxes.

How does TIF work?

When a new TIF district is created, the county auditor certifies (1) the current net tax capacity (i.e., property tax base) of the TIF district and (2) the local property tax rates. As the net tax capacity of the district increases, the property taxes (i.e., the "tax increment") paid by this increase in value is dedicated and paid to the development authority. The tax increment is limited to the tax derived from the certified tax rate. Increases in value that generate increment may be caused by construction of the development or by general inflation in property values. The authority uses the increment to pay qualifying costs (e.g., land acquisition, site preparation, and public infrastructure) that it has incurred for the TIF project.

What types of districts may be created?

Minnesota allows several different types of TIF districts. The legal restrictions on how long increments may be collected, the sites that qualify, and the purposes for which increments may be used for vary with the type of district.



Table 13
TIF Districts

District type	Use of Increment	Maximum duration
Redevelopment	Redevelop blighted areas	25 years
Renewal and renovation	Redevelop areas with obsolete uses, not meeting blight test	15 years
Economic development	Encourage manufacturing and other footloose industries	8 years
Housing	Assist low and moderate income housing	25 years
Soils	Clean up contaminated sites	20 years

Existing TIF Districts in Stillwater:

- TIF District #1, Downtown and Industrial Park Scattered Sites. This redevelopment district was established in 1985 and has a 25 year duration. The increment was issued to fund public improvements in the downtown including storm sewer separation, rebuild the collapsed sanitary sewer main, street improvements, burying electrical lines, new street lights.
- TIF District #4, Woodland Lake Project. This redevelopment district was established in 1986 and has a 25-year duration. The increment was issued to construct Frontage Road West from Curve Crest Boulevard to Northwestern Avenue; to extend Curve Crest Boulevard from Washington Avenue to County Road 5 and to install stop lights at the intersection of Frontage Road West and Curve Crest Boulevard.
- TIF District #6, Jr. High TIF District #6. This redevelopment district was established in 1993 and has a 25- year duration. The increment was issued to pay for the construction of the public parking lot as part of the redevelopment of the old Stillwater Junior High site into corporate headquarters for CUB Foods.
- TIF District #8, anchobaypro, Inc. This housing district was established in 2000 and has a 25-year duration. Pay-as-you-go increment was used to aid in financing a portion of tax increment eligible costs for the Long Lake Villas low to moderate income multifamily housing project.
- TIF District #9, Curve Crest Villas. This housing district was established in 2002 and has a 25-year duration. Increment was used to aid in reimbursement of increment eligible costs to the developer. Curve Crest Villa is a low to moderate income multifamily rental project.
- TIF District #10, Scattered Site Housing Projects. This redevelopment district was established in 2004 and has a 25-year duration. Two pay-as-you-go projects funded included Terra Springs and Lofts of Stillwater for reimbursement of tax increment eligible costs.
- TIF District #10 Expansion. The City expanded TIF District #10 to additional properties in the Downtown Area. This redevelopment district expansion will be used to fund a new parking ramp to serve the Downtown.



Housing

This section of the background report takes a look at the status of housing in Stillwater. Stillwater has a wide variety of housing to serve the needs to people of different incomes and ages. Stillwater averages 2.6 single-family detached homes per acre and 15 multi-family units per acre.

Building Permit Trends

As illustrated in Table 14 the City experienced a peak in new residential permits between 1999 and 2004 before leveling back out in 2005. The city experienced a high in 2000 with 222 residential permits issues. In 2006, 53 residential permits were been issued.

Table 14
Residential Building Permits

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Single Family	9	37	106	122	104	104	104	60	48	45
Twin Home	2	8	17	4	0	7	2	0	0	0
Condo/Townhouse	0	0	0	96	83	80	71	58	14	8
Duplex	1	0	1	0	0	0	1	0	0	0
Multi-Family	0	0	0	0	6	1	0	1	0	0
Total	12	45	124	222	187	191	178	118	62	53

Source: City of Stillwater

Housing Tenure

Table 15 displays housing tenure in Stillwater. There are 4,529 owner-occupied units in the city which make up 78.1 percent of the city's housing stock. The average household size of an owner-occupied unit is 2.7. Renter-occupied units make up 21.9 percent of the occupied housing stock in Stillwater. The average household size for a renter-occupied unit is 1.9.

Table 15
Housing Tenure

Type	No. of Units	Percentage
Owner-occupied	4,529	78.1
Renter-occupied	1,268	21.9

Source: US Census



Table 16 displays the number of units in a structure. The overwhelming majority of units in Stillwater are 1-unit, detached homes.

Table 16
Units in Structure

Units in Structure	Number	Percent
1-unit, detached	4,321	73
1-unit, attached	498	8.4
2 units	227	3.8
3 or 4 units	264	4.5
5 to 9 units	177	3
10 to 19 units	128	2.2
20 or more units	302	5.1
Mobile home	6	0.1

Source: US Census

Affordability and Life-Cycle Housing

Affordability is an important part of establishing life-cycle housing. Between 1996 and 2005 184 affordable rental units were built in Stillwater. This is 76 percent of all the rental units built in Stillwater during the same timeframe. Of the 1,155 ownership units that were built between 1996 and 2005 128 or 11 percent of them were affordable.

The Metropolitan Council’s Livable Communities Act (LCA) program worked to promote affordable housing throughout the Twin Cities. Stillwater met its goals that were set by the LCA. Also the LCA required cities to show how they were working to allow for the opportunity for affordable housing to be built. Stillwater allows for density bonuses for senior housing, possible TIF assistance, zoning to preserve existing housing stock, zoning to increase development of infill sites, and mixed use zoning and planned unit developments.

Senior Housing

As the Stillwater population continues to age senior housing will become more of a need. Currently there are two senior-specific housing complexes in Stillwater for a total of 146 units.

Land Use and Growth Management

The purpose of the land use inventory is to identify existing development in the city. From this inventory, and the other background information that is compiled, areas of potential development or redevelopment can be analyzed. The inventory can also help classify areas, revealing development patterns, densities, and trends that can provide direction for future development and redevelopment.



Existing Land Use

The current acreage of the City is approximately 5,809 acres. A large portion of the city is dedicated to single family residential uses. The city has a significant amount of land classified as open space. Table 17 identifies the current land uses within the city and the percentage of the overall land which is dedicated to that specific use. As existing land use, the table and following map display actual land use. The table states the gross acreage of each land use and the net acreage, which takes into account wetlands. Figure 2 shows the current land use in the City of Stillwater.

Table 17
Existing Land Use, 2007

Land Use	Gross	Net	Percentage
Residential 1 unit	2,107.95	2,036.69	35.1%
Right-of-Way	819.90	815.03	14.0%
Open Space	662.53	577.04	9.9%
Wetland		550.11	9.5%
Commercial Land and Buildings	379.67	374.65	6.4%
River	355.74	355.74	6.1%
Agricultural	273.50	245.30	4.2%
Park	300.38	244.70	4.2%
Institutional	243.33	234.11	4.0%
Vacant	126.82	125.59	2.2%
Residential 4 or more Units	120.49	113.42	2.0%
Surface Water	339.14	57.91	1.0%
Residential 1-2 Units	18.69	18.69	0.3%
Industrial Land and Buildings	18.78	18.15	0.3%
River Island	12.62	12.62	0.2%
Residential 3-4 Units	8.77	8.71	0.1%
Residential 2 units	8.16	8.01	0.1%
Residential 2-3 Units	6.35	6.35	0.1%
Residential	6.01	6.01	0.1%
Total	5,808.83	5,808.83	100%

Source: Bonestroo



Figure 2 – Existing Land Use

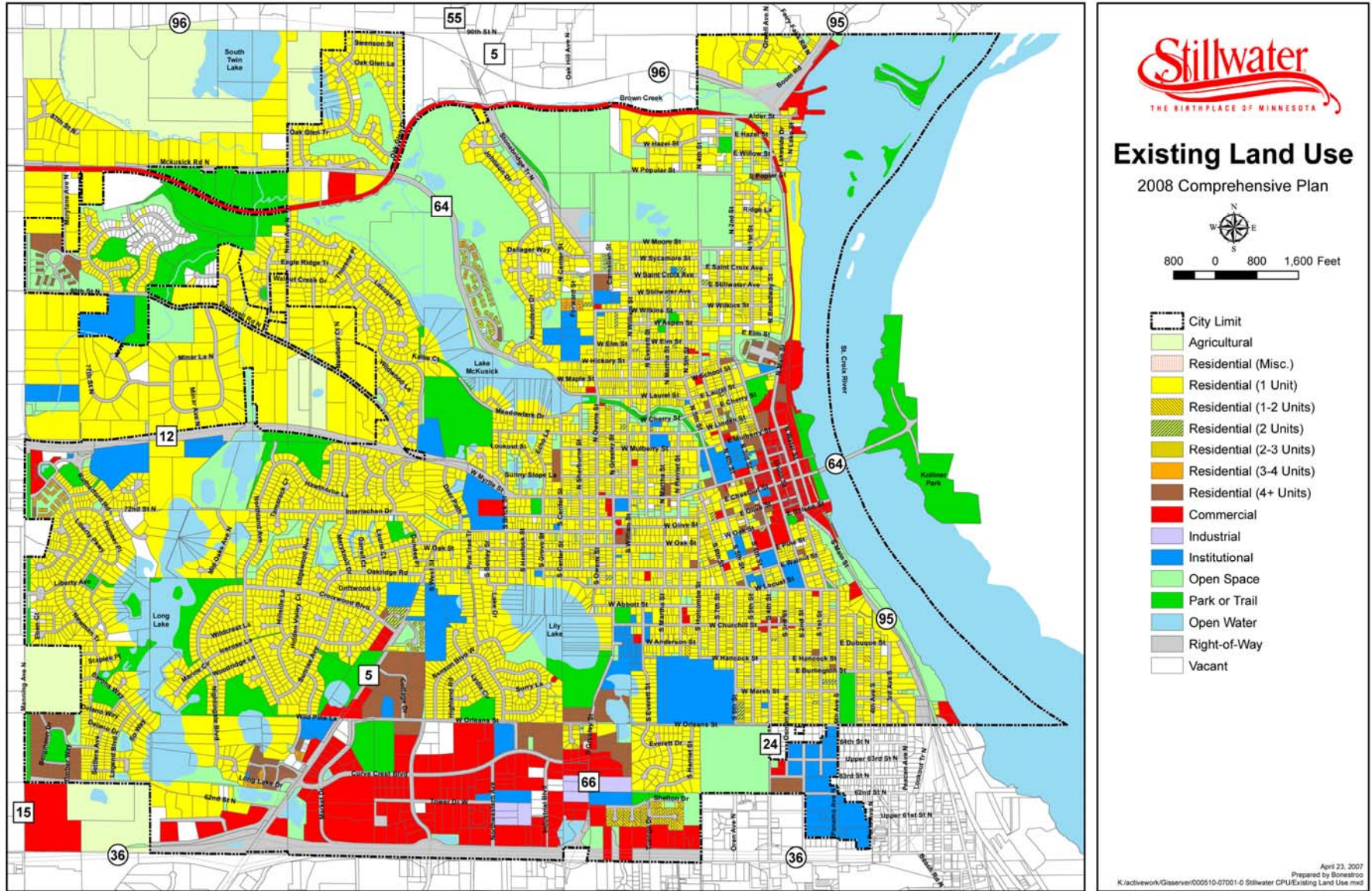


Table 18 shows the existing land use in 1994. Single family residential uses were the dominant use with 35 percent. Parks and open space consisted of almost 14 percent of the city's land. The 1994 and 2007 existing land use tables use different land use categories but some simple comparisons can still be made. Single family residential uses made up about 35 percent of the city in 1994 and 2007. Open space and right-of-way rounded out the top three land use categories in each year as well. Agricultural land saw a significant decrease of more than 162 acres between 1994 and 2007.

Table 18
Existing Land Use, 1994

Land Use	Acres	Percent
One Family	1,960.4	35.4
Parks & Open Space	759.1	13.7
Street Right-of-Way	744.8	13.4
Vacant Parcels	602.8	10.9
Agricultural	407.1	7.3
Public & Tax Exempt	344.5	6.2
Lakes and Streams	324.6	5.9
Commercial	211.8	3.8
Two Families	78.2	1.4
3 or 4 Families	41.2	0.7
Larger Multi-Family	39.8	0.7
Industrial	27.1	0.5
Group Quarters	3.3	0.1
Total	5,544.7	100

Source: 1995 Comprehensive Plan

Existing Zoning

Stillwater's current zoning ordinance establishes 22 zoning districts. Below is a description of the zoning districts in Stillwater.

Residential

The City has five residential zoning districts. The one-family district (RA) provides regulation for single-family detached homes. The two-family district (RB) provides regulation for structures that are not occupied by more than two families. The low density multiple-family residential district (RCL) allows townhouses and bed and breakfasts. The medium density multiple family residential district (RCM) allows for multiple dwellings containing three or more units and customary home occupations. The high density multiple-family residential district (RCH) provides density requirements for multiple dwellings to be built in the redevelopment area.

Commercial

The general commercial district (CA) allows for all lawful retail businesses, including supermarkets; small bakeries, department stores, restaurants, beauty shops, office buildings, hotels, funeral homes, auto sales,



recreational facilities, and transit stations. The village commercial district (VC) provides for a local center for convenience shopping and personal services primarily in proximity to a residential neighborhood.

In addition to the CA and VC districts there are also four business park districts. The public administrative office district (PA), business park - commercial district (BP-C), business park - office district (BP-O), and business park - industrial (BP-I) allows for business parks of different intensities and use in various areas of the city.

Central Business District

There are six central business district categories. The central business district (CBD) provides for general community commercial, office and entertainment uses. The five other CBD districts work to protect the special qualities that make Stillwater's CDB distinct. Those districts include: Central Business District and RB Two-Family District Riverside (CBDR), Central Business District Parkside (CBDP), Central Business District Historic (CBDH), Central Business District Bluffside, CBDB, and Central Business District Blufftop (CBDBT).

Special Districts

The campus research district (CRD) provides for a mix of office, research and development and light manufacturing uses with limited retail and service uses in a planned business park setting designed to provide for low-density, high-quality development with increased amenities and open space.

The purpose of the public works facility district (PWFD) is to provide a district for public works facility uses.

The purpose of the neighborhood conservation district (NCD) is to help preserve the traditional neighborhoods in Stillwater.

Overlays

The floodplain overlay district (FP) provides regulation for structure within floodplains. The bluffland/shoreland overlay district (BS) provides regulation for development within bluffland and shoreland areas in the city.

Issues for the Comprehensive Plan

The land use section will build from the existing land use plan and through analyses and of remaining vacant parcels, redevelopment opportunities, and infill opportunities, a future land use plan will be developed that will guide the community for the next 20 years. This effort will be done through creating land use "alternatives" which look at all factors, such as surrounding land uses, transportation, natural resource, parks and trails opportunities and others to determine the highest and best use of each site.



Special Studies

Boutwell South Area Plan

In 2001, the first “urban” development was proposed on a site in the Boutwell South Area of the Annexation Area (Figure 3). The area included large-lot residences, and was still part of Stillwater Township. The City determined that a special study was needed for this area, to determine future land uses and densities, and address infrastructure, stormwater and traffic issues. The area is approximately 350 acres in size, and is bounded by Boutwell Road, County Road 12, and Manning Avenue.

Residents of the area, the Stillwater Planning Commission, Washington County, and others participated actively in development of the plan, which was adopted by the City Council in September, 2002. One of the key issues for the plan was management of traffic in the Boutwell Area and surrounding portions of the Annexation Area, particularly developing areas to the north that lacked a north-south connection to access Highway 36 and commercial areas in Stillwater. The City worked with Washington County to complete a regional traffic analysis of the area in cooperation with the County’s study of Manning Avenue.

Recommendations of the plan included the following:

- The area should be annexed to the City, with the 120 developable acres east of the Brown’s Creek tributary developed as single-family residential use, up to 3 units per acre. The western portion was recommended to remain largely as rural residential, with densities of about 1 unit per 2.5 acres.
- Development proposals for the area should be Planned Unit Developments, to allow for clustering of units to protect natural resources and fit the character of the surrounding area.
- Neal Avenue should be extended as a parkway through the area to County Road 12. The City proposed to work with the County to develop plans for this extension and access to County Road 12.
- The existing Boutwell-County Road 12 intersection should be modified to improve safety.
- Boutwell Road should remain a 26’ roadway, and a trail should be added on the north side of the road.
- Trails should be completed along Boutwell Road, Manning Avenue (east side), the proposed Neal connection, and Brown’s Creek tributary, to provide connections to existing trails and proposed parks in the area. An underpass should be considered under County Road 12 to connect the tributary trails to the existing trail on the south side of County Road 12.
- Stormwater management for new development and roadways should include expanded ponding and infiltration options to meet the standards required in the AUAR for protection of Brown’s Creek and its tributaries. Existing land-locked basins in the eastern portion of the area should be used for flood control for proposed development. The plan also recommended improvements to culverts under Boutwell Road to prevent flooding of the roadway.
- Stormwater and circulation systems should be designed together, to utilize opportunities to create connections and amenities, and maintain the rolling, rural character of the landscape and quality and views of natural resource areas.
- City sewer and water services should be provided to the areas proposed for single-family land uses in the plan



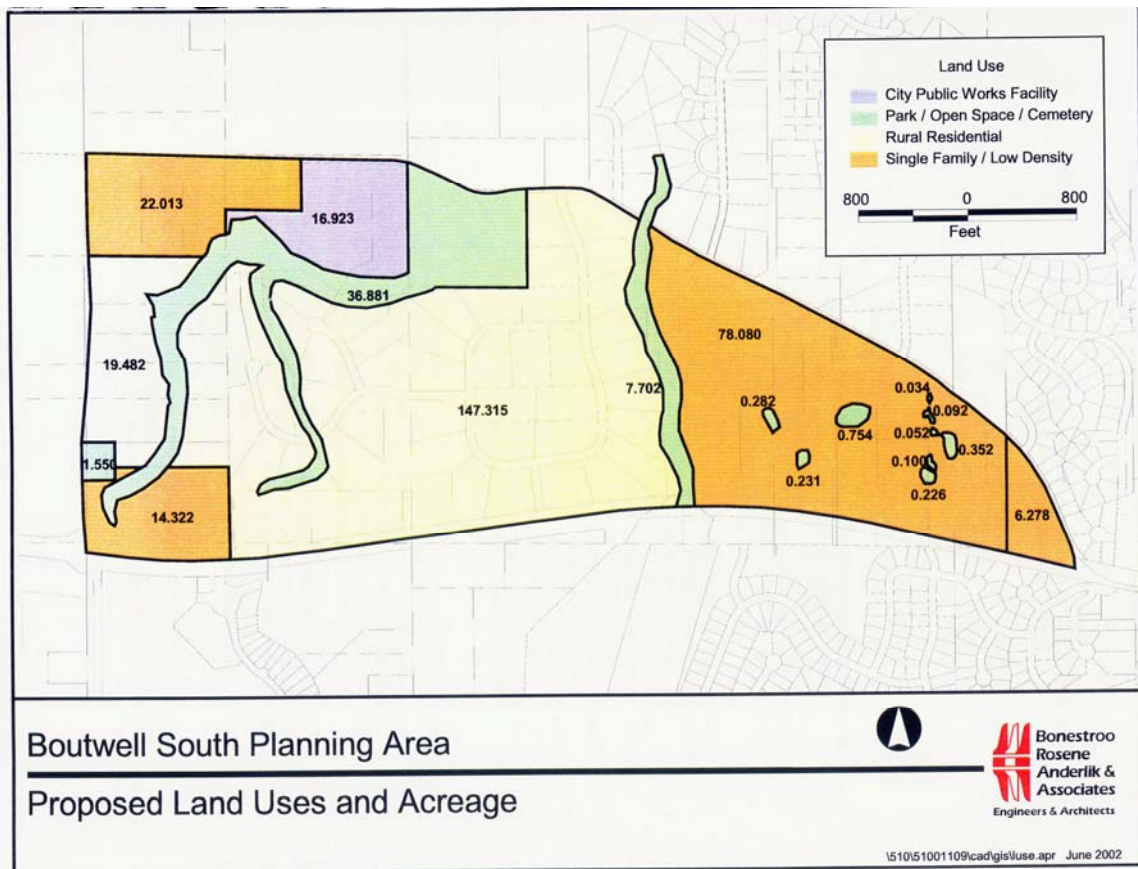
In 2006, the City completed improvements to Boutwell Road. The road was maintained at its 26-foot width, and a trail was added along the north side, along with additional ponding and infiltration areas to manage stormwater. Culverts were also improved to prevent flooding.

The City is still considering potential options for the extension of Neal Avenue to County Road 12. The trail on the east side of Manning Avenue will be completed in 2008, along with improvements to the roadway.

Issues for the Comprehensive Plan:

- The City may choose to review the proposed land uses for undeveloped portions of the Boutwell South area and make a final determination in this Comprehensive Plan
- The City may choose to review the proposed roadway connections, particularly proposed Neal Avenue connection, and issues related to the future character of County Road 12 in the Comprehensive Plan
- The City may choose to review the trail connections that have not been completed, and determine whether changes in proposed routes are needed.

Figure 3

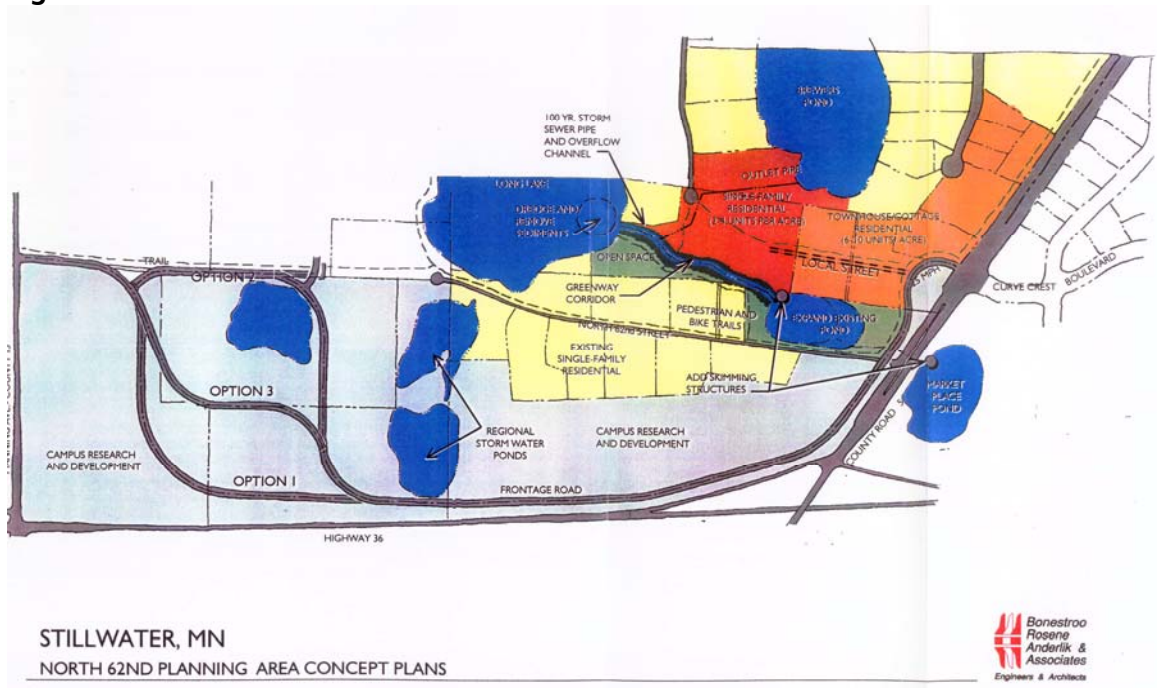


North 62nd Street Area Plan (1998)

The North 62nd Street Area Plan, completed in 1998, provides specific guidance for future development of the 150 acre area, bounded by North 62nd Avenue and the Croixwood Area on the north, county Road 5 on the west, Highway 36 on the south, and County Road 15 on the west. The City's Comprehensive Plan and the Stillwater AUAR and Mitigation Plan provided general guidance for land use and infrastructure systems in the area. The Special Area plan provided more specific guidance, and involved local residents in the process to plan for the future of the area.

At the time of the study, land use in the area included large-lot single family homes, agricultural land uses, and City-owned open space. The area also included woodlands, wetlands, and Long Lake. Stormwater from the Market Place commercial area to the east flows through the area to Long Lake, and erosion of the existing channel and providing water quality management for future land uses were concerns for the planning study, as well as roadway connections, and maintaining the character of the area.

Figure 4



The Special Area Plan included the following recommendations for land uses in the North 62nd Street Area:

- The area north of 62nd Street and County Road 5 should be zoned for Townhouse/Cottage residential use, at densities of 6-10 units per acre
- The area north of 62nd Street and within 1000 feet of Long Lake should be zoned for single family residential use, at densities of 2-4 units per acre. This density meets the City's Shoreland Ordinance requirements
- The undeveloped area between 62nd Street and Highway 36 should be zoned for Campus Research and Development uses.
- The preferred area for parkland dedication for development within the area is along the eastern shore of Long Lake, south of the stormwater channel and its easement.
- Developers should be required to preserve the significant woodlands within the area.

Circulation and infrastructure recommendations included the following:

- Options were identified for a new frontage road, paralleling 62nd Street, connecting County 5 to County 15, through the proposed Campus Research and Development area. The connection at the eastern end was constructed by the City soon after the plan was implemented. The connection at the western end will be selected and constructed as development is proposed in the area adjacent to County Road 15.
- Nightengale Boulevard should be maintained as a cul de sac. New development in the neighborhood will connect to the frontage road and County Road 5.
- The eastern portion of North 62nd Street will be ended in a cul de sac south of Long Lake, and maintained as a rural lane, in keeping with its current character. The western portion will connect new neighborhoods with County Road 15.
- New pedestrian and bicycle trails will be completed along the east and west portions of 62nd Street, from 62nd Street to Long Lake trails and to Nightengale Boulevard, and from Nightengale Boulevard to trails along County Road 5
- New storm sewer pipes and improvements to the overland channel will be developed to handle storm water flows from new development and the Market Place area. The existing pond west of County 5 will be expanded and water quality improvements such as skimming structures added to clean stormwater flowing to Long Lake.
- Stormwater facility requirements and related improvements were prescribed for the proposed Campus Research and Development area.

The plan's recommendations have been implemented as development has occurred in the area. The residential areas and the eastern portion of the commercial area along Highway 36 (Campus area) have developed. The western portion of the commercial area remains in nursery and agricultural uses, and will be developed and annexed when proposed by landowners in the area.

Issues for the Comprehensive Plan:

- The transportation section may chose to review the options for the frontage road, and determine how to include this future roadway in the Comprehensive Plan
- Other recommendations of the plan have been implemented.



Downtown – As Prepared for the Downtown Plan Steering Committee

This section was prepared for the Downtown Plan Steering Committee and represents a summary of all previously prepared reports, studies and other documents having a bearing on Downtown Stillwater. The purpose of the summary is:

- Understand what has been done.
- Weave together the pertinent aspects of the past plans.
- Focus on what has changed and what needs to be updated to ensure the downtown remains viable.
- Create a common base of understanding and a point of beginning for the new Comprehensive Planning Process.
- Create a single integrated comprehensive document.

Documents that have been reviewed include:

- a. 1972 Downtown Stillwater Plan (Prepared by Carl Dale)
- b. 1988 Stillwater Downtown Plan (prepared by BRW, Inc.)
- c. 1992 Renovation of Lowell Park Plan (prepared by SWWB, Inc.)
- d. 1995 Stillwater Comprehensive Plan (prepared by the City of Stillwater)
- e. Aiple Property/ Kolliner Park Master Plan (prepared by SRF, December 1998)
- f. Comprehensive Trail Plan (prepared by City of Stillwater, dated 11/16/2000)
- g. North Main/Lowell Park Plan Update (prepared by SEH, January 2004)
- h. Locally Preferred Plan for the downtown Stage III floodwall/levee project (submitted to St. Paul Office, Corps of Engineers July 30, 2004)
- i. St. Croix River Crossing FEIS (Prepared by MnDOT, August 2004)
- j. 2006 Design Manual, Commercial Historic District – (prepared by Stillwater Historic Preservation Commission)

Downtown Stillwater – A Concept Plan, 1972

Initial study prepared utilizing previous comprehensive plan, interim plan report, downtown parking study and circulation plan recommendations that were deemed valid.

1. Structural and Environmental Conditions

Field survey of existing buildings within the Downtown study area was prepared. Criteria included "sound buildings, deteriorating buildings, and dilapidated buildings.

Results of this survey indicated that building deterioration in the Downtown was dispersed and not located in any frequency in the Downtown.

Environmental Situation

Overall visual impression of the natural environment is very favorable.

The heavily forested Wisconsin river bank coupled with the contrasting townscape of Stillwater itself makes for a very unique setting.

Vehicular entrances suffer the most from environmental deficiencies.

2. Circulation

Nelson Street Sidewalk – 3.5' wide

Main Street sidewalks – 10' wide.....others in downtown about 8'-9' wide



Pedestrian crossings in the Downtown are hazardous especially at Main and Chestnut Streets



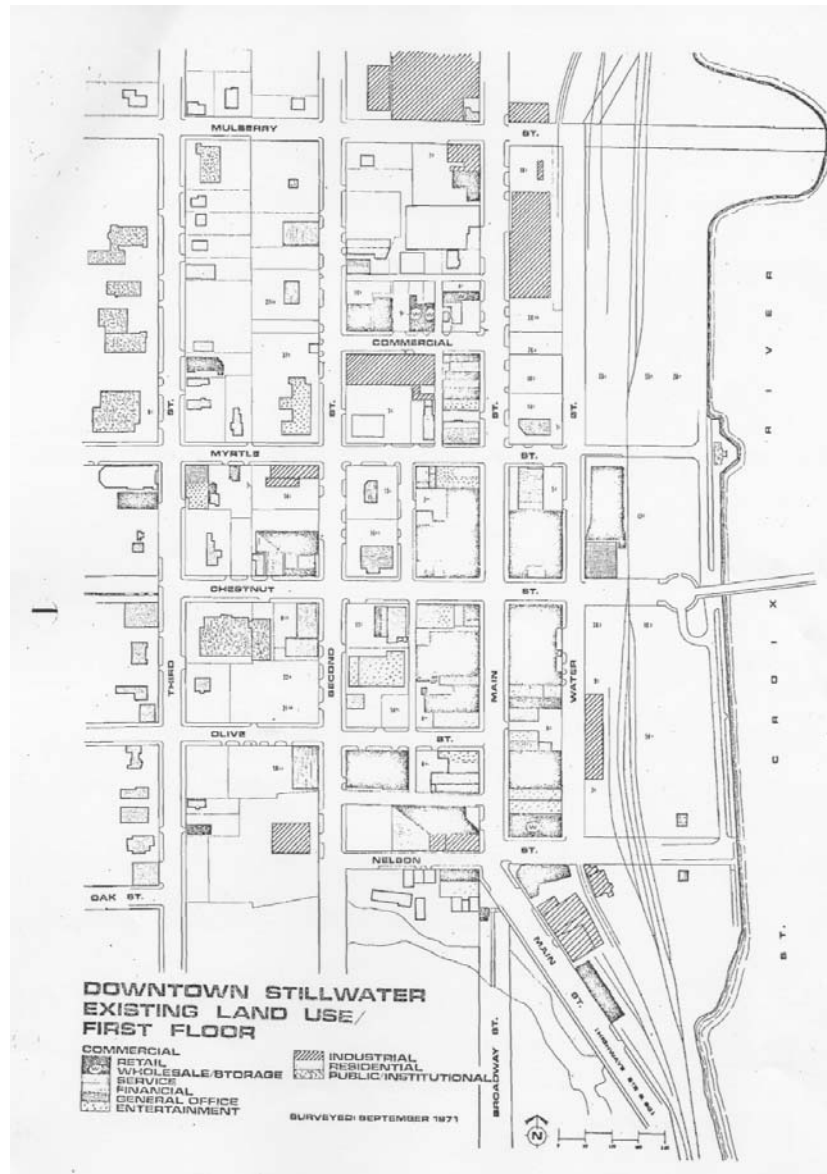
3. Concept Plan

1. It is proposed that a well organized, well planned Downtown be established to maximize shopper/ visitor convenience/ interest and minimize traffic/ pedestrian conflicts
2. Building exteriors lack a unifying design element to create a harmonious feeling necessary to providing Downtown a strong image.
3. The development of a uniform easily understandable system of directional graphics for Downtown.
4. Creation of an environment conducive to attracting "shoppers" in large numbers.



- Creation of an atmosphere which is “fun” to shop
 - Elimination, to the extent possible, all evidence of deterioration
 - Creation of shopper conveniences, all weather protection, convenient and ample parking, attractive street furniture, smooth pedestrian/ vehicular traffic flow, rest rooms, landscaping.
 - Clear some existing structure for new uses.
5. Basic Downtown Plan proposals
- Installation of permanent flood protection dike
 - Development of suitable housing for the elderly
 - Installation of a clearly defined pedestrian path/ trail meandering through the downtown to connect points of interest
 - Improvement of all pedestrian ways by installation of adequate furniture.
 - Development of “mini” pocket parks are recommended to add green spaces, pedestrian amenities and utilize land in a more efficient manner.
 - Utilize most downtown block interiors more effectively
 - Improve all existing alleys and open spaces between buildings
 - Future parking additions should be in the form of ramps utilizing the slopes to the fullest advantage
 - Improve boat docking facilities along the river to maximize summer potential to attract people
 - Fuller advantage of the caves, steep slopes, rocks and unused river shoreland and other natural features.
 - Stillwater could serve as the “jumping off” place for visitors and “explorers” of the St. Croix River Valley.





6. Future development if the Downtown should recognize the various functions (retail, finance, general office, housing, entertainment) to avoid improper mixtures that detract from the full economic potential of proper locations

7. Plan calls for a series of relatively small and scattered improvements rather than large scale clearance or other disruptive renewal actions.

8. Future Downtown development should be of the highest quality possible.

9. Careful phasing of Downtown improvement projects so that necessary improvements and alterations are installed at the appropriate times.

10. Preservation of all buildings that are structurally sound and that can be utilized in some manner.



4. Plan Implementation

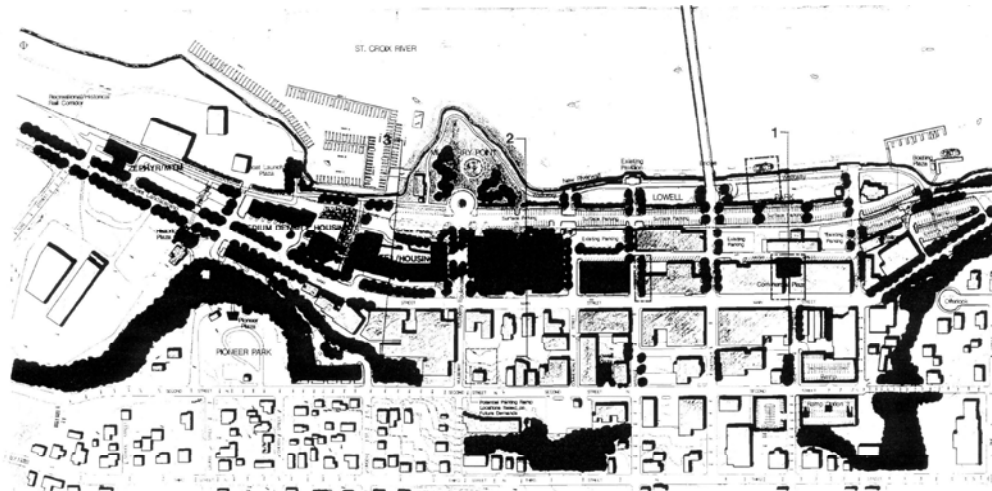
Implementation objectives of the Downtown 1972 Stillwater Plan

1. Retain and enhance the competitive ability of commercial activities
2. Remove instances of structural and environmental deterioration and blight
3. Eliminate those land uses which are not compatible with a Downtown situation and can be located elsewhere to the mutual advantage of the Downtown and uses relocated
4. Provide room for expanding and new uses compatible with the goals of a healthy Downtown
5. Provide a sound and exciting environment for shopping, working, living, and enjoyment of leisure time
6. Provide for a stronger employment and tax base.

Stillwater Downtown Plan 1988 – Prepared by BRW, Inc.

- Goals and objectives for the plan call for the preservation of the image and identity of Stillwater as a historic rivertown.
 1. *“The goal of the downtown plan is to enhance and retain the historic rivertown image of Stillwater through a conscientious and gradual process of change and economic growth so that Stillwater ‘The Birthplace of Minnesota’ continues to be a special place to live, work and to visit.”*
 - a. Other Goals Include:
 - i. Encourage a viable and compatible mix of community and visitor serving activities.
 - ii. Provide complementary land uses.
 - iii. Develop a riverfront park and open space system, including Lowell Park, the City owned park south of Downtown and Kolliner Park.
 - iv. Ensure that the water, sanitary sewer and drainage systems are adequate to support present and future land development.
 - v. Maximize the efficiency of the limited parking supply through user education, signage enforcement, pricing and other measures
 - vi. Minimize the negative impacts of traffic and parking on the Downtown image while supporting appropriate economic activity.





ILLUSTRATIVE PLAN

STILLWATER DOWNTOWN PLAN

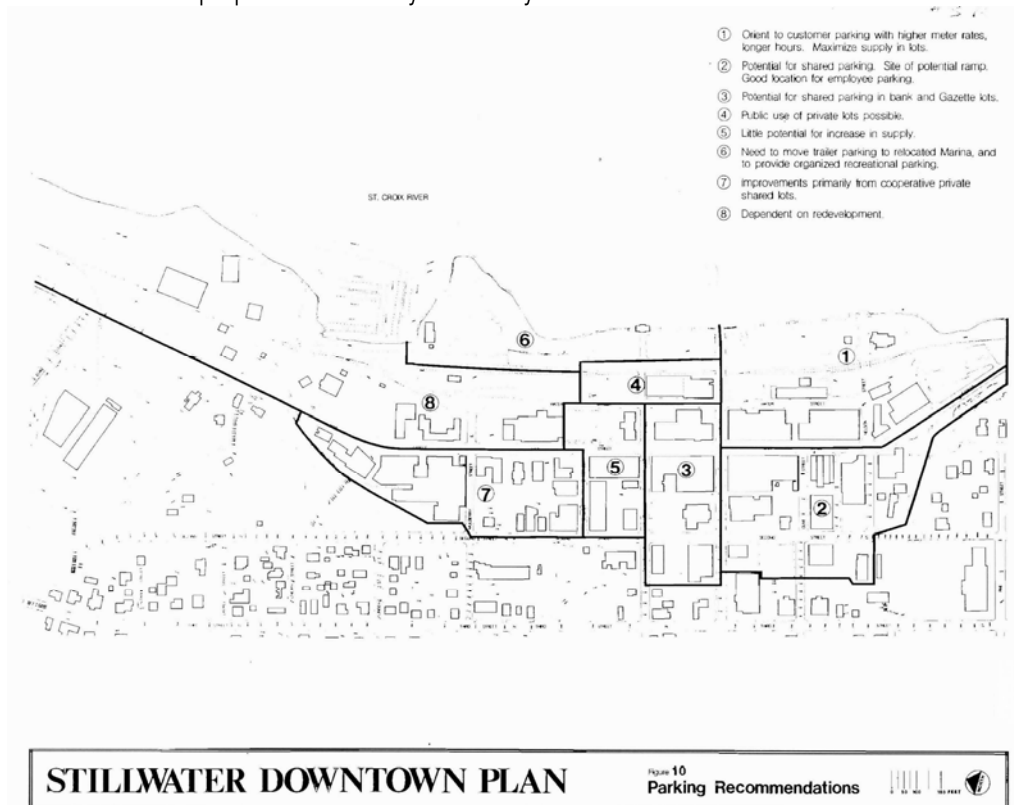
- Issues
 1. Preservation of downtown’s scale and character, established in logging and railroad eras, is crucial to all concerned. The plan enhances and strengthens the historic rivertown image of Stillwater, protecting its vistas and natural features.
 2. Downtown Stillwater is currently redefining its economic role within the region, and the Plan provides the necessary direction to help achieve downtown’s economic objectives.
 3. Outdated land uses, particularly in the North Main area, currently occupy prime riverfront sites and will require eventual phasing-out during Plan implementation. Most critical to the Plan is the phase-out of railroad storage and switching yards and inappropriate industrial activities.
 4. Traffic circulation and parking problems are becoming critical in some downtown sections, particularly those that attract visitors from outside of Stillwater. The Plan provides for improved surface and structured parking as well as a new St. Croix River bridge crossing, which would drastically reduce through traffic downtown.
 5. Riverfront recreation opportunities for both residents and visitors play a key role in the Plan. These opportunities strengthen current commercial and entertainment activities downtown and expand the tourist market.
 6. Accommodation of floodplain restrictions for new riverfront development is achieved for impacted sites.

The illustrative plan represents a visual summary of how the downtown could develop using the Plan as guidelines. Elements of the Plan are listed below.

- Land Use
 1. A new Central Business/Commercial District recognizes existing uses and provides direction for complementary commercial uses.
 2. New parks, recreation and open space, transportation, utilities and parking, and public administration/office districts are proposed to recognize existing development patterns and guide new development.



3. Nine special sites are identified because of their importance to the downtown and special land use and design guidelines proposed.
 4. Development opportunities identified in the Economic Study are recognized and included as preferred uses of special sites.
 5. The site of the existing Maple Island city parking lot and Mulberry Point represent an opportunity for a major mixed use development, possibly including retail/office/hotel uses.
- Parking
 1. A parking management program is recommended to more effectively use existing spaces, particularly in the South Main Street area.
 2. Alternative locations for parking structures are identified at Second and Olive and Mulberry and Second Streets.
 3. A shared public/private parking program is recommended to use private spaces when not in use.
 4. A financing plan to pay for parking improvements including possibly a parking structure is proposed for a first year activity.



- Urban Design
 1. Railroad car storage has been relocated outside downtown.
 2. Preferred land uses are shown along riverfront and North Main Street.
 3. A continuous riverfront pedestrian walkway links the new and existing downtown and other prominent points in the planning area; i.e., Pioneer Park, Lowell Inn, Broadway Overlook.
 4. Surface parking lots are small and well landscaped.
 5. A series of observation and interest points connected by walkways enable the visitor to overlook the downtown and get a closer view of parks and sites of interest.



6. Streetscapes for the St. Croix riverfront, Main Street, side streets, Water Street and visitor center and plazas are proposed.
 7. Design guidelines for new development will require consistency with the existing downtown character in the areas of pedestrian orientation, building height, setback proportions, materials, detailing, walls, facades, windows, rear entrances, roofs, signage, awnings, lighting, color, utility areas, exterior surfaces, landscaping, trademark building design and parking.
- Implementation
 1. A Capital Improvement Program for the phase improvement of water, sewer and storm sewer mains is proposed as well as street and sidewalk resurfacing.
 2. An Implementation Action Program describes the policy and program changes and capital improvement necessary to implement the Plan.
 3. A Downtown Plan Action Committee to oversee Plan implementation is established.
 4. Various sources of funds to pay the costs of downtown improvements are identified.
 - **Overall Goal Statement for Downtown Stillwater**
 - *The image and identity of Downtown Stillwater is of primary importance. It is represented in its historic buildings, its natural setting, and in its dedication to open spaces, pedestrian accessibility and the River. The goal of the Downtown Plan is to enhance and retain the historic rivertown image of Stillwater through a conscientious and gradual process of change and economic growth so that Stillwater, "the Birthplace of Minnesota," continues to be a special place to live, to work and to visit.*
 - **Image Goals and Objectives**

The image of Stillwater is an historical rivertown in a beautiful natural setting. Contributing to this image are a number of well-preserved 19th Century buildings, the scale of the Downtown Commercial area, and its setting between the bluffs and the St. Croix River.

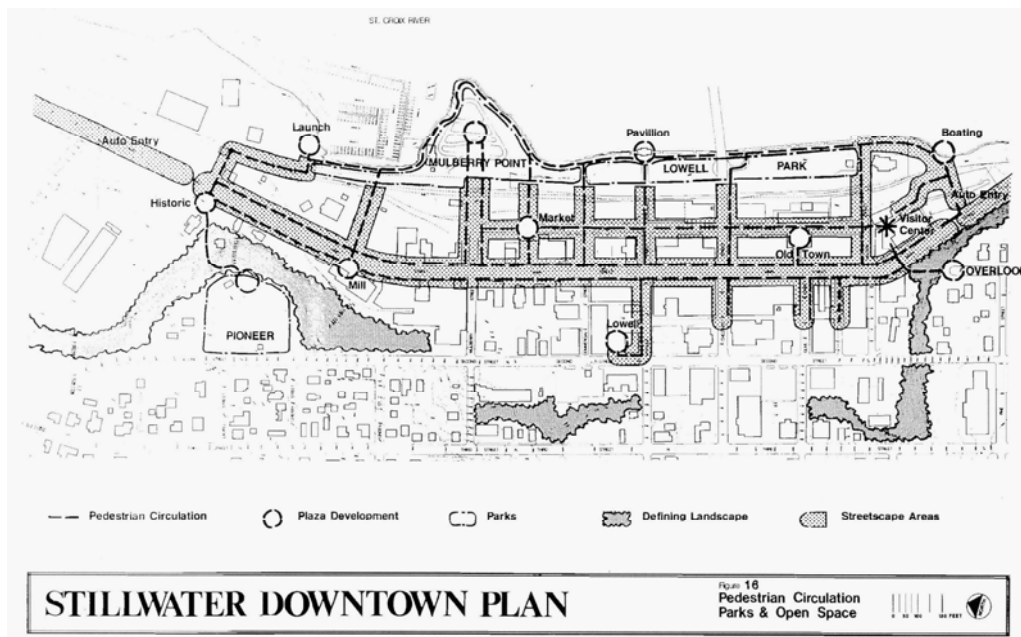
 - Image Goal
 - Enhance and retain the historic rivertown image of Stillwater.
 - Image Objectives
 - Preserve the natural appearance of the entrances to Downtown, of the bluffs and hillsides, of the river valley.
 - Maintain and enhance the pedestrian connections between the bluff top residential areas and Downtown commercial/recreational areas.
 - Preserve significant Downtown historic structures, including the Lift Bridge across the St. Croix River.
 - Develop and administer design guidelines for new development, so that the integrity of the existing and surrounding buildings is maintained and new development is of a height, size and design compatible with the best examples of existing development.
 - Establish height limits for new development.
 - Establish screening requirements for utility areas and mechanical equipment.
 - Develop a coordinated sign program for public as well as private signs.
 - Establish a streetscape design theme, including lighting, signage, landscaping, street furniture, and paving texture for main street and connecting streets.



- Preserve structures that are on or qualify for the National Register of Historic Places.

- ***Physical Environmental Goals and Objectives***

The physical environment of Downtown Stillwater has long been a source of pride and inspiration for residents and visitors alike. This includes the St. Croix, a National Wild and Scenic River, the river bluffs, the woods, the views, and the handsome old buildings. The physical environment is a reminder of the economic and cultural heritage of the City, but more importantly supports the present and future business activity. Because of the constraints imposed by the river and the steep bluffs and because of the importance of the image and function of Downtown, construction and renovation of all elements of this built environment must proceed with great care.



- Physical Environmental Goals
 - Maintain and build a physical environment which achieves the image objectives set forth above.
 - Require architecture and urban design which recalls late 19th Century commercial design, is refined and subdued, and helps create an environment which is pleasing and interesting to pedestrians.
 - Ensure all buildings and public improvements present an attractive, well-kept appearance.
 - Ensure that the infrastructure is adequate to support the long-term aims of the Downtown.
- Physical Environmental Objectives

Land Use Planning:
 Adopt and follow a land use plan which:

 - Promotes the historic, small rivertown image of Stillwater.
 - Allows for economic growth and evolution.
 - Provides for office, service and residential development.
 - Separates incompatible land uses.



- Protects the adjacent residential neighborhoods.
- Improves the use and enjoyment of the riverfront.
- Can be realistically serviced by the circulation and parking system.
- Protects important views and vistas.
- Encourages private redevelopment of properties which are underutilized or not supportive of the objectives of this plan.
- Maximizes parkland area along the riverfront.

Traffic and Parking:

- Minimize the negative impacts of traffic and parking on the image objectives while supporting appropriate economic activity.
- Maximize the efficiency of the limited parking supply through user education, signage, enforcements, pricing and other means.
- As redevelopment occurs in the Downtown, restructure and redesign the parking system so that it supports the image, economy, and other physical environmental objectives.
- Maintain and improve pedestrian access up to the bluff to the neighborhoods; throughout the Downtown, and along the river.
- Improve the environment for bicyclists.
- Provide drop off locations and parking for charter buses bringing visitors to Stillwater.
- Maintain the historic Lift Bridge as a direct connection to Wisconsin from the Downtown for local and visitor traffic.
- Located new parking structures along Second Street west of Main Street.
- Remove parking from the riverfront along Lowell Park as new parking becomes available and adequate spaces are available.
- Consider locating a transit stop in Downtown Stillwater to reduce the reliance on the automobile and promote convenient travel within the region.

Riverfront:

- Develop a riverfront park and open space system including Lowell Park, the City owned property south of downtown and Kolliner Park.
- Make the riverfront a more pleasing place for those who seek active or passive recreation.
- Support the present level of boating access while achieving the image and riverfront passive recreation aims.
- Make the Downtown riverfront a community focal point.
- Improve pedestrian paths to and along the river and generally improve the perception of access to the river from all parts of Downtown.
- Consider relocating charter and excursion boating facilities to the City-owned property south of Downtown.

Landscaping:

- Use landscaping to blend the Downtown into the natural attraction of the St. Croix River Valley, to improve the enjoyment of the riverfront, and to soften features such as parking lots and service areas which may be inconsistent with the desired Downtown image.



- Call attention to the natural resources of the Downtown, including the river, the bluffs, east bank of the river, the geologic history.

Views and Vistas:

- Increase the awareness and enjoyment of special views into, across, and out of Downtown.
- Protect and enhance special views and vistas, particularly water or river valley views.

Utilities:

- Ensure that the water, sanitary sewer, and drainage systems are adequate to support present and future land development.
- Reduce the visual impact of overhead telephone and electricity lines.

- ***Economic Goals and Objectives***

The economic health of the community is dependent on the economic health of local commercial and industrial activities. These activities provide jobs for residents, products, services, and tax base to support public facilities and services. The Downtown provides a significant share of Stillwater's economic base.

- Economic Goal:

The goal for Downtown Stillwater is to encourage a viable and compatible mix of community and visitor-serving activities that builds on the assets of Downtown as a desirable place to live, work, shop and visit consistent with the capacity of public services and facilities and the natural resources.

- Economic Objectives:

- Promote complementary land uses in the Downtown.
- Include retail, service, government, housing, and tourist-related activities Downtown so as to provide economic stability.
- Achieve a balance between visitor-related activities and community-oriented activities.
- Position Downtown Stillwater in the regional visitor market.
- Promote the unique aspects of the Downtown by creating a marketing strategy based on the historic and rivertown characteristics of the City.
- Use the waterfront as an amenity which supports housing, recreation, and retail growth.
- Preserve and enhance the historic and architecturally significant buildings in Downtown.
- Promote the (re)development of the North Main Street area.
- Increase employment and sales downtown so as to assure the continued importance of the downtown in Stillwater's overall economy.
- Increase property values and building occupancy rates Downtown.



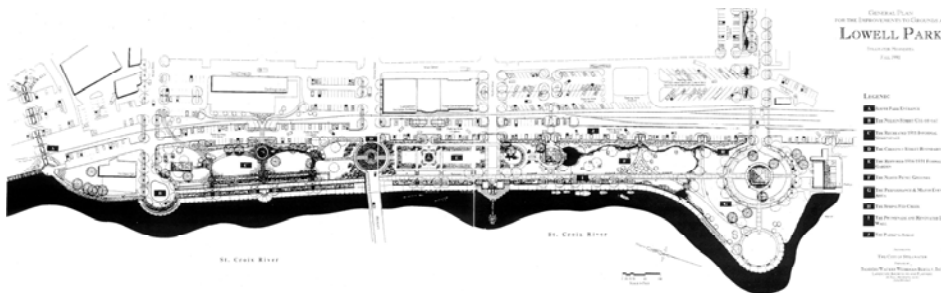
1992 Renovation of Lowell Park Plan – Prepared by Sanders Wacker Wehrman Bergly, Inc.

South Design Guidelines

- Develop a continuous riverfront pedestrian walkway linking new and existing areas of the downtown
- Create regular visual and pedestrian access corridors linking the riverfront, Lowell Park and Main Street
- Design parking to serve both the downtown and park and screen views of parking from within the park
- Provide short term docking along lower levee.

North Design Guidelines

- Upgrade Mulberry point to the passive recreational and pedestrian character defined by the Morrell and Nichols Lowell park plan
- Consolidate boat launch and vehicles with trailer parking at the existing marina site and eventually north and south of downtown
- Develop Mulberry Street into a more formal ‘processional’ boulevard, linking the riverfront and Main Street

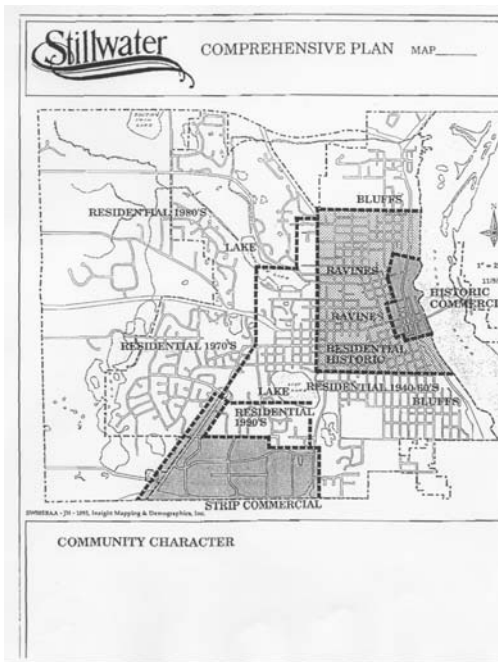


Stillwater Comprehensive Plan 1995 – Prepared by the City of Stillwater

Relevant Goals

Community Character

- Strengthen Stillwater’s Unique Character
- Preserve and strengthen Stillwater’s quality of life
- Maintain Diversity and preserve and enhance views of dominant features natural and manmade.



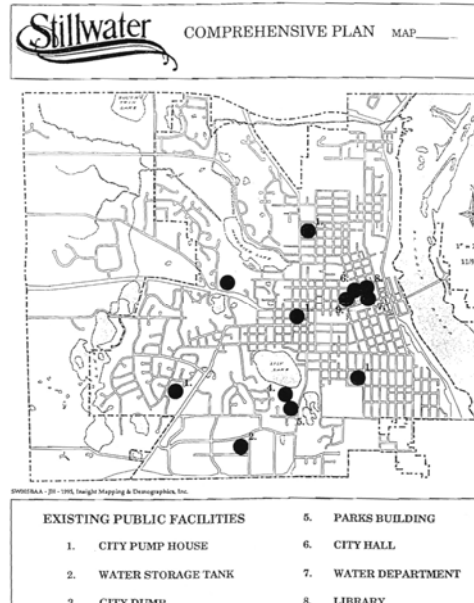
Land Use

- Maintain Stillwater as a separate and distinct community distinct from the surrounding area.

Transportation

- Prevent intrusion of non-residential traffic in neighborhoods when possible and develop a comprehensive sidewalk, trail and bikeway system.
- Develop a coordinated transportation system that provides for local as well as area-wide traffic.
- Provide efficient and environmentally sound transportation facilities consisting of roads, bikeways, transit lines and pedestrian paths.
- Support construction of new interstate bridge and TH36 corridor improvements.
- Develop and locate new roads sensitive to historic structures and sites and natural features.





Natural Resources and Open Spaces

- Create a natural resource open space system that preserves open spaces within and outside the City of Stillwater.
- Use the system to connect open spaces, parks, activity centers and neighborhoods.
- Protect and enhance the St. Croix River as a natural open space system and recreation resource.

Housing

- Provide a choice of housing types and densities suitable to meet the needs of the young, locally employed and elderly through zoning and landuse planning.
- Use land use map to designate residential sites appropriately located for a range of housing densities.

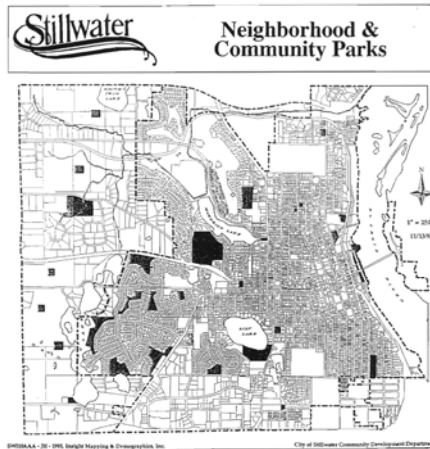
Local Economy

- Promote and maintain the downtown as a central focus for community economic and cultural activity.
- Promote tourism consistent with retaining Stillwater’s unique natural resources and historic and architectural character.

Parks, Riverfront and Trails

- Provide a variety of parks and other leisure, recreational and cultural opportunities that the area accessible, affordable, safe, physically attractive and un-crowded for all Stillwater residents.
- Enhance and expand existing recreational facilities for Stillwater residents based on recreational needs of the community and its neighborhoods.
- Provide passive, active, safe and accessible parks.
- Work with other local governments, the school district and Wash. County to develop a St. Croix Valley recreation and facilities plan.





LEGEND:
 ■ Neighborhood Parks
 ■ Community Parks
 □ Water
 N City Limits
 W Expansion Area Limits



NATIONAL REGISTER SITES
 1. OLD STONE BRIDGE
 2. TERRITORIAL PRISON SITE AND WARDENS HOUSE
 3. STAPLES MILL
 4. DOWNTOWN HISTORIC COMMERCIAL DISTRICT
 5. COURTHOUSE
 6. NELSON SCHOOL
 ● RESIDENCE

Historic Resources

- Safe guard the heritage of the city by preserving historic properties which reflect Stillwater’s cultural, social, economic, political, visual, aesthetic or architectural history.
- Protect and enhance the city’s appeal and attraction to resident’s, visitors and tourists, using historic properties as a support and stimulus to business and industry.
- Enhance the visual and aesthetic character, diversity and interest of Stillwater.
- Foster civic pride in the beauty and notable accomplishments of the past.

Aiple Property/ Kolliner Park Master Plan - Prepared by SRF, December 1998

Design Guidelines

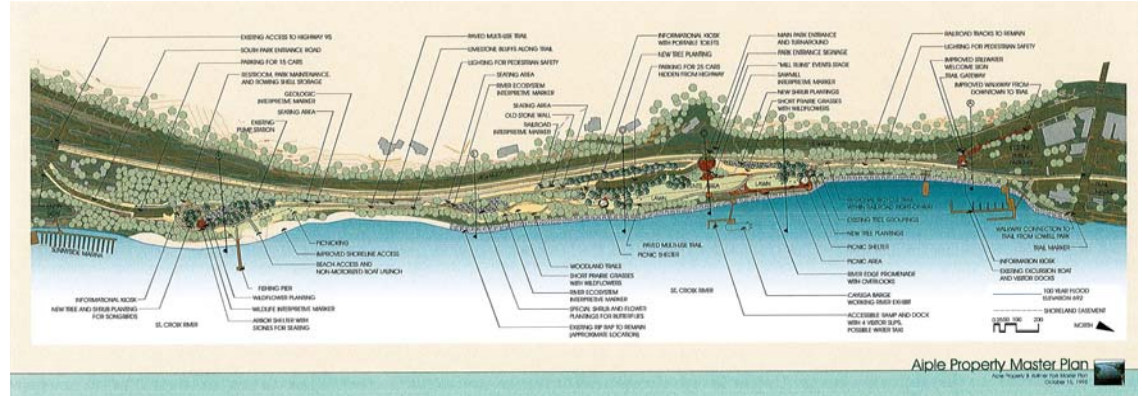
1. Develop a continuous riverfront pedestrian walkway linking new and existing areas of the downtown
2. Create regular visual and pedestrian access corridors linking the riverfront, Lowell Park and Main Street
3. Upgrade Mulberry point to the passive recreational and pedestrian character defined by the Morrell and Nichols Lowell park plan
4. Consolidate boat launch and vehicles with trailer parking at the existing marina site and eventually north and south of downtown
5. Develop Mulberry Street into a more formal ‘processional’ boulevard, linking the riverfront and Main Street
6. Design parking to serve both the downtown and park and screen views of parking from within the park
7. Provide short term docking along lower levee.

Aiple property Design Guidelines

1. Maintain natural appearance of site from the River and entering Stillwater along Highway 95 from the south.



2. Development plans shall address the bluff line, shore land and floodplain requirements
3. Any plans should include a pedestrian pathway that links the southern city boundary along the river to Lowell Park



**Kolliner Park
Design Guidelines**

1. Development plans shall address the bluff line, shore land and floodplain requirements
2. Link Kolliner Park to Lowell Park and the City park open space system by way of the Historic Lift Bridge.

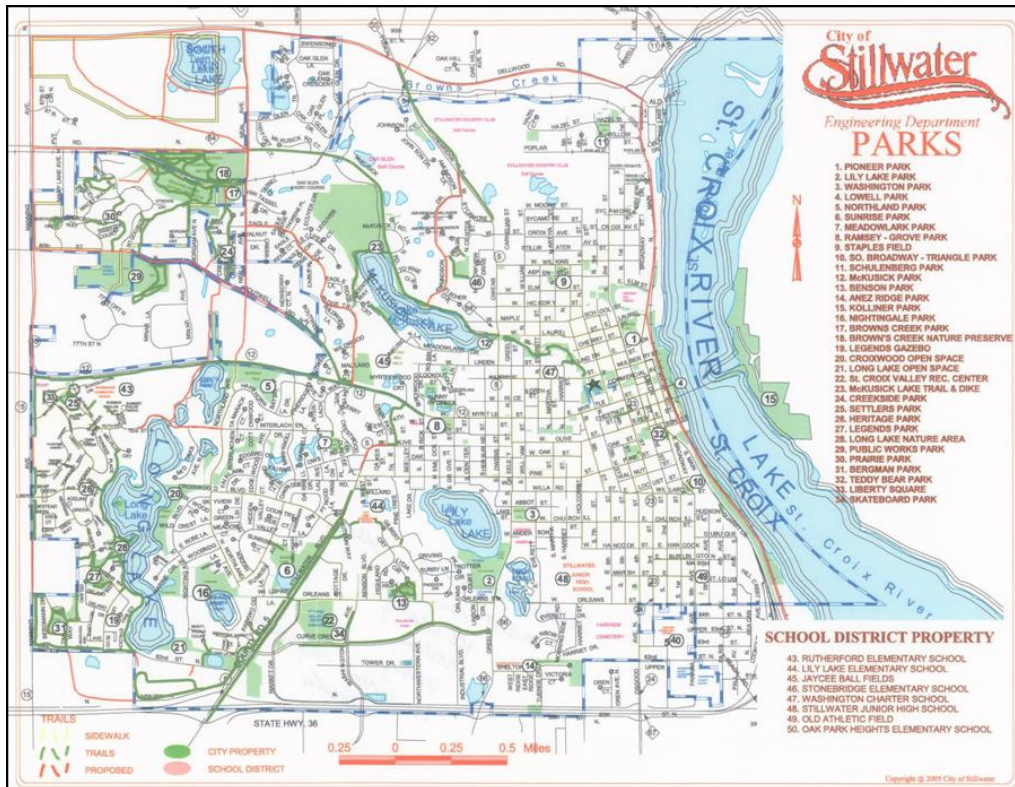


Comprehensive Trail Plan (dated 11/16/2000) – Prepared by City of Stillwater

The Goal for this study is to develop and maintain a city-wide interconnected network of trails to provide valuable recreational and transportation opportunities for City residents and visitors.



- Current trail system has unfinished trails or trails that do not interconnect, are not available to primary destinations such as elementary schools or parks, do not meet modern design standards and need routine maintenance and consistent signage
- This comprehensive trail plan and map address these issues by providing an overall direction for trail planning. The emphasis is on multi-use trails with shared responsibility and cooperation by all users.



Overall Goals and Standards

The following trailway goals and standards are established based on existing conditions, City Board input and trail policies in the existing Comprehensive Plan. They are as follows:

- Develop a continuous comprehensive “walkable community” trail system, including both on and off-street routes, that makes bicycle and pedestrian travel fun, safe and enjoyable.
- Develop a comprehensive trail system that traverses the community both east-west and north-south and links the local trail system to existing and proposed regional trails.
- Increase levels of bicycling for commuting and utilitarian trips as a cost-effective and environmentally friendly alternative in the transportation system.
- Establish and maintain appropriate and safe standards and guidelines for bicycles facilities, programs and projects.
- Concentrate providing safe pedestrian/bicycle access to downtown’s historical district and facilities along the Saint Croix River.



- Expand and link the trail system between neighborhoods and to major activity, work centers and local destinations throughout the City routing pedestrians and bicyclists off major roadways wherever possible.
- Where adequate, uninterrupted right-of-way is available, separate bicycle paths can be used to provide long, continuous routes for commuting or recreational trips.
- Provide pedestrian access to both active and passive recreational areas, as well as access to Stillwater's natural areas.
- Ensure the construction of trails in new development to provide for trail linkages consistent with the adopted Comprehensive Trail Plan.
- The City should complete sidewalk links in neighborhoods lacking sidewalks.
- Ensure accessibility of transportation facilities in accordance with the spirit and requirements of the Americans with Disabilities Act.

Trail Design Goals

- Emphasis should be on maintaining existing sidewalks and adding new facilities in residential areas where demand exists.
- Provide adequate road width on Stillwater streets to accommodate bicycle lanes where separate bicycle lanes are not feasible.
- Retrofit existing roadways to accommodate bicycles. Work with the width of existing City roads to create designated bicycle lanes.
- Encourage regional and state agencies to promote enhanced design standards for regional trails passing through the City.
- Coordinate local improvements with those of outside agencies to accelerate timing of trails through the City.
- Promote compatibility on multi-use trails using proper etiquette guidelines.
- Adhere to the Americans with Disabilities Act Guidelines.

Specific Location Goals

- Examine and provide existing City bicycle lane signage.
- Examine potential trail sites and develop trails as appropriate noting their historical and natural setting, such as the Minnesota Zephyr right of way, City ravines, and greenways, and their ability to connect downtown and the new expansion area.
- Integrate McKusick Ravine into the trail system as a natural extension of the McKusick Lake Trail to downtown.
- Establish trail around Lake McKusick and Long Lake.
- Establish dock-like or appropriate trail across Brown's Creek wetland to compliment the Brown's Creek trail system behind the Creekside Crossing development.
- Encourage MnDOT to provide continuous bicycle paths along the Frontage Road from CR 15 to TH 95 and along 95 from Oak Park Heights to TH 95 though downtown.
- Encourage the development of a separate path or bike route along Neal Avenue.

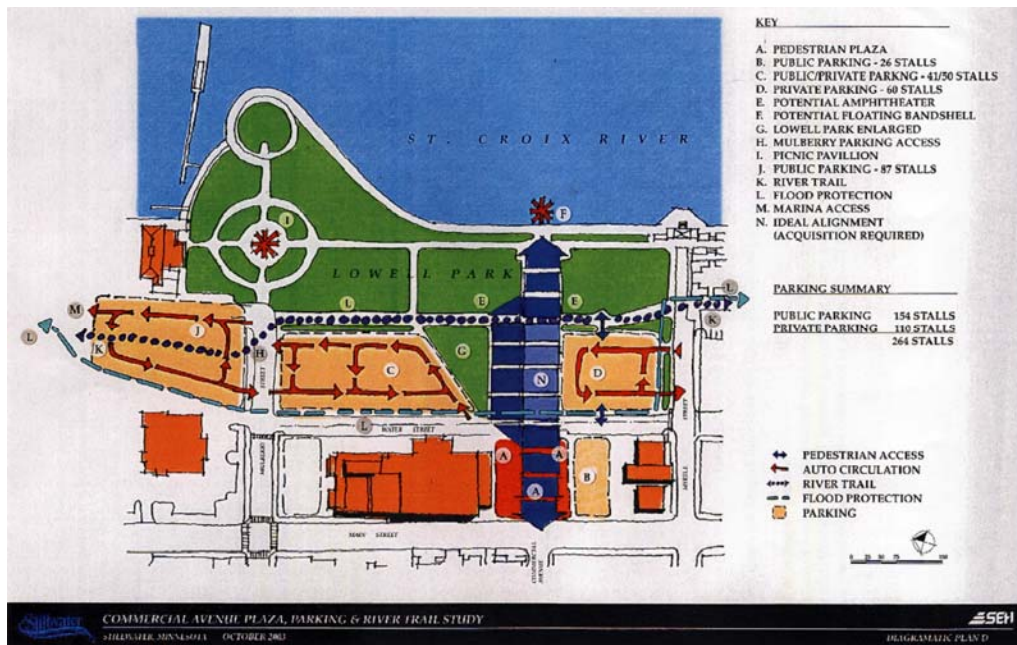


- Encourage the development of a separate path or bike route along Boutwell Road.
- Enhance and expand sidewalks in the north hill area.
- Encourage the development of a trail on the north side of the Stillwater Golf Course to connect Hazel Street to County Road 5.
- Encourage the development of a sidewalk/bikeway along Eagle Ridge Trail.
- Develop a sidewalk and bike lane along Curve Crest Boulevard.

City of Stillwater – North Main Street/ Lowell Park Plan Update – Prepared by SEH, January 2004

Plan Objectives

- Visually and physically connect Main Street with the St. Croix River and Lowell Park.
- Reduce the visual impact of parking while providing parking opportunities.
- Provide pedestrian amenities such as landscaping, restrooms, trails and sidewalks, interpretive sites of the Downtown and River as well as small and large-scale meeting and event areas.
- Improve the visual appearance and function of the area
- Provide 100 year flood protection for the Downtown
- Provide setting, location and design for special Downtown festivals and events.
- Fit into and complement the natural and historic/ cultural setting of the study area and the Downtown.
- Meet City parking obligations to the Valley Co-op and the Lumber Baron’s Hotel.
- Link the study area to surrounding downtown areas with pedestrian improvements
- Secure City owned planning area lands for current and future public use.



Preferred Alternative D

- Expands Lowell Park area by .76 acres and extends the park to Water Street.
- Organizes and consolidates parking.
- Provides the opportunity for a visitor center/ restroom/ hospitality center for Downtown visitors.
- Locates a linear landscaped trail connecting the area to the north and south Main Street areas.
- Provides location for a flood barrier along Myrtle and Water Streets.
- Provides for a strong pedestrian connection between Main Street and the River.
- Accommodates community festivals farmers market, and special arts and crafts events.
- Provides a defined area for the expansion of Lowell Park so park improvements can be made in 2004.

Phasing and Costs

Phase One: Develop the new parking lot north of Mulberry Street to serve PD Pappy's, the Stillwater Yacht Club and the north end of Lowell Park. This phase would also include the removal of parking on Mulberry Point. Existing parking east of Water Street and south of Mulberry Street would remain as is. Project cost for budgeting Phase One is estimated at \$150,000.

Phase Two: Develop the north end of Lowell Park to Mulberry Point. Revise existing parking east of the old railroad track as needed to accommodate the park expansion. Project cost for budgeting Phase Two is estimated at \$2,000,000.

Phase Three: Construct new parking ramp(s) west of Main Street. Project costs for budgeting Phase Three is estimated at \$2,800,000 for the three level 325 stall Mulberry and 2nd ramp. A three level 343 stall ramp between the Lowell Inn and Rivertown Commons is estimated at \$5,000,000. This ramp would have access from both 2nd and 3rd Streets and would serve both Downtown as well as the churches on 3rd Street.

Phase Four: Construct pedestrian plaza and Lowell Park extension to connect to Main Street. Reconfigure parking lots as needed. Project cost for budgeting Phase four is estimated to be between \$500,000 and \$2,000,000 depending on the extent of restroom and visitor amenities offered.

Ramp Study

- Mulberry and 2nd Street Ramp
 - 325 total spaces
 - Est. \$2.8 million cost
- 2nd and 3rd Street Ramp
 - 343 total spaces
 - Est. \$5 million cost
- Myrtle and Water Street Ramp
 - 150 spaces
 - Est. \$1.5 million cost





Locally Preferred Plan for the downtown Stage III floodwall/levee project (submitted to St. Paul Office, Corps of Engineers July 30, 2004)

The locally preferred option is based on a previously prepared and presented option known as "Option 2, 691'". The basic idea behind the levee option, as it sits today, is the design of a berm that will be located within the current rail road right-of-way that exists along Lowell Park. A bike promenade/ trail would be located on top of the berm and will connect the southern and northern ends of Downtown. At locations where existing City streets access Lowell Park and the River, a temporary closure device can be placed or erected that would allow protection during floods.

Based on the revised 691' option, some of the advantages would be:

- Authorization and approved by Congress
- Protects sanitary Sewer
- Provides interior drainage flood fighting system
- Reduces City emergency efforts
- Reduces disturbance of Downtown



Disadvantages include:

- Businesses still pay flood insurance
- Flood fighting efforts still required
- Some visual impact on riverfront

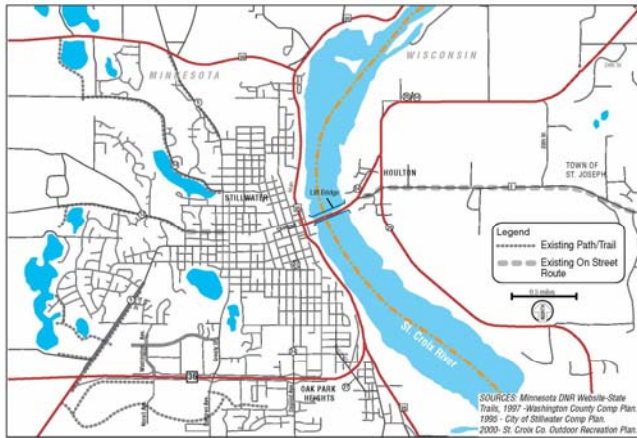
St. Croix River Crossing FEIS (dated 8/04) – Prepared by MnDot

This document describes the existing transportation systems/ facilities within the project area, as well as, how the systems currently function from an operations and safety perspective. The document also identifies future operations problems based on forecast traffic growth and examines the impacts of the potential Stillwater Lift Bridge alternatives.

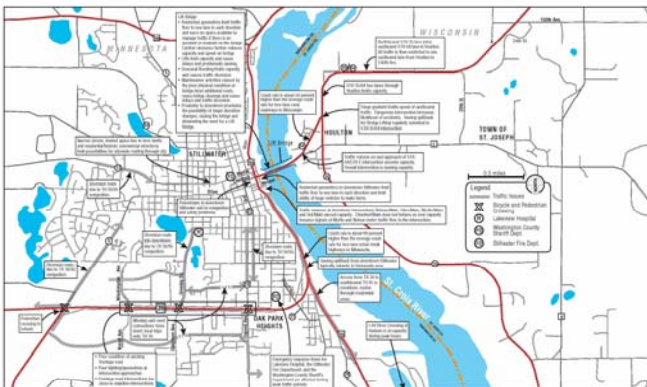
The EIS defined existing data for areas including.....

- Highway corridors
- Traffic Volume Growth on Roadways in the Project Area
 - Between 1984 and 2000 traffic on TH36 has grown 1.9% annually.
 - Between 1982 and 2000 traffic on STH 35/64 has grown an average of 2.2 % per year
 - Traffic Diversions
- Lift Bridge
 - Facility Description
 - Traffic Volumes
 - Lift bridge is scheduled to lift 21 times per day (weekdays) during peak season and 22 times per day on weekends

- The schedules for the lift bridge have been planned to minimize bridge deck lifts during peak traffic periods.
- Lift Bridge carries almost 1,450 vehicles (950 in eastbound direction) during weekday peak hours (5:15 to 6:15pm).....morning peak hours have 1,140 vehicles (800 westbound)
- Traffic Patterns
 - Origin Destinations
 - Alternate Modes
 - Existing and Planned Transit Services
 - Park and Ride Lots
 - HOV Facilities
 - Pedestrian and bicycle facilities
 - Pedestrian Volumes
 - Existing Service and Operations



Existing Bicycle System Figure 4-12
St. Croix River Crossing Project 2004 Supplemental Draft Environmental Impact Statement

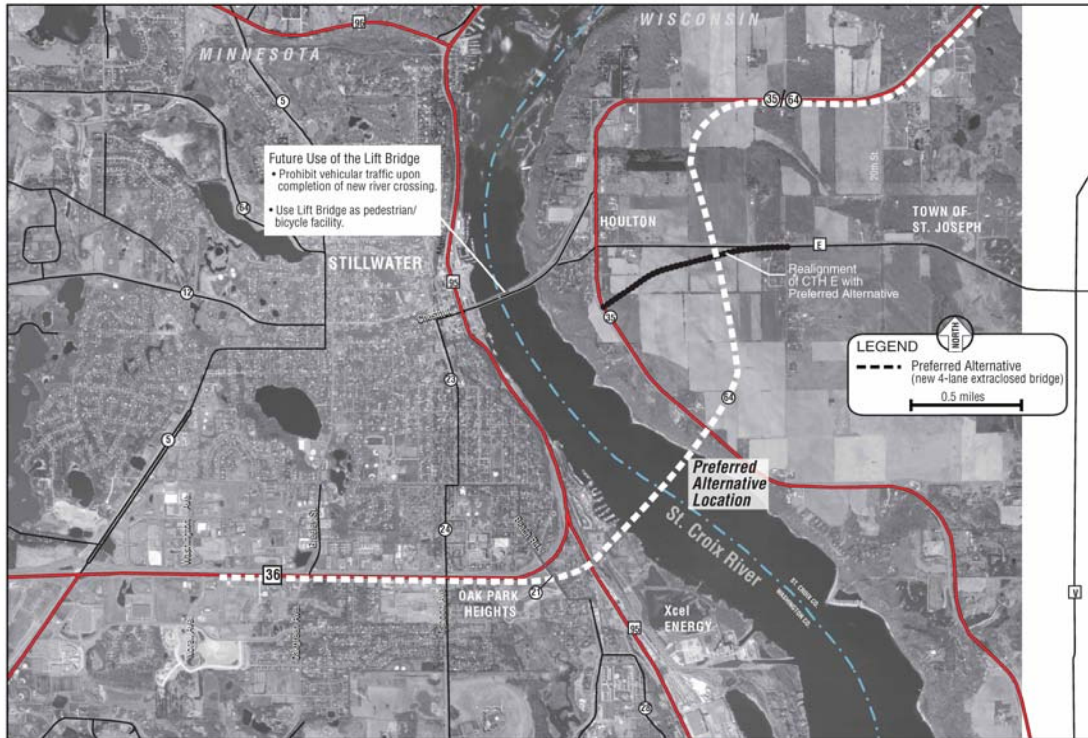


Transportation Issues Map Figure 4-14
St. Croix River Crossing Project 2004 Supplemental Draft Environmental Impact Statement

- Preferred Alternative D
 - New bridge located south of existing lift Bridge.....four-lane divided freeway
 - Lift Bridge converted to a bicycle/ pedestrian facility



- STH 64 continues through to Houlton.
- TH36 from TH5 to the new bridge is converted to an access controlled freeway
- A full access TH 36/95 interchange is constructed
- TH36 is no longer routed through Downtown Stillwater



Project Area and Supplemental Final EIS Preferred Alternative Figure ES-1
 St. Croix River Crossing Project 2006 Supplemental Final Environmental Impact Statement

Alternatives Analysis and Evaluation

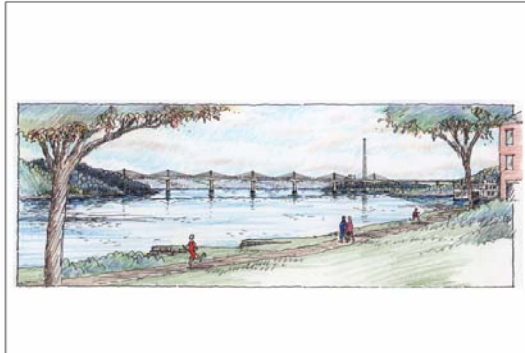
- Daily River Crossing Volumes
 - River crossing will double from 2002 to 2030
 - Projected Volumes on TH36 with new bridge to be 51,000 vehicles per day
 - Peak hour River crossing volume and capacity to be estimated 1,925 vehicle /in/hour
- Daily Local Traffic Operations analysis
 - Based on Option D it was determined that 6 different intersections would be over-capacity.....most problematic include:
 - CR 5 (Stillwater Blvd)
 - TH 95
 - Downtown Stillwater 3rd Street Intersections
- Safety
 - Option D is projected to produce 700 fewer accidents from 2011 – 2030
- Benefit/ Cost Analysis
 - Option D is estimated to cost \$245 to \$310 million with a benefit cost ratio of 7.3



- Access and Local Road connectivity



Photo Simulation of Preferred Alternative River Crossing –
View from Lowell Park
Figure 7-6
St. Croix River Crossing Project 2006 Supplemental Final Environmental Impact Statement



View from Lowell Park - Preferred Alternative Extradosed Bridge Type
Figure 7-2
St. Croix River Crossing Project 2006 Supplemental Final Environmental Impact Statement

**2006 Design Manual, Commercial Historic District –
Prepared by Stillwater Historic Preservation Commission, Tomtem Environmental Design and
Stillwater Community Development**

Design Manual

The Downtown Design Manual is an accumulation of recommendations created to direct and lead Stillwater in its endeavor to conserve and enhance its appearance, preserve its historical and/ or architectural assets, protect and encourage areas of existing or potential scenic value, and assist its property owners. The guidelines encourage the community to effectively work together as new construction, renovation, and restoration is proposed.

The design criteria and associated guidelines form the core of the design manual. Each guideline or criteria will contain a background paragraph that describes the history of the criterion. The guidelines are not formulas or specific solutions, but are meant to be flexible recommendations to develop compatibility within the building, its neighbors, and the area. The guidelines are intentionally flexible, thus avoid in the danger



of sameness. They are meant to encourage rather than insist, and discourage rather than prohibit. They guide, but they cannot design.

DESIGN MANUAL



Commercial Historic District
Stillwater, Minnesota

How does the design process work?

New development or remodeling projects in the Downtown area, require a design review permit. The seven-member Heritage Preservation Commission shall review the project site, architecture and landscape plans with the design manual to ensure consistency. The Heritage Preservation Commission shall then recommend approval, denial or approval with certain conditions to the Planning Commission and City Council.

Design Principles for New Construction.

The basic principle for new construction in historic Downtown Stillwater is to maintain the scale and character of present buildings. Generally, new structures should provide height, massing, setback, materials and rhythm compatibility to surrounding structures.

Design Principles for Restoration or Rehabilitation

To the extent possible, modification to storefronts and building facades should seek to remove inconsistent present layers of siding and signage to emphasize the design and materials of the original building. New designs may be appropriate if the building has been altered to the point that the original design has been destroyed. Any new design should respect the proportions as well as the detailing of the original design and should use materials, which are consistent with those used in the original building. New design elements such as cloth awnings, flower boxes or signage which did not exist at previous times may be appropriate to give the building both color and character.

General principles for restoration and rehabilitation are taken from the Secretary of Interior's Standards for Rehabilitation.

Pedestrian Oriented Design

Guidelines

- The design of buildings should help make the street enjoyable, visually interesting and comfortable. Individual buildings should be integrated with the streetscape to bring activity in the building in direct contact with the people on the street
- Avoid blank walls, closed curtains, and neglected storefronts. These are all pedestrian turn-offs. Put two or three in a row and you've killed the attraction to pedestrians. It doesn't work in a mall and it doesn't work downtown.
- Natural light should be allowed to penetrate into the interior of the store.
- Displays should allow the customer a full view of the store interior.
- Window displays should be attractive when viewed from both the sidewalk and the store interior
- Light fixtures should be hidden from view
- Window displays should allow people in the store to see out.
- Existing uninteresting street facades can be enhanced with detailing, artwork, landscaping or other visually interesting features.

Natural Resources

Stillwater's water resources and natural areas are some of the community's signature features, and some of its greatest assets. City residents and visitors place a high value on the St. Croix River, its bluffs, local lakes, creeks, wetlands and natural areas. The City's natural features and natural systems are significant for future planning for their ecological, aesthetic, and economic value.

This section summarizes the community's water and natural resources, and discusses their current condition and issues for this Comprehensive Plan.

Water Resources

- *The St. Croix River* was one of the earliest rivers to be designated a Wild and Scenic River under the national Scenic Rivers Act. The Lower Riverway near Stillwater is jointly managed by the National Park Service, Minnesota DNR and Wisconsin DNR. While still of high quality, nutrient pollution and sediment in runoff from agricultural and urban areas is a concern, and will affect future management of the river and land within its watershed.
- *St. Croix River Bluffs and Ravines.* The City's topography is one of its most interesting and characteristic features. The Downtown area is cradled below a semi-circle of bluffs that offer priceless views of the St. Croix River, the Downtown, and surrounding areas. The City also owns the bluff area on the east side of the St. Croix (Kolliner Park), and preservation of this area with a natural appearance is an asset Stillwater. The City's older neighborhoods and bluffs are bisected by a series of steep ravines. In the past, these areas were used primarily for drainage and trash disposal from surrounding properties. However, some have been protected or recognized as assets. McKusick Ravine has been developed as a natural area with a trail and "creek" created by a low-flow stormwater diversion from McKusick Lake. This project was completed along with stormwater infrastructure improvements and. As the City owns land within many of the ravines, options to protect or enhance these areas as open space and greenways should be considered.



- *Brown's Creek* is a DNR protected, naturally producing trout stream. Extensive information about Brown's Creek can be found in the Brown's Creek Watershed District's *Third Generation Watershed Management Plan*. The City of Stillwater completed the \$5 million Trout Stream Mitigation Project between 2001-2003, to protect Brown's Creek from potential stormwater impacts of development in its western Annexation Area. The project included restoration of a portion of Brown's Creek north of McKusick Lake, to reconnect trout habitat in the lower creek with habitat areas in the upper watershed.
- *Lily Lake* is relatively deep, and has the highest water quality among the lakes in Stillwater. It is a landlocked basin, with no naturally defined outlet. Lily Lake is the only lake in the City with a swimming beach and active recreational fishing. The City is currently drafting a lake management plan for Lily Lake.
- *Long Lake* is a large, shallow lake in western Stillwater. It provides habitat for waterfowl. In response to resident concerns about water quality and other management issues, the Brown's Creek Watershed District completed the *Long Lake Management Plan* in 2006, which provides detailed information on lake conditions and management options.
- *McKusick Lake* is a shallow lake, identified as a wetland on the Department of Natural Resources' protected waters list. The Trout Stream Mitigation Project diverted a portion of the Brown's Creek watershed to McKusick Lake. The project also established new structures to control flow out of McKusick Lake. The City is currently drafting a lake management plan for McKusick.
- *South Twin Lake* will soon be within the City limits when the developing area around it is annexed to the City. South Twin Lake is a shallow lake identified as a wetland on the Department of Natural Resources' protected waters list.
- *Over 100 wetlands* remain within the City of Stillwater. The City recently completed a Wetland Inventory and Management Plan, which mapped existing wetlands and classified them based on their functions and value for habitat and other characteristics. Remaining wetlands are primarily located in the less-developed west and north sections of the city. The highest quality features are found along Brown's Creek, where groundwater discharge supports seepage wetlands including high quality sedge meadow communities. Other wetland community types found within the city include shallow and deep marsh, shallow open water, shrub wetlands, and wet meadow. The latter are typically seasonally flooded basins dominated by reed canary grass. Areas of floodplain forest can also be found along the St Croix River. The City's Local Surface Water Management Plan includes the Wetland Inventory, management goals and requirements for the City's wetlands. These are discussed in greater detail in the Surface Water section of this Plan.

Natural Communities and Other Natural Resources

European settlement and associated landscape change began in Stillwater around 1840. The area was used by the Dakota and Ojibway for centuries before that date—particularly the St. Croix River and its tributaries. Few high quality natural areas survive in the city after nearly two centuries of landscape alteration for agricultural and urban land uses. Several natural resource inventories in the Stillwater area have identified some patches of native plant communities, which are home to and rare species of concern in



Minnesota. Many of these areas are associated with the City's key water resources, particularly Brown's Creek and its tributaries.

- The *Minnesota County Biological Survey* (Minnesota Department of Natural Resources, Division of Ecological Services) identified high-quality maple-basswood forest, mixed hardwood swamp, and bluff prairie natural communities within the lower ravine of Brown's Creek. The Survey also identified Louisiana Waterthrush habitat within this ravine.
- The *Stillwater Open Space Report* (1995) evaluated 15 open space sites in the community and prioritized these areas for protection. Six areas were found to have natural areas of high or moderate value. Some of these areas have since been protected as part of public or private open space, or are protected by the Wetland Conservation Act.
- The County Biological Survey and Open Space Report both identified an oak woodland west of Long Lake as a natural community, of variable quality. Landowner records later indicated that this woodland had been planted by early landowners. Portions of the woodland were protected as the area developed, and connected to the buffer areas around Long Lake.
- A population of Tubercled Rein-orchid (*Platanthera flava*) was identified by a local botanist in the Jackson Wildlife Management Area. The species is classified as endangered in Minnesota. The occurrence was noted again by the City in 2004, in a permit request to the DNR. The orchid occurrence is limited to a few areas near the wetland, and was not affected by the permit activities.
- In March 2000, the City completed the *Report for the Brown's Creek Park and Nature Preserve Plan*. The report inventoried natural communities within the proposed park and nature preserve areas. These areas included a variety of woodland, wetland, degraded prairie and old field communities. While most areas had been degraded by agricultural land uses, they offered potential for restoration and improvement. The City used the report to work with the DNR and local developers to acquire and preserve the Park and Nature Preserve properties. The City has since completed prairie and wetland restorations with the Park and Nature preserve areas. The report was updated in 2005, and a long-term maintenance plan for the natural communities was completed, along with Master Plans for the Boutwell Cemetery Park and Munklewicz property park, adjacent to the Brown's Creek tributaries.

The remaining upland and wetland natural areas in Stillwater are concentrated in small patches within a landscape dominated by residential and other urban land uses. In western and northern Stillwater, water resources such as Brown's Creek help to maintain natural connections among some of these communities. The protection and restoration of larger patches has also occurred within Brown's Creek Park and Nature Preserve. The City is developing a connected trail system with buffer areas that will help to maintain natural connections, and provide residents with opportunities to experience and learn about these areas.

This Comprehensive Plan includes goals and policies to protect the water and natural resources in the Community, and develop connections and restore areas to improve the health of these resources for the long-term.



Additional natural resources information for Stillwater is available in the watershed management plans adopted by Brown's Creek Watershed District, Middle St. Croix Watershed Management Organization and Carnelian-Marine Watershed District.

Issues for Comprehensive Plan:

Maintaining or improving quality of surface waters through improved management or new strategies implemented with new development/redevelopment.

While city is nearly fully developed, use available opportunities to maintain or restore natural areas and connections among these areas.

Maintain connections to habitat areas and resources in the larger region.

Special Studies

Trout Stream Mitigation Plan

The cornerstone of the AUAR Mitigation Plan was the proposal to divert the Annexation Area's stormwater away from Brown's Creek and its ravine through McKusick Lake to the St. Croix River, and restoration of the Creek's historic channel north of McKusick Lake. The diversion became known as the Trout Stream Mitigation Plan.

After adoption of the AUAR, the City completed a Feasibility Study (1997-8) that examined options for the design of the proposed system, and the cost of the options, including the stream restoration and outlet modifications at Long Lake and McKusick Lake. Members of the AUAR Technical Task Force reviewed the Feasibility Study and helped to determine the preferred option along with the City.

Most of the Plan was constructed between 2001 and 2003. The Long Lake outlet improvements were completed in 2004. The Plan accomplished the following goals identified in the AUAR:

- Protection of Brown's Creek from stormwater impacts to meet the standard identified in the Mitigation Plan
- Restoration of the historic Brown's Creek channel. DNR monitoring indicated that brown trout were successfully using the channel to access upstream habitat
- Creation of recreational amenities, including new trails at McKusick Lake and through its ravine to connect older Stillwater neighborhoods with trails and resources in the Annexation Area. This included creation of a "creek" amenity in McKusick Ravine along the trails, using a low-flow diversion of stormwater from McKusick Lake, and a 500' boardwalk at McKusick lake to connect trail segments
- Replacement of aging infrastructure through the ravine and Downtown Stillwater

Issues for current Comprehensive Plan:

- The City will continue to implement the Stillwater AUAR Mitigation Plan as development occurs in the Annexation Area.
- The City will continue to complete Updates to the AUAR to meet EQB requirements. The next updates are due in 2010, 2015, and 2020. Updates would also need to be completed if new development is proposed that has the potential for environmental impacts that exceed those



- analyzed in the AUAR (for example, if the Comprehensive Plan proposes more intensive land uses than those in the previous Comp Plan, or there are changes to infrastructure systems such as transportation or storm water that could increase impacts.)
- The City will continue to maintain the elements of the Trout Stream Mitigation Plan per the Cooperative Agreement with the Brown's Creek Watershed District.

McKusick Lake and Long Lake Plans

Lakeshore residents along McKusick Lake and Long Lake expressed concerns that the Trout Stream Mitigation Plan could negatively impact the quality of these resources, and increase the potential for flooding properties adjacent to the lakes. The City completed studies of each lake, to review the potential impacts of the Mitigation Plan, and develop recommendations to avoid negative impacts. Lakeshore residents as well as natural resource agency staff and watershed organization representatives were included in the Task Forces for each of the studies.

The McKusick Lake Task Force developed the following recommendations, adopted by the City Council in 1999:

- The normal water level elevation of the lake was set no lower than 853'. This elevation was determined to be the best compromise between those who wanted a higher elevation for aesthetics and recreation, and the need to protect some homes from potential flooding.
- Modifications were included to the McKusick Lake outlet and downstream infrastructure to allow for the proposed elevation while preventing flooding as additional stormwater was routed through the Lake from the Annexation Area to implement the Trout Stream Mitigation Plan
- Several options were proposed to improve the recreation and aesthetics of the lake, and improve water quality.

The report was updated in 2005, in response to resident concerns about filamentous algae mats occurring on the lake. The City implemented an algae harvesting program (one of the options discussed in the 1999 report) to address resident concerns. The City is currently completing a study of McKusick Lake to identify potential impacts of the Trout Stream Mitigation Plan, and options to address resident concerns about the health and aesthetics of this shallow urban lake.

The City also worked with a Task Force to complete the Long Lake Management Study in 2003. As the City was developing plans to modify the outlet from Long Lake to meet the requirements of the AUAR Mitigation Plan, some residents expressed concerns that the proposed outlet level was too low, and would have impacts on lake recreation and aesthetics. Residents on the east side of the lake were equally concerned that a higher elevation would cause flooding of homes and yards.

The City worked with the Brown's Creek Watershed District to complete extensive analysis of lake levels, storm event scenarios, and potential flooding and other impacts. At the close of the study, the residents were not able to reach consensus on the lake elevation, and recommended that the City Council make this determination. The Council recommended that the normal water level be set at 890', as recommended in the AUAR. Improvements were also recommended to areas downstream control structures, and to assure adequate flood protection of one property.

The study also recommended that the Brown's Creek Watershed District complete a further study to assess water quality issues in Long Lake, and identify potential improvements, as the drainage area of the lake



includes the cities of Oak Park Heights and Lake Elmo as well as Stillwater. The District completed the Long Lake Management Plan in 2006. The plan includes a range of options and cost estimates for potential improvements in the lake and its watershed. The City will continue to work with the BCWD as the District takes the lead in implementing the plan.

Issues for the Comprehensive Plan:

- The City will address the Lake Plans and related surface water management issues in the Local Surface Water Management Plan chapter.
- The City may consider additional recommendations related to natural resource management, open space, parks and trails near the lakes in the Comprehensive Plan

Water System

The City's Municipal Water System is operated by the City's Water Department. The City has two water towers, two underground reservoirs, and eight pump houses. The City is planning to develop and additional pump house to serve the western Annexation Area.

The Prairie du Chien/Jordan Aquifer system is the source of the City's water supply. The City will have seven wells, including the newest well in the Annexation Area. The average daily water demand is 2.11 million gallons per day, and peak demand is 5.5 million gallons per day. The City's storage capacity is 3.25 million gallons, and pumping capacity is 6,900 gallons per minute. The City has completed a conservation and emergency plan that describes in detail the conditions and capacities of its water system.

The service area for the Water Department is the area within the City boundary. During the past ten years service has been expanded to new developments within the Annexation Area, and older neighborhoods in the North Hill area that were previously not served by City water and sewer infrastructure.

The Stillwater AUAR Mitigation Plan (1997) required that new wells developed to serve the Stillwater Annexation Area be located outside the zone of potential groundwater impacts to Brown's Creek. The lower portion of the creek receives groundwater flows from the Prairie du Chien/Jordan Aquifer. The City is implementing this requirement as it develops new wells to serve the western portion of the community.

Issues for the Comprehensive Plan:

- Address methods the City will use to continue to reduce I & I in the sewer system
- Identify any improvements needed to serve redevelopment in the Downtown Area or other areas.

Sanitary Sewer

The City of Stillwater provides municipal sanitary sewer infrastructure to most of the City, through a system of 85.25 miles of sanitary sewer mains, ranging in size from 4" to 30" pipes. The City's waste water is treated at the St. Croix Valley Wastewater Treatment Plant, operated by the Metropolitan Council Environmental Services. The City's average sewer service demand is 2.07 million gallons per day, and peak demand is 2.30 million gallons per day. The MCES Treatment Plant has adequate capacity to serve the ultimate growth anticipated in this Comprehensive Plan.



Since completion of the previous Comprehensive Plan, the City has extended service to most of the 1800-acre Annexation Area in western Stillwater, and to portions of the North Hill Area, replacing on-site facilities in these areas. Some additional portions of the Annexation Area will be annexed to the City by 2015. The City's Sanitary Sewer Plan includes infrastructure to serve this area that is sized to accommodate all expected growth, as well as provision of service to existing large-lot single family homes with on-site septic systems, if these homes or lots request city services.

In recent years, per capita sewer flows to the Metro Council's treatment facility from Stillwater have declined following implementation of the City's manhole and system repair program and slip lining projects, cutting down on infiltration and inflow from the sanitary sewer system. For example, in 2005, the City reported a 5 percent reduction in flows as a result of these efforts.

The City's Sanitary Sewer Division's major focus is operation and maintenance of the City's existing system. Ongoing activities include the following:

- Cleaning and televising the entire pipe network on a periodic basis. Approximately ¼ of all pipes are cleaned every year
- Operate, monitor, inspect, troubleshoot and maintain 13 lift stations within the City
- Provide 24-hour oversight to respond to emergency back-ups and system failures
- Repair damaged lines and rehabilitate manholes
- Inventory the sewer infrastructure and identify problems
- Assist private property owners in the event of private system problems

Surface Water

Surface Water Management Plan and NPDES Permit

The City is currently completing its first Local Surface Water Management Plan (LSWMP). The plan will serve as a comprehensive planning document to guide the City in conserving, protecting and managing its surface water resources. The plan has been developed to meet the requirements of Minnesota Statutes 103B and Minnesota Rules 8410, to be consistent with the goals and policies of the Metropolitan Council's *Water Resources Management Policy Plan*, and the goals and policies of the three watershed management organizations that have jurisdiction within the City: Brown's Creek Watershed District, Middle St. Croix Watershed Management Organization, and Carnelian-Marine Watershed District.

The plan will be adopted by the City as an element of this Comprehensive Plan.

The LSWMP includes a detailed description of the City's natural resources, including water resources, past studies and inventories, and current surface water management. It includes goals and policies to address the long-term surface water management needs in the City, and outlines the regulations, standards, practices, projects and funding that will be needed to implement the goals and policies.

The LSWMP also includes an inventory and classification of the City's wetlands, and a plan for management of those resources.

Preparation of the LSWMP included development of a hydrologic model for the City's surface water system. Model development included updated mapping of the physical system of the entire city to establish



watershed sub-basins and runoff paths. Sub-basin boundaries were delineated using two-foot contour topography provided by Washington County, and Stillwater's record drawings to verify storm sewer system layout. The model was developed to facilitate future planning, for estimating runoff volumes and rates.

Analysis completed for the LSWMP and discussions with City engineering staff indicate that flooding issues in the City are localized and minor. The emphasis in the goals and policies for the City's management of surface waters is on water quality management, system maintenance, and best management practices.

Surface Water System Goals and Strategies

The key goals of the LSWMP include the following:

Goal 1: Manage surface water runoff to protect and conserve the City's water resources.

Goal 2: Manage the City's lakes, streams and wetlands for improved water quality and ecosystem health.

Goal 3: Manage shoreland, floodplain, and natural areas to protect the functions of these areas and their associated values.

Goal 4: Protect groundwater resources and groundwater dependent resources.

Goal 5: Support the goals and policies of the local water management organizations, and coordinate with other agencies to promote consistency and cooperation in resource management, and maximize public resources.

Goal 6: Educate city residents regarding the City's water resources, the effects of stormwater runoff and other management issues, and their roles in maintaining the health and quality of these resources.

Goal 7: Obtain and provide adequate resources to implement this Surface Water Management Plan.

The plan identifies a variety of strategies that the City will use to achieve its goals for surface water management. These include using existing provisions of the City Code, or updating some provisions based on this Comprehensive Plan, to achieve goals for surface water management, protection of wetlands, shorelands and floodplains, and controlling erosion and sedimentation.

As noted in this plan, the City is classified by the Metropolitan Council as a "Developed" community. Few significant developable areas remain within Stillwater. Therefore, the City will defer to the governing local water management organizations for review and enforcement of stormwater requirements for new developments.

The City will continue to implement the Stillwater AUAR Mitigation Plan, including its cooperative agreement with the Brown's Creek Watershed District to manage the Trout Stream Mitigation Project.

The plan also notes that the completion of several plans or efforts that are currently in process will influence future management of surface waters in the City. These include the St. Croix River Basin Team efforts to reduce phosphorus loading to the St. Croix River, MPCA efforts to complete TMDL studies on several



waterbodies, and the completion of lake plans for McKusick and Lily Lakes. The City will incorporate the results of these efforts in the LSWMP and its goals and strategies as they are completed.

The City has recently completed its NPDES Phase II Permit Application and Stormwater Pollution Prevention Plan, and submitted these to the MPCA. Implementation of the SWPPP will be a cornerstone of the City's efforts to control pollution from surface water runoff, manage its stormwater system, and educate its residents and developers on these issues.

NPDES Permitting Process

The MPCA has designated the City of Stillwater as an NPDES Phase II MS4 community (MN Rules 7090). Stillwater's application for permit coverage was completed concurrently with its LSWMP. The permit application outlined Stillwater's Stormwater Pollution Prevention Plan (SWPPP) to address six minimum control measures:

- 1) Public education
- 2) Public involvement
- 3) Illicit discharge detection and elimination
- 4) Construction site runoff control
- 5) Post-construction runoff control
- 6) Pollution prevention in municipal operations

The completed SWPPP was submitted to the MPCA prior to the February 15, 2006 deadline. It contains several best management practices within each of the listed control measures. These were identified using a self-evaluation and input process with City staff. The goals and policies discussed in the City's LSWMP are directly related to requirements of the NPDES program, and the LSWMP implementation plan references many sections of the SWPPP.

Wetland Management Plan, Goals and Policies

The preparation of the LSWMP included an inventory and assessment of wetlands within the City. This effort built on previous work by the watershed management organizations. A review of existing wetland data found approximately 100 NWI wetland within the city that had not been filled. Of these, approximately 30 had been inventoried by the WMO's. The City's assessment focused on the remaining wetlands, and mapping, classification and integration of the data for all of the wetlands in the City.

The wetland assessment used the Minnesota Routine Assessment Method (MnRAM 3.0) to assess the values of the wetlands in Stillwater based on their ability to perform desired functions, such as improving water quality, reducing flow rates, and providing fish and wildlife habitat. The assessment evaluates characteristics such as plant community diversity and structure, connectivity to other habitat types, location in the watershed, and a wide range of other factors.

The LSWMP includes policies for managing the wetlands in Stillwater. The City is the responsible Local Governmental Unit (LGU) for management of wetlands, and will administer the Minnesota Wetland Conservation Act. This will include assuring no net loss of functions of values of wetlands within the City. Local wetland management organization requirements will be applied to wetlands included in their management plans. The City has adopted wetland buffer requirements for the other wetlands that were included in the City inventory and management plan.



Transportation

The existing transportation system in Stillwater has been shaped by historic settlement patterns, long-term planning and development, and physical constraints imposed by the St. Croix River valley, local topography and water bodies. The City’s setting has high scenic value, and attracts many residents and visitors to the community. The physical setting and public and private decision-making have shaped the City’s transportation system over more than 150 years.

The area’s transportation system includes highways, local streets, and other modes of transportation such as transit and ridesharing, bicycle/pedestrian trails, and navigational and recreational boating.

MnDOT and County data suggest that traffic on major roadways in the Stillwater area is steadily increasing due to ongoing residential and commercial development in the area and in western Wisconsin. Recent residential development within Stillwater itself is adding traffic to local roadways, and has been identified as a concern by area residents. Several current and proposed changes to major roadways in the area , may change traffic movements and flows over the next 20 years. This section summarizes the current status of transportation routes and traffic issues in Stillwater, based on current data and recent studies completed in the area.

Major Roadways and Facilities

Major roadways in and bordering Stillwater include Trunk Highway 36, State Highway 95, and County Roads 5, 12, 15, and 96. MnDOT traffic volume data for 2005 indicates the following volumes on some of the key roadways and streets in Stillwater:

<u>Roadway</u>	<u>2005 Daily Traffic Volume (MnDOT)</u>
TH 36	30,000+
TH 95 (Main Street)	7,000 (north end) -- 19,500 (south of Downtown)
TH 96	3,000-5,000
County Road 15 (Manning)	12,900 (north end) – 14,900 (near TH 36)
County Road 12	7,000+
County Road 5	15,000+
Greeley St.	10,000+
Owens St.	10,000+
Stonebridge Trail	5,800-8,600



Trunk Highway 36 , TH 95 and Downtown Stillwater--Existing Conditions and Proposed St. Croix River Crossing

Trunk Highway 36 is a four-lane divided expressway that connects the Twin Cities and northern St. Paul suburbs with Stillwater and Oak Park Heights. It is classified as a principal arterial, a National Highway System (NHS) route, and one of Minnesota's Interregional Corridors (IRC). TH 36 is an important facility serving the region's population and businesses, as well as providing linkages to recreation areas in Washington County and Wisconsin.

Near the St. Croix, TH 36 turns north and merges with TH 95 (Main Street), a minor arterial. It narrows to a two-lane roadway as it enters Stillwater's downtown, and becomes an urban collector street. The narrower street and its limited turning radii limit traffic flow to one lane in each direction, and limit the effectiveness of signal operations. It also limits the ability of large vehicles such as trucks, buses, and recreational vehicles to make turns at intersections. Pedestrian traffic also conflicts with vehicle movements, particularly on busy summer weekends. Traffic is particularly congested at Main Street and Chestnut, where TH 36 turns and cross the Lift Bridge to Wisconsin.

The Supplemental Draft EIS for the St. Croix River Crossing Project notes the following concerns related to current traffic conditions on TH 36:

- Volumes on TH 36 in the upper bluff area near the St. Croix River are approaching capacity
- The report noted failing levels of service at frontage road intersections along TH 36 between County Road 5 and junction with TH 95, indicating that they are operating at or over capacity. The distances between TH 36 and its frontage roads in the area between Washington Avenue and Osgood Avenue are very short. This limits the capacity of the frontage roads, creates hazardous conditions and long traffic queues, and encourages local trips to travel on TH 36, unnecessarily occupying its capacity.
- The capacity problems along TH 36 and through downtown delay emergency response for Lakeview Hospital, the Washington County Sheriff's Department and Stillwater Fire Department
- The vehicle crash rate for TH 36 between the south junction of TH 36/TH 95 and at the east end of the Lift Bridge is about 90 percent higher than the average crash rate for two-lane urban trunk highways in Minnesota
- It is difficult for bicycles and pedestrians to cross TH 36 in the upper bluff area

Between 1984 and 2000, traffic on TH 36 grew about 2 percent annually. The Supplemental Draft EIS for the St. Croix River Crossing Project noted that because of limited capacity into and out of Stillwater on TH 36 (particularly on 36/95 into and out of Downtown), traffic is diverting to other routes as volumes grow. Two of the popular routes for diversion include:

- TH 36 to northbound Osgood Avenue/Fourth Street
- TH 36 to northbound Greeley Avenue/Myrtle Street

Lift Bridge

The Lift Bridge is a key component of the Stillwater area transportation system. It spans the St. Croix River, linking TH 36 and Stillwater to State Trunk Highway (STH) 64 and Houlton, Wisconsin. The bridge has two traffic lanes—one lane in each direction. The narrow lanes and geometrics of the Lift Bridge limit the speed of traffic traveling across it, and its ability to manage traffic after a crash or incident on the bridge.



The bridge lifts 21 times daily between 8 a.m. and 10 p.m., and 22 times daily on weekends and holidays between 8 a.m. and midnight. MnDOT field observation indicates that traffic queuing during times when the bridge is open may extend as far south as the TH 36/95 junction in Minnesota, and north up the bluff and through Houlton in Wisconsin. Key concerns related to the Lift Bridge are identified in the St. Croix River Bridge Supplemental Draft EIS (2004) include the following:

- Lift Bridge deck lifts cause substantial queuing throughout downtown Stillwater and up the bluff on the Wisconsin side. Long queues result in poor intersection level of service throughout downtown Stillwater, and length peak traffic hours through the corridor.
- In seasons with high pedestrian volumes, the interaction between bridge lifts, vehicles and pedestrians reduce the capacity and operating efficiency of intersections and roadways, and create hazards for vehicles and pedestrians
- During bridge lifts, traffic diverts to local collector and arterial streets in seeking to minimize delay when traveling through Stillwater

During the summer of 2005, MnDOT closed the Lift Bridge for repairs. The agency monitored the impacts of traffic during the closure. Commuter traffic in Downtown Stillwater fell dramatically: (Add data)

St. Croix River Crossing Background and Recommended Alternative

MnDOT's discussion of the proposed new St. Croix River Crossing notes that

"Severe traffic congestion in downtown Stillwater, safety problems on approach roadways, and delays caused by the operation of the Stillwater Lift Bridge have spurred the discussion of a new bridge crossing in Stillwater for many years. "Rush hour" delays and weekend backups, especially during the tourist season, frustrate residents and visitors alike.

"Development of downtown Stillwater and northwestern Wisconsin as tourist destinations, commercial development along Highway 36 attracting employees and residents throughout the region, development in Wisconsin, and the economic strength of the Twin Cities metropolitan area as an employment center have contributed to increasing traffic volumes on Highway 36, Highway 95, in downtown Stillwater, State Highway 64, and across the Lift Bridge."

As owners and operators of the bridge, the Minnesota Department of Transportation (Mn/DOT) and the Wisconsin Department of Transportation (Wis/DOT) grew concerned about the condition of the Stillwater Lift Bridge and continued operations of the lift mechanism. Also of concern is the context in which this bridge and its adjoining roadways sit. The U.S. Congress has designated the St. Croix River, as a National Wild and Scenic River, designated for its scenic, recreational, and geologic values. Several buildings in Downtown Stillwater, as well as the Lift Bridge itself, are listed on the National Register of Historic Places. Historic archaeological sites can also be found adjacent to the riverbanks - the site of early industrial and recreational activities. The river valley supports an abundance of wildlife and aquatic species, including several endangered species. The St. Croix River Valley is valued by residents and visitors alike for its combination of natural, historic, and scenic resources. Proposed solutions to the transportation problem considered alternatives to minimize potential negative impacts on these resources.

Consideration of a replacement bridge crossing over the St. Croix River near Stillwater began in the early 1970s, but was not pursued because of a lack of funding. In the 1980s, Mn/DOT, Wis/DOT, and the Federal



Highway Administration (FHWA) began working with the communities of Stillwater and Oak Park Heights in Minnesota, and St. Joseph Township in Wisconsin to identify possible solutions for a replacement crossing. The 1987 Scoping Decision Document/Final Study Outline for the Highway 36/State Highway 64 St. Croix River Crossing identified four broad corridors for a new river crossing both north and south of downtown Stillwater as well as two corridors in or near the downtown area. The 1990 Draft Environmental Impact Statement (EIS) analyzed three of these corridors, along with a "No Action" Alternative and a Transportation System Management (TSM) Alternative, which examined various options to maximize use of the existing transportation system.

In April 1995, Mn/DOT, Wis/DOT, and FHWA completed a Final EIS and Section 4(f) Evaluation for a replacement bridge about 1,920 meters (6,300 feet) south of the existing Stillwater Lift Bridge. A Record of Decision (ROD) was issued by FHWA in July 1995, and work began on the final design of the river crossing and the approach roadways. Right-of-way was acquired, and site preparation work was initiated. In 1996, the National Park Service (NPS) evaluated the project under Section 7(a) of the Wild and Scenic Rivers Act and found that the project, as proposed, would have a direct and adverse effect on the outstandingly remarkable scenic and recreational values for which the Lower St. Croix River was included in the National Wild and Scenic River System. As a result of this finding, federal permits from the U.S. Army Corps of Engineers and the U.S. Coast Guard could not be issued for the project, and the project was not allowed to proceed. In April 1998, the U.S. District Court upheld the NPS determination.

In an effort to determine whether any crossing of the Lower St. Croix National Scenic Riverway was feasible near Stillwater, Mn/DOT and Wis/DOT completed an independent review of the project. Between June and September of 1998, Richard Braun, former MnDOT Commissioner, conducted extensive discussions and meetings with many individuals and organizations, and facilitated public meetings with the 21-member St. Croix River Crossing Advisory Group that included representatives from federal and state regulatory agencies, local and regional units of government, environmental groups, historic preservation groups, and chambers of commerce.

Braun recommended a four-lane, deck-tied, steel arch bridge on an alignment 1,100 meters (3,600 feet) south of the existing Stillwater Lift Bridge. The proposed bridge would cross the river perpendicularly and would be shorter than the 1995 Final EIS Preferred Alternative. The alignment would also take advantage of an existing ravine on the Wisconsin bluff, thereby reducing potential impacts on the Lower St. Croix Valley. A large majority of the St. Croix River Crossing Advisory Group agreed that they could accept the Braun recommendations.

Following the Braun process, NPS, FHWA, Wis/DOT, and Mn/DOT executed a Memorandum of Understanding (MOU) specifying the intention to use the Braun recommendations as a basis for a new bridge crossing alternative that would be evaluated in a Supplemental EIS. The agreement also stated that the NPS Section 7(a) review for this alternative would be completed concurrently with the Supplemental EIS. The Supplemental EIS was completed in 2004, and concurred with the recommended alternative. The new crossing and proposed improvements to TH 36 are expected to improve traffic conditions through Downtown Stillwater and along the TH 36 Corridor.

Construction of the new bridge and related improvements is currently scheduled to begin in 2015. If state and federal funding are available earlier, construction could start in 2010. In addition to the new St. Croix River Bridge, the project would include the following:

- TH 36 would be converted to an access-controlled freeway between TH 5 and TH 95.



- The Lift Bridge will be converted to a bicycle/pedestrian facility
- New multi-use pedestrian and bridge paths will be added along the TH 36 frontage road system, along TH 95 from Downtown Stillwater, on the north side of the new bridge, and connecting the new bridge to STH 35 in Wisconsin. A loop trail system would be created between the Lift Bridge and the new river crossing that would be connected to the larger regional trail system.
- The Lift Bridge will still operate to allow passage for navigational and recreational boats, however the schedule could be different from the current schedule.

Issues for the Comprehensive Plan and Downtown Plan:

- Construction of the new St. Croix Bridge and closure of the Lift Bridge will impact traffic flows in Downtown Stillwater, and will provide opportunities to improve the pedestrian environment. How should the Downtown Plan and Comprehensive Plan anticipate these changes and address them?
- How should the plan respond to the proposed new pedestrian and bike trails that are planned with the new St. Croix Bridge and on the Lift Bridge? How should the design for parks and trails on the Stillwater Riverfront respond to these opportunities?

Major Roadways in Greater Stillwater

Trunk Highway 36 Subarea Study, Washington County

The Washington County Department of Transportation, MnDOT and local communities completed a transportation planning study of the State Trunk Highway (TH) 36 corridor between I-694 in Oakdale to TH 5 in Stillwater and Oak Park Heights.

The purpose of the study was to complete a plan for the future needs and preservation of options of TH 36 and local and county-state aid roadways location in the area around TH 36. The recommended plan was based on roadway operating efficiencies, access evaluation, safety, and land use development patterns. Recommendations of the plan include the following:

- Grade separated interchanges at Manning Avenue and Hilton Trail
- Overpasses at DeMontreville Trail and Lake Elmo Avenue
- Consolidation or closure of remaining street access points to TH 36, and reorientation of these access points and all direct property access to TH 36 via support roadways

Members of a Corridor Management Team are working together as opportunities arise to implement the recommendations in the plan. The Team includes MnDOT, Washington county and the affected municipalities. The first implementation step in the plan occurred in 2005-06, with installation of a traffic signal at the intersection of Lake Elmo Avenue and TH 36.

Manning Avenue

In 2007, the County is constructing improvements to Manning Avenue from TH 36 to ½ mile north of CSAH12. The improvements will include upgrading Manning to a 4-lane roadway, adding landscaped medians, and adding a trail on the east side of Manning Avenue.



The County's Capital Improvements Plan indicates that Manning Avenue is proposed to be improved north of the current project area to TH 96 in 2011.

Boutwell Area Transportation Study, Washington County, MnDOT and City of Stillwater, 2003

Washington County, MnDOT and the City of Stillwater cooperated in a study of traffic issues in the Boutwell Road area in 2003. The study provided greater detail and analysis of traffic issues identified in the City's Boutwell South Area Plan, discussed earlier in this report. The study examined traffic impacts of new residential developments in the area north of County Road 12, plus existing residential areas. Connections from neighborhoods in the area to commercial areas near Highway 36 and older portions of Stillwater are poor—there is no existing north-south collector street to provide easy access. In addition to examining "through traffic" travel times in the area, the study looked at roadway issues such as difficult sightlines and spacing along CR 12 that limit access.

The study looked at proposed future growth in the area, and estimated future trips at full development, as well as the predicted trip distribution on local roadways and daily traffic volumes. It identified and analyzed five alternatives to improve Deer Path, three alternatives for improving Neal Avenue, and options for better utilizing east-west connections to Manning Avenue and a proposed frontage road along the north side of TH 36. Some of the recommendations have since been implemented by the City.

The study included a survey of residents in the area on traffic issues. The survey indicated that residents believe that traffic is a significant problem in the area, and that the City should do something to route traffic away from residential streets. However, respondents also indicated that they were unwilling to accept new traffic on existing roadways to reduce traffic problems in the area, and they objected to paying for improvements to reduce traffic. Residents also noted concerns about speed on County Road 12 and Boutwell Road, and other safety concerns. The study's preferred option for improving traffic flow in the area was an option to widen Brick Street to create a "through" street, including purchasing homes along Brick Street.

North 62nd Street Area Plan (1998)

This plan proposes a new east-west frontage road along the north side of TH 36 to serve the business park area. The frontage road would extend from Curve Crest Boulevard to Manning Avenue. The initial phase of the frontage road was constructed shortly after completion of the plan. The western leg will be constructed as properties develop in the business park. The plan includes several options for the route of the frontage road.

The frontage road may provide a local route for residents in the Annexation Area to access the Market Place Area and other businesses rather than using TH 36.

Stillwater AUAR (1997)

The Traffic analysis included in the AUAR estimated trips that would be generated by the proposed land uses in the area at full-development (2015) on a daily and peak-hour basis. The analysis identified the potential impacts to existing roadways in the area, and included recommendations for improvements to handle the impacts in the Mitigation Plan. Key elements of the analysis and Mitigation Plan included the following:



- The proposed land uses in the Annexation Area were projected to generate approximately 23,000 net new vehicle trips on an average day
- The projected traffic levels were consistent with those projected in the Washington County Comprehensive Plan and City of Stillwater Transportation Plan
- The peak hour volumes indicated that intersections of county Road 15 and 36 and at County Road 12 would be over capacity in 2015, and that these intersections would need to be improved to function acceptably. (These improvements have been completed or planned.)
- Development plans should include north-south access routes to existing east-west streets. New access intersections to County 15 should be avoided.
- Site plans that provide for north-south access to intersect with east-west streets (e.g. McKusick, CSAH 12, 8th, 72nd Streets) should also be required to provide appropriate turn lanes on the east-west streets at the new public access intersections
- North-south collectors should be planned with development to allow traffic to move from the business park and commercial areas along TH 36 to residential areas on the north without using arterial roadways.
- Private property access to County Road 15 and TH 96 should be avoided.
- Public street intersections with east-west streets should not be spaced less than one-quarter mile. Access along TH 96 should be limited to ½ mile spacing.
- Implement the County's Linear Park System Plan and the Stillwater Comprehensive Park and Trail plan in the Annexation Area.

Issues for the Comprehensive Plan

- North-south connector(s) have not been implemented in the Annexation Area. Is there a viable option for a north-south collector(s), given the development that has occurred in the area? Should planning and improvements focus on enhancing the east-west routes as an alternative?
- Should the role or status of some roadways change during the next 20 years (for example, County Road 12, which increasingly serves as a gateway to Stillwater from the west).

Transit and Alternative Modes of Transportation

Transit service in the Stillwater Area includes regular express bus service and Dial-a-Ride bus service provided by Metro Transit and St. Croix Valley Transit. Metro Transit provides local and express service between Stillwater and Downtown St. Paul. Ridership in 2004 was approximately 300 passengers per day for the entire route, with 70 passengers per day from the Stillwater area. Metro Transit has identified TH 36 west of TH 5 as a future, bus-only shoulders facility.

St. Croix Valley Transit currently provides Dial-a-Ride service, the St. Croix Circulator, in Bayport, Stillwater and Oak Park Heights, to St. Croix Mall and Target/Cub Foods shopping areas. Riders can transfer to the express bus serving Stillwater and Downtown St. Paul. There are no eligibility requirements for this service—anyone needing service can ride.

Two park and ride lots are located in Stillwater that allow direct access to express bus services. The lots are located at the St. Croix Valley Recreation Center on Market Drive and at St. Mary's Church at 5th and Pine Streets.



Existing and proposed pedestrian and bike trails are discussed in the Park, Trail and Open Space chapter in this report.

Navigational and Recreational Boating

The St. Croix River is used heavily for both navigational and recreational boating. The former Minnesota-Wisconsin Boundary Area Commission conducted boating studies on the St. Croix from 1983 through 1997. The 1997 study provided the most recent data on recreational boating use of the Riverway:

- Between 1989 and 1997, an estimated average of 310,600 people in 129,400 boats used the Riverway from Memorial Day weekend through Labor Day weekend for recreational purposes annually.
- The area around the Stillwater Lift Bridge is one of the four river zones where most of the weekend and holiday peak use was found. The area just south of the Lift Bridge typically has the second-highest proportion of active watercraft on the river among all zones on the river. Many larger boats experience delays in traveling north of the Lift Bridge due to the limited schedule of openings, rather than operation "on demand."

Community Facilities

Community facilities are a vital part of any city and Stillwater is fortunate enough to have a wide range of these assets. Community facilities include anything that is utilized by the general public. This section details all of the community facilities in Stillwater.

Police

Stillwater has a full-service police department that works to protect residents and visitors in all areas of Stillwater. Its offices are located at City hall on North 4th Street.

Fire

The fire department is responsible for protecting a 61 square mile area and a population of approximately 22,532 people. The department is configured as a combination fire department with eight full-time staff and 30 part-time paid-on-call staff. Services provided by personnel include: fire suppression, code enforcement/inspections, fire prevention/education, fire investigations, technical rescue, and first responder EMS services.

Public Works

The Public Works Department works to maintain and improve the City's infrastructure and parks. Their responsibilities are to:

- Repair, patch and plow 80 miles of streets.
- Clean and maintain 120 miles of sanitary and storm sewers.
- Operate and continuously monitor 13 sewer pump stations.
- Maintain and upgrade more than 400 acres of parks and public open space.
- Replace and care for more than 3,000 city traffic signs.
- Trim trees and brush on City right-of-ways and parks.



- Prepare and cleanup Stillwater special events.
- Provide emergency response and preparedness for disasters.

The public works department has two supervisors with 18 full-time employees.

Library

The Stillwater Public Library is located on North 4th Street near City Hall. The library is affiliated with the Washington County Library system. The mission of the Stillwater Public Library is to be a community-based resource that provides access to a wide range of information and ideas, creating a gateway to lifelong learning.

Churches

Stillwater has numerous churches of various denominations. The bulleted lists bellows displays all of the churches in Stillwater.

- ASCENSION EPISCOPAL CHURCH
- BETHANY EVANGELICAL COVENANT CHURCH
- CALVARY ASSEMBLIES OF GOD
- FIRST CHURCH OF CHRIST SCIENTIST
- FIRST PRESBYTERIAN CHURCH
- FIRST UNITED METHODIST CHURCH
- GRACE BAPTIST CHURCH
- NORTH LAKES COMMUNITY CHURCH
- OAKRIDGE COMMUNITY CHURCH
- OUR SAVIOUR'S LUTHERAN CHURCH
- RISEN CHRIST LUTHERAN CHURCH LCMS
- SAINT CROIX VALLEY FRIENDS MEETING
- SAINT JOHN'S LUTHERAN CHURCH
- SAINT MARY'S CATHOLIC CHURCH
- SAINT MICHAEL'S CATHOLIC CHURCH
- SAINT PAUL LUTHERAN CHURCH ELCA
- SAINT PETER'S UNITED CHURCH OF CHRIST,
- SALEM LUTHERAN CHURCH
- SALEM LUTHERAN CHURCH & SCHOOL WELS
- SEVENTH-DAY ADVENTIST CHURCH
- STILLWATER APOSTOLIC CHURCH
- STILLWATER EVANGELICAL FREE CHURCH
- TRINITY LUTHERAN CHURCH
- TRUE LIFE CHRISTIAN CHURCH



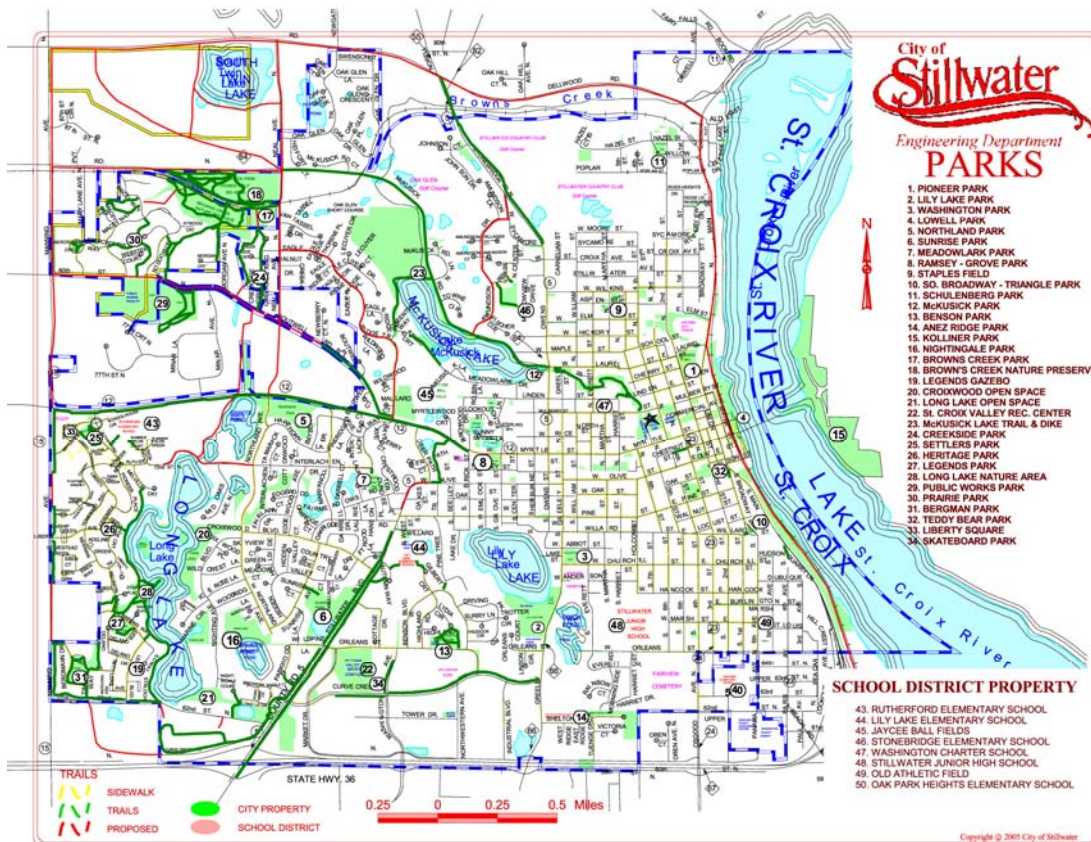
Park, Trail and Recreation Facilities

Existing Park and Recreation Facilities and Proposed Improvements

The City of Stillwater has developed 34 park and recreation facilities, identified on Figure 5. These facilities totaled approximately 540 acres, and include the following:

- 25 parks, including community and neighborhood parks
- 9 recreational facilities, including athletic fields, the St. Croix Valley Recreation Center and a skateboard park
- 8 public and private school facilities that have recreational space that is used by the community
- Open Space and nature areas

Figure 5



In addition to the existing parks, the City completed Master Plans in 2005 and 2006 for three proposed parks, in the western portion of the community.

The historic and older portions of the community include larger community parks, such as Pioneer Park, Lowell Park and Lily Lake Park, and smaller neighborhood parks scattered throughout the older neighborhoods. The larger parks are associated with the City's higher quality natural resources and views,



and provide a variety of recreational facilities, as well as locations for significant community events. In 2005, the City's newest downtown park, Teddy Bear Park, was donated to the City by generous residents.

In the Downtown Area, master plans have been completed for Lowell Park and the Aiple property. These plans are being updated and coordinated with the Downtown Plan, proposed improvements to the flood levy, Lift Bridge and associated trail improvements.

Over the past 10 years, the City has added new parks and recreation facilities as the Annexation Area in western Stillwater has developed. Many of these parks are associated with significant natural resources, such as the Brown's Creek Park and Nature Preserve and Long Lake Nature Area. Others provide neighborhood and community recreation facilities for new neighborhoods. The proposed Boutwell Cemetery Park focuses on preserving and interpreting a historic area associated with early settlement. The City is currently developing a neighborhood park on Neal Avenue, just south of the Zephyr tracks. This park will provide recreational facilities as well as trail connections to Brown's Creek Park and Nature Preserve and residential neighborhoods to the south and east. The Millbrook development near Twin Lake will include a larger community park and additional trails.

The St. Croix Valley Recreation Center serves a regional audience. It provides indoor recreation facilities for all ages, including facilities for ice skating, hockey and walking. Its facilities may be rented for special events.

In recent years, the City completed special studies of its park and trail facilities in the Annexation Area, including a long-term development and management plan for Brown's Creek Park and Nature Area. This plan includes detailed recommendations for restoration of natural communities, provision of interpretive facilities, and development of trails within these areas. It also discusses needs for maintenance of these areas and associated trails that link these areas to the City's trail system.

Trails

In November, 2000, the City's completed a Comprehensive Trail Plan. The goal of the plan is to develop and maintain a city-wide interconnected network of trails to provide recreational and transportation opportunities for City residents and visitors.

"Trails" in the older Stillwater neighborhoods are mainly sidewalks. The City has developed several trails in recent years that help to link the older neighborhoods with developing neighborhoods in western Stillwater, including the following:

- The McKusick Ravine trail
- Trails and boardwalk around McKusick Lake
- County Road 12 and 5 trails
- Stonebridge Trail help to connect the older and newer neighborhoods in Stillwater.
- Eagle Ridge Trail (design underway in 2007)

New trails have been developed in the Annexation Area along Boutwell Road, Long Lake, and Brown's Creek and its tributaries. Washington County is currently developing a trail along County Road 15 (Manning Avenue) as part of improvements to the County Road.



The Trail Plan includes specific direction for trail design, location, type, construction, maintenance and signage. It also discusses priorities for system improvements. Some of these priorities have been completed or designed during the past five years.

The city is implementing the trail plan as a part of new development, and as improvements to roadways or other infrastructure provide resources and opportunities to expand the trail system. The plan notes the following system issues that the City is continuing to work on:

- Some trails are unfinished, or do not interconnect
- Trails are not available to some primary destinations, such as elementary schools or parks
- Some older trails do not meet current design standards
- There are needs for ongoing maintenance and consistent signage

Jackson WMA

The City has discussed the future of the Jackson Wildlife Management Area (WMA) with the Minnesota DNR several times in recent years. The area is north of Long Lake, and wetlands in the W.M.A. are an important part of the drainage system from Long Lake to Brown's Creek.

The WMA was donated to the DNR by a local resident. It does not meet many of the DNR's current goals for WMA's, and the agency is interested in selling the area to the City.

The WMA offers an opportunity to connect the recreational trails from Long Lake to those along the Brown's Creek Tributaries and other trails in western Stillwater. DNR Wildlife Section staff have indicated that agency rules do not allow development of recreational trails within WMA's—their primary purposes are wildlife habitat, hunting and fishing. The property would need to be transferred to the City or another governmental agency to allow construction of trails within the WMA.

In addition to the wetlands within the WMA, the southern portion of the site provides upland habitat and open space. A rare plant species (a small population of Tubercled Rein-orchid, *Platanthera flava*) was identified with the WMA by a local resident, and is located within the upland area.

Proposed New Trails of Local and Regional Significance

In addition to these overall issues, two new opportunities have emerged, that present significant opportunities to expand the City's trail system, provide additional linkage between the Downtown and other neighborhoods, and link the City with other communities and destinations in the eastern Metro Area. These proposed trails include the following:

- *Conversion of the historic Lift Bridge to pedestrian and bike connection, and development of new trails along the St. Croix between the Lift Bridge and the new St. Croix River Bridge, on both the Minnesota and Wisconsin sides of the Riverway.* These trail projects are proposed as a part of the St. Croix River Crossing Project. Construction of this project is dependent on funding, and projected to begin between 2009-2014, with the project completion estimated to be no sooner than 2012-2014.
- *Development of a potential Brown's Creek State Trail.* Owners of the Zephyr Railroad have indicated that they wish to close or sell the line by the end of 2007. The Minnesota DNR, local



legislators and trail advocates are proposing purchase of the Zephyr right-of-way and development of a state trail linking Downtown Stillwater to the Gateway Trail.

Issues for the Comprehensive Plan

- Review of existing and proposed park system to determine any needs or gaps
- Review of Comprehensive Trail Plan based on other portions of the Comprehensive Plan and current needs, to determine if changes are needed in proposed trail system
- Development of plans for parks and trails in the Downtown area as an element of the Downtown Plan, and connections to other neighborhoods in the community
- Address potential new trails associated with the Lift Bridge and St. Croix River Crossing, and Brown's Creek State Trail, and integration of these trails into the City's Comprehensive Trail Plan

