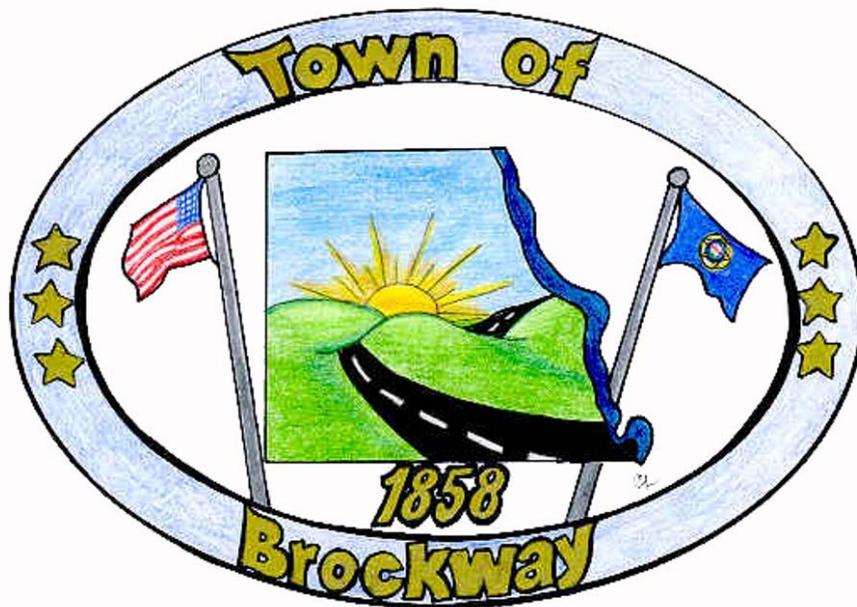


# TOWNSHIP OF BROCKWAY

## STEARNS COUNTY STATE OF MINNESOTA



# COMMUNITY COMPREHENSIVE PLAN

March 2008

# **TOWN OF BROCKWAY COMMUNITY COMPREHENSIVE PLAN**

Prepared by the

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**A special thanks to Ms. Cathy Lyon, for the Brockway Township Logo located on front of the  
Comprehensive Plan**

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## **PUBLIC NOTICE**

### **ADOPTION OF COMPREHENSIVE PLAN**

## **INTRODUCTION**

Since 2005, Brockway Township has had a Township Planning Board and a Memorandum of Understanding with Stearns County to implement Planning & Zoning. In December of 2006, the Town Board formally created the Brockway Township Planning Commission by Ordinance to deal with the increased growth and development concerns in the community. The Planning Commission works under Minnesota Statute § 462, the planning statute in Minnesota for cities and townships.

There is a five member Planning Commission, identified above, and one Supervisor who is the Liaison between the Town Board and Planning Commission. The Town Board instructed the Planning Commission that, over the next year, there be a Community Plan developed to determine the direction and future growth of the community.

### **Comprehensive Community Plan**

A Comprehensive Plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social and economic development, both private and public, of the municipality and its environs, and may include, but is not limited to the following: statements of policies, goals, standards, a land use plan, including proposed densities for development, a community facilities plan, a transportation plan, water and wastewater infrastructure plan, and recommendations for plan execution. A Comprehensive Plan represents the community's ideas for the future development of that community and reflects the community's goals and intentions.

The Components of the Brockway Comprehensive Community Plan will cover the following:

- Introduction
- Community Assessment
- Land Usage
- Housing
- Transportation
- Wastewater Infrastructure
- Water Infrastructure
- Public Infrastructure
- Parks and Recreation Systems
- Governmental Relationships
- Implementation

These components give an overall view and a blueprint for a community to decide their future. Although parts of the above components of a Comprehensive Plan explain the story of a community's history and the Township's present standing, other portions of the Plan are much more dynamic. A Community Comprehensive Plan is a guide to reflect the desires and direction of the whole community and to help landowners understand where the community wishes the area to go into the future. This guide then helps landowners to make decisions about their land accordingly. Through a known structure, better management of the community is successfully accomplished. This Community Comprehensive Plan will then be the basis for future discussions, decisions and Ordinances.

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# BROCKWAY TOWNSHIP

## HISTORY

### **Natural History of Stearns County and Brockway Township**

The County of Stearns lies in the central part of Minnesota with a land area of 858,000 acres and a water area of approximately 33,280 acres. The soils in Stearns County were formed in glacial material and the original vegetation was medium and tall prairie grasses and mixed hardwood forests. Stearns County is mostly an undulating plain with slopes that are irregular and have short and shallow surface drainage patterns. Elevations are 1,350 feet above sea level in the northwest corner of the county, 1280 feet in the southwest corner, 1,030 feet in the northeast corner, and 947 feet in the southeast corner, which is the lowest point in the county. The highest point, which is 1,460 feet above sea level, is in the east-central part of the county in section 20 of Collegeville Township. All runoff in Stearns County tends to flow towards and into the Mississippi River. Specifically, the Mississippi River and its many tributaries drain the eastern portion of the county in which Brockway Township is located. The eastern portions of Stearns County are underlain by igneous and metamorphic rocks, which are dominantly quartz diorite, granodiorite, and quartz monzonite. The mantle of glacial material ranges in thickness from about fifty (50) feet in the eastern part of the county to three-hundred fifty (350 feet) in the Township of Collegeville.

Brockway Township is part of the St. Croix Moraine and outwash plains with igneous rock below. Along the Mississippi River, the soils are predominantly the Hubbard-Dickman Association which means that they are nearly level to sloping soils which are excessively and well-drained, coarse textured and moderately coarse textured soils on outwash plains and stream terraces. For the rest of the Township, there is a predominance of soils called Brainerd-Flack Association which are soils that are on nearly level to very steep areas, moderately well drained and well drained with moderately coarse textured soils on uplands.

In the more westerly portions of Brockway Township around the streams of the Spunk Creek are the Estherville-Hawick Association which are soils that are nearly level to very steep areas with somewhat excessively drained soils with moderately coarse and coarse textured soils on outwash plains and stream terraces. The northwest corner of the Township has some Holdingford-Growton soils which are on nearly level to sloping areas with well drained and moderately well drained areas with moderately coarse textured soils on upland areas.<sup>1</sup> Thus the predominant soils to always review in the Township would be the Hubbard-Dickman and the Brainerd-Flack soils. These soils and their inclusions show excessively drained and droughty types of soils which are very groundwater contamination susceptible. Consequently Stearns County has identified these areas in Brockway Township as where advanced wastewater treatment is recommended to protect the groundwater and environment. For more in-depth detailed information on the soils and geology of the area, Brockway Township has the Stearns County Soils Survey and the Geologic Atlas Series, Plates 1 through 10, dated 1995 on file at the Brockway Town Hall<sup>2</sup>.

### **Cultural History**

After the last glacial period ended, a race of small-stature people resembling the Eskimos became the first inhabitants of the area now known as Stearns County. The next people to follow them were the larger, more aggressive Native American Indians known as the Sioux and the Dakotas. The Dakotas later moved out onto the prairies. The first white men thought to have visited the area were two Frenchman, Goseilliers and Radisson, who were searching for buffalo in 1660. Others who came later were LeSueur and Charleville in 1690, Zebulon Pike in 1805, Lewis Cass and Henry Schoolcraft in 1810, and J.N. Nicollet, who made a map of the area in 1838. Until treaties were negotiated with the Indians, settlement was slow in the area and consisted of trappers, hunters, and

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<sup>1</sup> Soil Survey of Stearns County, Minnesota May 1985. USDA Soil Conservation Service in cooperation with MN Agricultural Experiment Station.

<sup>2</sup> Ibid.



soldiers followed by settlers, lumberjacks, artisans, storekeepers, speculators, professional people, and politicians. Farming and lumbering were the main attractions to the early settlers. Lumbering in Stearns County was generally confined to cutting and processing northern hardwoods. Some northern pine was processed along the Mississippi River where the wood floated on log rafts downstream from the more northern sites. The first farmers settled along or near the rivers and streams because it was easier to clear the land for cropping and because water power was at hand to run sawmills and gristmills. Wheat was the main crop in this early period whereas corn, oats, and soybeans are the major money crops today.<sup>3</sup>

The railroad system was developed in the late 1800s-1920 and was another indirect factor in the development of Brockway Township. While it provided the means for distribution of agricultural products to larger rail cities in the State and elsewhere, it also gave the area an added economic boost. Today, as the road transportation system becomes clogged with cars, rapid rail transit down the State Highway Corridor is being considered which will allow people to remain in rural areas, but still commute to their businesses with minor time issues and difficulties.

The area that is today's Stearns County, came under the sovereignty of the United States from the 1803 land purchase from France and was politically a part of several entities. It had been a part of the following areas: Louisiana Territory, Missouri Territory, Michigan Territory, Wisconsin Territory and Iowa Territory. From around 1820 until 1834, the area was without any organized government. The County of Stearns was organized by the 1855 Territorial Legislature and was part of the 5<sup>th</sup> Council District. Minnesota itself was admitted as the thirty-second state on May 11, 1858. Eleven Townships in Stearns County were established on May 19, 1858 in which Brockway Township emerged. By June of 1870, there were 28 organized Townships organized.<sup>4</sup>

## **Beginnings of Brockway Township**

Brockway Township was one of eleven townships formed at a meeting of the county supervisors on May 19<sup>th</sup> 1858. It had been originally called Winnebago with a group of many Townships. It was renamed Calais on November 2, 1858 but again renamed at the same meeting to Brockway Township.<sup>5</sup> There is a letter on file from July 11, 1934 to the Attorney General's office asking about fees for the Assessor's Compensation. So by that time, assessing of the land had already begun. Today, the most common ancestries reported in the township are as follows: German (33.8%), Norwegian (14.7%), Swedish (11.3%), Irish (10.8), Polish (7.8%), Danish (5.4%) and Slovakian (5.4%).

## **Brockway Township Neighbors**

First, within the Township itself, there is the City of St. Stephen located mainly in Sections 19, 24, a portion of 26, 30 and 36 and all of Section 25. The City of St. Stephen came into being on May 2, 1914 and contains 3.68 total square miles of land. The main transportation corridors in the City are County State Aid Highways 2 and 5. The predominance of the land base within the city is in the Agricultural Land Use District which has Agricultural (23.70 %), and Agricultural/Farm Residence (28.50 %) which is more than half of the City.

The next largest land use base is the Residential Land Use District which contains the Vacant Single Family (26.30%) acreage, (those which do not contain structures), with Single Family Residential (11.70%). There is a small Commercial as well as an Industrial Land Use District identified within the St. Stephen Comprehensive Land Use Plan dated 2005. The population of St. Stephen for the year 2005 was 965 with a median resident age of 30.9 years and an estimated annual household income of \$62,900 per the 2000 census data.

Secondly, there is the small unorganized area of Opole, which is a rural town site and under the jurisdiction of Brockway Township. This small unorganized area is located in Sections 5, 6, 7 and 8 and has a population of approximately 177 per the 2000 census data. It is noted for having the first Subordinate Service District for wastewater services in the Township. This is a small residential community which has a local restaurant, tavern and

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<sup>3</sup> Ibid

<sup>4</sup> Townships. <http://stearnscounty.mn/townships/>

<sup>5</sup> Ibid



Church The town site is located at the road corridors of County Road 17 and 125<sup>th</sup> Street. Nearby is a manufacturing plant for semi-tank trailers.

Neighboring entities surrounding are Township are:

- North: Two Rivers Township on the Morrison County Line
- South: St. Wendel and Le Sauk Townships
- East: The City of Rice to the East (boundary line is the Mississippi River) with a portion of Langola and Watab Townships
- West: Holding Township in Stearns County.

## **DEMOGRAPHICS – POPULATION TRENDS**

### **Population/Census Numbers**

In 2006, the Township, in conjunction with Stearns County, employed 1,000 Friends of Minnesota and the Community Growth Institute to do a Growth Management Strategy to determine the future direction of the Township. This was completed in March of 2006, but was never fully adopted through a formal Public Hearing process. Excerpts and comments from this Management Plan will be included within this Comprehensive Plan and the full text will be attached as *Appendix A* for final adoption. Numerous maps were prepared and are on display at the Town Hall and will be referenced in this document as well.

Listings of them are below:

- a. Map 3. Future Land Use (since revised)
- b. Map 4. Steep Slopes
- c. Map 5. Wetlands and Water Features
- c. Map 6. Native Plant Communities and Biodiversity Significance
- d. Map 7. Highly Erodible Land
- e. Map 8. Prime Agricultural Land

In 2000, Brockway Township was identified as having a population of 2551. The table below identifies the following relationships between the Township and its neighboring entities.

| <b>Entities</b>     | <b>2000 Census</b> | <b>2005 Population</b> | <b>Projected 2010 Population</b> | <b>Projected 2020 Population</b> | <b>Projected 2030 Population</b> | <b>% change</b> |
|---------------------|--------------------|------------------------|----------------------------------|----------------------------------|----------------------------------|-----------------|
| Brockway Township   | 2551               | 2631                   | 2754                             | 3032                             | 3339                             | 27%             |
| St. Stephen (City)  | 860                | 922                    | 1024                             | 1231                             | 1446                             | 57%             |
| Holding Township    | 1147               | 1151                   | 1162                             | 1183                             | 1213                             | 5%              |
| St. Wendel Township | 2313               | 2339                   | 2453                             | 2712                             | 2978                             | 27%             |
| St. Cloud (City)    | 59107              | 62182                  | 64047                            | 67682                            | 71475                            | 15%             |

**Table 1. Census Data and Projections for Townships and Cities from 2000 - 2030<sup>6</sup>**

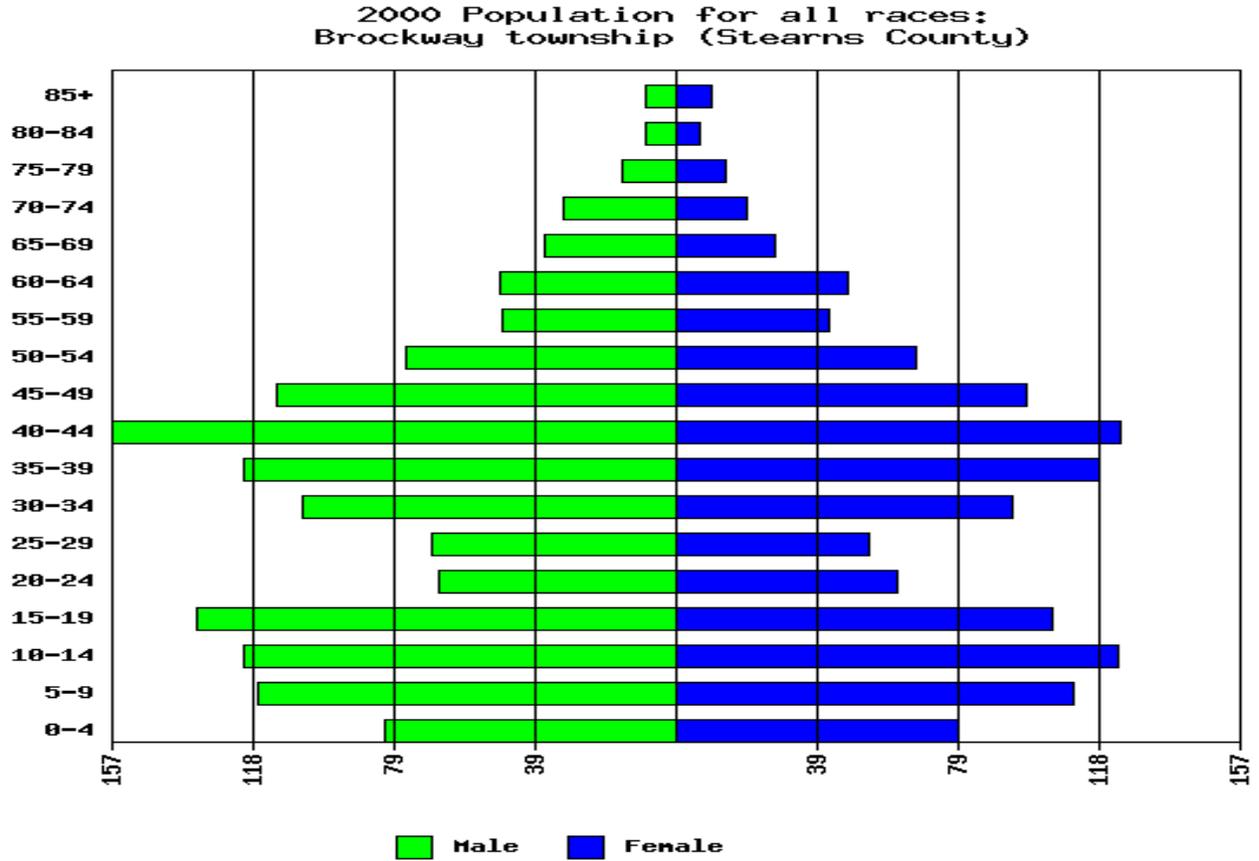
Population trends show that the Township continues to grow steadily along with the City of St. Stephen compared to its neighbors. In fact, the Township’s pace is faster than the City of St. Cloud. This consistent growth may be due to many factors such as a desire to live in the rural areas with less congestion, the ability to do business at home due to the internet/technology lifestyles, the drive times to and from St. Cloud, and the ability to still be able to have family time. Some other features are the perceived cleaner air and water and the desire of baby boomers to return to areas that they remember. Currently, the population stands at 2,651 residents with 963 households.

<sup>6</sup> Source. US Census Data. Recreated table from Brockway Township Growth Management Plan. March 2006



The 2000 population pyramids below related to age from the US Census data. It seems to correlate to the above table that this is a growing Township.

**2000 CENSUS: BROCKWAY TOWNSHIP (STEARNS COUNTY) POPULATION PYRAMIDS**



**Table 2. 2000 Population for all Races for Brockway Township<sup>7</sup>**

| SF 1-12: Number of Persons by Age and Gender |              |          |                |            |             |           |
|--|--------------|----------|----------------|------------|-------------|-----------|
| Age  | Male Persons | Male Pct | Female Persons | Female Pct | All Persons | Total Pct |
| Under 5 years                                | 81           | 6.0      | 79             | 6.6        | 160         | 6.27      |
| 5 to 9 years                                 | 116          | 8.6      | 111            | 9.2        | 227         | 8.90      |
| 10 to 14 years                               | 120          | 8.9      | 123            | 10.2       | 243         | 9.53      |
| 15 to 17 years                               | 92           | 6.8      | 79             | 6.6        | 171         | 6.70      |
| 18 and 19 years                              | 41           | 3.0      | 26             | 2.2        | 67          | 2.63      |
| 20 years                                     | 18           | 1.3      | 11             | 0.9        | 29          | 1.14      |

<sup>7</sup> Source. US Census Data Department of Administration



|                   |       |      |       |      |       |        |
|-------------------|-------|------|-------|------|-------|--------|
| 21 years          | 10    | 0.7  | 14    | 1.2  | 24    | 0.94   |
| 22 to 24 years    | 38    | 2.8  | 37    | 3.1  | 75    | 2.94   |
| 25 to 29 years    | 68    | 5.1  | 54    | 4.5  | 122   | 4.78   |
| 30 to 34 years    | 104   | 7.7  | 94    | 7.8  | 198   | 7.76   |
| 35 to 39 years    | 120   | 8.9  | 118   | 9.8  | 238   | 9.33   |
| 40 to 44 years    | 157   | 11.7 | 124   | 10.3 | 281   | 11.02  |
| 45 to 49 years    | 111   | 8.2  | 98    | 8.1  | 209   | 8.19   |
| 50 to 54 years    | 75    | 5.6  | 67    | 5.6  | 142   | 5.57   |
| 55 to 59 years    | 48    | 3.6  | 43    | 3.6  | 91    | 3.57   |
| 60 and 61 years   | 25    | 1.9  | 21    | 1.7  | 46    | 1.80   |
| 62 to 64 years    | 24    | 1.8  | 27    | 2.2  | 51    | 2.00   |
| 65 and 66 years   | 18    | 1.3  | 15    | 1.2  | 33    | 1.29   |
| 67 to 69 years    | 18    | 1.3  | 13    | 1.1  | 31    | 1.22   |
| 70 to 74 years    | 31    | 2.3  | 20    | 1.7  | 51    | 2.00   |
| 75 to 79 years    | 15    | 1.1  | 14    | 1.2  | 29    | 1.14   |
| 80 to 84 years    | 8     | 0.6  | 7     | 0.6  | 15    | 0.59   |
| 85 years and over | 8     | 0.6  | 10    | 0.8  | 18    | 0.71   |
| Total Population  | 1,346 | 100  | 1,205 | 100  | 2,551 | 100.00 |

**Table 3. Number of Persons by Gender and Age<sup>8</sup>**

Brockway Township has a median age of 34.3 for females and 33.7 for males at this point. This age is usually the income producing group and shows again a strong thriving community. There is a trend towards the upper edge of the pyramid showing that there is an older population showing that the Township will change over time; however, that can be modified by formulating strategies that will help Township environment become conducive to those income producing groups. Offering amenities such as a clean environment with a higher quality of life will be a positive inducement for retirees. Otherwise, this could mean that there would be less disposable income to use in the future. Planning for this change in trends will take an insightful community to know its limits when working with its infrastructure over time. While a community is young, healthy and vibrant, basic infrastructure may be something to be considered and implemented. The next census data currently being prepared for 2010 will either confirm this trend or show changes; at this point there appears to be a steady forward trend.

### **Employment / Income Trends**

According to the 2000 U. S. Census data, Brockway Township has about 875 households that have earnings income with the median age being that of 34 for males and 33 for females. Of that amount, the majority earn their income through wages or salaries (752 households) and surprisingly the next income area is from dividends, interest or rental income (374 households) followed by self-employment (177 households).

Other income for Brockway Township is derived from the following sources:

- Social Security(137 households)

<sup>8</sup> Ibid



- Supplement social security(13 households)
- Retirement(43 households)
- Public Assistance(8households)
- Other (111 households)

Listed in the table below is the aggregate family income by age of householders in the Township. In reviewing the table, it is worth noting that the average married couple makes more together, with the ages of 35 to 55 being the most productive. Therefore, when reviewing the prior age pyramid and using these facts, it confirms that the Township is presently in a “growth” period and tends to be in the middle of the age bell curve. This means Township is neither struggling to begin careers or ready to retire, but at the peak of their earning productivity.

| Aggregate Family Income Type by Age of Householder |               |       |
|--|---------------|-------|
|  | Family Income |       |
|  | Data          | Pct   |
| Aggregate family income in 1999:                   | \$48,271,400  | 100.0 |
| Married-couple family:                             | \$45,520,800  | 94.3  |
| Householder 15 to 24 years                         | \$325,000     | 0.7   |
| Householder 25 to 34 years                         | \$8,169,200   | 16.9  |
| Householder 35 to 44 years                         | \$15,752,600  | 32.6  |
| Householder 45 to 54 years                         | \$14,155,800  | 29.3  |
| Householder 55 to 59 years                         | \$2,313,800   | 4.8   |
| Householder 60 to 64 years                         | \$2,285,300   | 4.7   |
| Householder 65 to 74 years                         | \$1,904,600   | 3.9   |

**Table 4. Aggregate Family Income Type by Age**

Attached in *Appendix B* is the breakdown of the types of employment which are in Brockway Township for male and female occupations. The predominant Brockway Township employment areas for male wage earners according to the 2,000 U.S. Census data are:

- Management, professional, business, and financial operations
- Sales, construction, extraction and maintenance operations
- Production, transportation, and materials moving operations

For the female wage earner, the predominant employment areas are as follows:

- Management, professional and related operations
- Computer and mathematical occupations
- Service, sales, office and operations and support occupations
- Some production occupations

The data from this Appendix show that Brockway Township has a large group of professional management and service industry services and they are the primary employment in the Township. Farming and related employment is shown as a smaller percentage of the employment profile while the amount of land still in farming still is the largest land mass within the Township.



## Demographic and Employment Goals / Action Plans

The Township will want to continue with protection of the agricultural businesses in the neighborhood and promote activities that help sustainability. In addition, the Township is aware of the picturesque environment that the Mississippi's Corridor can offer to their residents as well as some of the amenities unique to the Township. Some of these actions could be as follows:

1. Income profiles must continue to be closely watched and reviewed in the Township to determine the health and financial composition as the Township changes over the next decade. This will help to maximize the Township's population assets and resources.
2. Brockway Township has the ability to continue to offer a mixed type of housing and land use opportunities that still protect the single family residential uses, but will allow a mixed type of living as the population of the Township becomes older and generational. This can be done by a review of the housing stock, the income and employment levels that the census data provides.
3. Constant vigilance with proper land use planning and management tools, to protect the environment and groundwater sensitivity of the Township and give a growing population amenities and a quality of life. .

## LAND USES

### **Brockway Township's General Land Uses**

Today the land area of Brockway Township is 47.9 square miles. It is one and one-half the size of a standard township which has the normal 36 sections. It has water areas of .7 square miles (1.48% of the township). The population density is around 53 people per square mile. The current population of the Township is at 2651 per the current State Demographers 2007 data.

The Northerly end of Brockway Township remains mainly agricultural. The Mississippi River travels along the Eastern boundary of Brockway Township. Along it runs "The Great River Road" which travels from Little Falls through the Township and continues down to St. Cloud and beyond. It is an integral part of the township and provides the community with a beautiful residential area as well as recreational opportunities within the Township. Its' flows are controlled upstream by the Headwaters Reservoir System operated by the U.S. Army Corps of Engineers. This eastern end of the Township consists of mixed residential and agricultural lands but is predominantly going in the direction of what will be called residential neighborhood area. Advanced wastewater treatment will be used in this area to protect the groundwater and drinking water due to high groundwater susceptibility. Single family residential is the predominant housing in the Township. There are two known cemeteries located in the Township.

A study was done on the Great River Road that follows the Mississippi in January of 2000 by the Minnesota Department of Transportation and others. While it did not cover the Mississippi portion in Brockway Township, it identified the resources in the Executive Summary that will help the Township. It further defined the tourism and other markets for the Mississippi River and can be a clue to the Township to protect and promote this area. This study can be found by going to [www.mnmississippiriver.com](http://www.mnmississippiriver.com) . One such area is the Mississippi County Park which is located in Sections 10 & 17 in the Township. Consideration of nature trails might be a way to provide more amenities to the nearby residential areas.

In April, 2007, Community Resources Planning and Critical Connections Ecological Services, Inc. along with the Minnesota Department of Natural Resources (MNDNR) began work on the Mississippi River Land Classification and Resources. A map of this work showing the Total Project Area in Phase I and II with a 1,000 meter river buffer is identified and included in *Appendix C* of this document. In addition to this mapping, the MNDNR also came out with a report on the "Growth Pressures on Sensitive Natural Areas 2006", a copy which is available at the Brockway Town Hall in their Planning Files. In it, it discusses the future growth and development in the Central DNR Region and tried to identify the population densities and reaches from the Metropolitan Area into the St. Cloud area and



beyond. It further identifies sensitive natural areas in which it shows that Brockway Township has about one-quarter to one-half of the Township sensitive to population growth. In this respect, conservation design, water quality, groundwater protection and proper use of the land for the right types of development must be carefully identified and implementation tools used to protect the land.<sup>9</sup>

The bulk of the Township in the middle and western portion is identified as Rural Preservation/Agricultural with Open Space/Recreational and wetland areas delineated. Agriculture remains the foundation of the Township there and there continues to be a strong desire to keep the farming community healthy. Interspersed in these areas are Open Space/Recreational areas identified along with wetlands (these maps are available for viewing at the Brockway Town Hall).

Towards the Southern end of the Township, there seems to be a split down the middle from east to west with residential areas to the east following the road system and waterways, with agricultural to the west portion of the southern end. In the Central portion of the Township, located in Section 14, is the Brockway Waterfowl Production Area which has an open space/recreation area and a special protection area.

### Existing Land Subdivisions

Brockway Township has had many subdivisions. This is a common statutory mechanism to develop land. According to Stearns County in a document dated November 26, 2007, there are approximately 116 known subdivisions in the Township. Many are located along the Mississippi and Stoney Creek area near water with varying lots and densities. It is also interesting to note that the eastern and southern edge of the Township along the present transportation routes is where the most residential housing densities. The breakouts of subdivisions per Township section within the Township are as follows:

| <b>Township Sections</b> |                   |                   |                   |                   |                   |
|--------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| <b>Section 1</b>         | <b>Section 2</b>  | <b>Section 3</b>  | <b>Section 4</b>  | <b>Section 5</b>  | <b>Section 6</b>  |
| <b>10</b>                | <b>3</b>          | <b>0</b>          | <b>1</b>          | <b>2</b>          | <b>4</b>          |
| <b>Section 7</b>         | <b>Section 8</b>  | <b>Section 9</b>  | <b>Section 10</b> | <b>Section 11</b> | <b>Section 12</b> |
| <b>7</b>                 | <b>2</b>          | <b>1</b>          | <b>0</b>          | <b>3</b>          | <b>3</b>          |
| <b>Section 13</b>        | <b>Section 14</b> | <b>Section 15</b> | <b>Section 16</b> | <b>Section 17</b> | <b>Section 18</b> |
| <b>1</b>                 | <b>0</b>          | <b>0</b>          | <b>1</b>          | <b>6</b>          | <b>3</b>          |
| <b>Section 19</b>        | <b>Section 20</b> | <b>Section 21</b> | <b>Section 22</b> | <b>Section 23</b> | <b>Section 24</b> |
| <b>1</b>                 | <b>9</b>          | <b>3</b>          | <b>0</b>          | <b>0</b>          | <b>0</b>          |
| <b>Section 25</b>        | <b>Section 26</b> | <b>Section 27</b> | <b>Section 28</b> | <b>Section 29</b> | <b>Section 30</b> |
| <b>0</b>                 | <b>1</b>          | <b>0</b>          | <b>3</b>          | <b>14</b>         | <b>0</b>          |
| <b>Section 31</b>        | <b>Section 32</b> | <b>Section 33</b> | <b>Section 34</b> | <b>Section 35</b> | <b>Section 36</b> |
| <b>11</b>                | <b>7</b>          | <b>5</b>          | <b>7</b>          | <b>6</b>          | <b>1</b>          |

**Table 5. Subdivisions in Township by Sections**

The table above and a review of the Township mapping show the concentration of land breakouts are in Sections 1,7,17,20,29 and the bottom sections from 31 through 35. This breakout of land began to happen more quickly during the early eighties and has continued into the nineties and now.

This review shows a fairly defined area where residential areas seem to occur. There are also numerous Certificates of Surveys indicating boundary changes as well as administrative subdivisions which are divisions from an original parcel. While the landscape is changing in the Township, it is relatively well defined by the water and transportation routes from the rich agricultural portion in the Township and the topography which it contains.

<sup>9</sup> 2006. Growth Pressures on Sensitive Natural Areas. In DNR’s Central Region. Amergis and MNDNR.



## Housing

Brockway Township showed, according to the 2000 census data, that there were a total of 864 housing units in the Township. Of that, 796 households (actual number of people within a household) are owned while only 68 are rented. Approximately 21 stood vacant which means the Township has relatively low vacancy rates. While this shows a discrepancy from the table showing the years that structures were built, this can be due to other types of residences such as mobile homes, development homes, and duplexes that could be unaccounted for.

Offering opportunities for lifestyle housing and lifecycle housing may be a way to retain and help landowners as the landscape of ages, income and employment trend towards the “baby boomer phenomenon” and their role in the lifecycle of the Township. Many in this age tend to go back to where they grew up and to enjoy lesser amenities while still staying close to an area which will provide them the services they will need in the future such as shopping, health care, transportation and other quality of life services. There is also a trend towards converting vacation and seasonal homes into year-round housing.

| Year Housing Structure Built |               |       |
|------------------------------|---------------|-------|
|                              | Housing units |       |
|                              | Data          | Pct   |
| Total:                       | 901           | 100.0 |
| Built 1999 to March 2000     | 26            | 2.9   |
| Built 1995 to 1998           | 83            | 9.2   |
| Built 1990 to 1994           | 128           | 14.2  |
| Built 1980 to 1989           | 145           | 16.1  |
| Built 1970 to 1979           | 247           | 27.4  |
| Built 1960 to 1969           | 81            | 9.0   |
| Built 1950 to 1959           | 33            | 3.7   |
| Built 1940 to 1949           | 38            | 4.2   |
| Built 1939 or earlier        | 120           | 13.3  |

**Table 6. Year Housing Structures were Built**

Table 6 identifies the years that housing structures were built. The largest number of structures began to be built in the 1970s and continued through 1994. This means that the Township’s housing population is relatively new and while there is a slowdown into the year 2000 and to date, there remains a good housing stock for landowners to purchase. Homes built from 1939 up to the 1970’s appear to be a smaller fraction of the whole. With the housing economy beginning to slow down in 2007 and possibly into next year or more, there will be a tendency to remodel and refurbish existing homes rather than build new ones.

As the Township population ages, consideration of different types of housing stock ought to be considered. Some new options for lifestyle housing are beginning to become popular and may answer some of the concerns about tax values of properties within the area. In a limited fashion and with blending of the housing stock to the local area where it is built, these new types of housing may allow many to continue to live out their lives in this area that they originally enjoyed. And while many think that this type of housing such as conservation, blended neighborhoods, and assisted group living arrangements must be located within city limits, it is becoming more and more common to do it in a rural setting due to the technologies available for wastewater treatment, management and infrastructure.



In 2001, Minnesota Planning (State Demographic Center) completed a working paper on Minnesota Housing in 2000. Minnesota had the second-highest rate of home ownership among all states and was tied for the lowest rate of housing vacancy. While Stearns County showed a lower ownership in the state, part of this was attributed to college students and the transient nature of colleges. This paper also has a chart identifying the median sales prices of existing housing, by counties, and Stearns County changed from a median average in 1984-1985 of \$50,050 to the amount of \$102,378 in 1999-2000. This is a change of 79.6% from 1989-2000.

Today, it is noted that the average home outside of the Metro area is the highest at about \$100,000 (Minneapolis-St. Paul) to \$240,000 in Edina and \$196,000 in Chanhassan. Existing median prices of homes throughout the state were reflected at \$124,500.00. Stearns County and the more rural areas are at or below the median sales prices of homes in the state<sup>10</sup>.

## Commercial Uses

Included throughout the Township land base is a number of excavating and gravel extraction businesses as well as commercial businesses of different types. They range from manufacturing, trucking, auto body, engine repair, machinists, cabinet work and some home occupations. A specific commercial area has not yet been identified by the Township. This may be something that the Township may wish to consider in the future in order to prevent mixing of undesirable uses that will create problems with the residential areas. Most of the extractive uses are located in the Agricultural areas with the rest of the businesses in Rural Residential. There is only one area in the Township zoned Limited Industrial. A map has been prepared to show the existing known businesses and is on file at the Brockway Town Hall.

## Potential Growth Areas

Stearns County has begun an update of their Comprehensive Plan. Brockway Township began work with the County through a grant to update and develop a growth management strategy plan<sup>11</sup>. During this process, a map was developed, along with others, to show the best strategies for the Township. Many public meetings were held and landowners identified some core principles and values for the Township to consider.

### Core Principles

- Community Character. Residents valued the rural beauty of the landscape within the Township.
- Government Regulations. Residents had mixed feelings regarding regulations dependent on the motives at the time for development of their land, or conservation of the land. Many also preferred the ability to retain their property rights without being hampered by regulations.
- Taxes. Residents felt that taxes needed to be controlled especially for the farming community. This did not always equate well with their income levels.

### Core Values

- Protect the right to farm
- Protect the rural nature of the community
- Protect the Township properties from annexation
- Protect property rights
- Limit sprawl to reduce fragmentation of large tracts of land

This identification of principles, core values and places to protect in the Township gave way to a proposed land use map which has recently been updated and sent on to the County for incorporation into the final Comprehensive Plan. This Brockway Township "Future Land Use Map" is attached herein for review in *Appendix D*. In its legend, it shows the waterways within the Township along with the proposed land uses. This land use map incorporates the

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<sup>10</sup> August 2001 Working Paper. Minnesota Housing in 2000. Minnesota Planning State Demographic Center

<sup>11</sup> March 2006 Brockway Township Growth Management Plan. Community Growth Institute, 1,000 Friends of Minnesota.



ideas and core values that the Township residents have expressed. It shows clear demarcation of the lands and the blending of uses when they meet. Proper management and tough decision making is also needed since the land uses have varying degrees of topography that must be considered. In that respect, where there is groundwater sensitivity found, there has been an Advanced Sewage Treatment Overlay District marked.

As to future growth areas, it tends to begin near waters, lakes and streams with transportation corridors first. When you review the future land use map this is what has happened in Brockway Township. Potentially the eastern area of the Township along the Mississippi River and Stearns County State Aid Road #1 has seen growth, but there are two other likely areas that may see this in the future. One suggested area could be along State Aid County Road # 2 near the City of St. Stephen, and the second one could be near the townsite of Opole which has some amenities while still retaining the rural nature of the area.

Currently Stearns County and Brockway Township have a Memorandum of Understanding which allows the Township to work cooperatively with the County to manage land use zoning within the Township. There are growing pains with this relationship and the Township has begun to build their own management tools and methods to deal with their residents and needs.

The Township has formally created a Planning Commission to carefully review land use and zoning work. They will also identify potential issues whenever subdivision, platting work, conditional use and variance requests are presented. Some of the work tools that the Township Planning Commission can recommend to the Town Board in addition to Ordinances are Developer Agreements, Conservation Easements, Transfer of Development Rights, and Road Standards. They have also developed policies, procedures and forms to help the community understand permits and application procedures. In addition, the Planning Commission is carefully considering Conservation Development models for new development and the role they can play in the Township.

Continuing dialogue with the City of St. Stephen is ongoing to make sure that land use planning and zoning as well as public infrastructure, transportation systems and annexation issues can continue to be worked out with agreements that benefit the whole area. When coordinated with the resources and the Geographic Information System mapping tools, the Township will have the necessary valuable resources for making sound land use management decisions.

## **Land Use Goals / Action Plans**

To summarize above, there are many land uses in the Township. Agriculture may be the largest land acres in use, but there are extractive uses, trucking, auto body, home occupations, etc. Many residents who are not in the agriculture industry are in professional and service occupations. The desire to have a quiet and serene home environment is valued and respected. In the visioning sessions done earlier with residents, there was a desire to stay rural, yet residents like the idea of having services nearby in the neighboring area to use.

Subdivisions are being done mainly in the easterly and southern area of the Township. The agricultural portion of the Township still remains intact with the larger tracts of land. There is the town site of Opole and the City of St. Stephen which allows for small tract sites and some amenities. The goal for land use is to work with the City of St. Stephen to have neighboring compatible land uses to each other and at the same time to protect the rural residential areas on the eastern and southern side of the Township to remain viable and the western portions of the Township to remain mainly agricultural.

Goals would be to provide life cycle housing in the area and to keep the housing structures healthy and turned over to meet the needs for the Township residents. Some of these goals can be attained by conservation based design models to provide mixed densities in the Township while still looking rural. Other options would be to provide for a mixture of land uses and sizes that will help all income levels to live in the area and still protect the environment in which they wish to live. Keeping property taxes in line and dealing with housing issues are appropriate and worthy goals to consider.



### **Recommendations / Action Plans for Agriculture**

1. Township continues to protect agricultural zones within the Township to preserve the farming economies in the area.
2. Prepare profiles of the existing agricultural businesses in the Township with an eye to the ages and productivity of the farming community to determine the activities and life cycles of the agricultural business in Brockway Township and its changing landscape.
3. Promote the use of buffering techniques via open space development, greenways, and similar planning tools to protect farming from residential encroachments.
4. Support existing agricultural operations by implementing a “Right to Farm” policy and educating farming landowners about the “Green Acre” rules.
5. Support strong feedlot regulations and the encouragement of best management practices within the farming land uses.

### **Recommendations / Action Plans for Land Use / Subdivisions / Housing**

1. Township consider allowing the use of conservation based design models as well as a modified lot and block layout to provide for different densities and types of housing in the rural residential areas.
2. Township completes the process to update all of their Land Use Ordinances and place them on the website. Require Permits forms to be updated and enforcement procedures put in place.
3. Provide for amenities such as parks, walking trails and infrastructure for said subdivisions in the eastern and southern portions of the Township.
4. Use Developer’s Agreements to meet the above needs in the Township and to provide for those needs with a minimum use of the Township’s levies to do this. When a development occurs, the Developer pays for all of these costs.
5. Adopt and implement a building code in the future to protect the housing stock in the Township and keep it vibrant and alive. Coordinate this with the neighboring entities and surrounding entities.
6. Plan to share a Building Inspector with neighboring entities to provide cost efficiencies.

### **Recommendations / Action Plans for Commercial Uses**

1. Review existing and neighboring land uses with the City of St. Stephen to develop common and mutually consistent commercial land use corridors where compatible land uses can be developed.
2. Through a Capital Improvement Plan, identify the possibility of providing “municipal services” in commercial areas in order to accommodate commercial ventures.
3. Initiate discussions regarding public infrastructure with the City of St. Stephen along the existing transportation corridors. Identify the best means for developing commercial and manufacturing uses along these road systems.
4. Work in conjunction with the City of St. Stephen to implement compatible neighboring land uses to enhance and protect the environments of each other while still allowing growth and development of their respective entities.
5. Implement a Small Commercial Business Ordinance to protect neighboring properties from noise, pollution and other potential problems within the commercial area such as signage, hours of business, light pollution, parking, stormwater and drainage issues.



## **Recommendations / Action Plans for Growth**

The Growth Management Plan identified a number of ideas and actions for the community of Brockway Township. These are incorporated herein.

1. The updated Future Land Use Map (2007) and proposed land use categories in the Township to be reviewed annually and incorporated within the proposed Stearns County Comprehensive Plan as a guide to future growth and land making decisions within Brockway Township.
2. Use the Overlay District for Advanced Wastewater Treatment for high groundwater sensitivities for land use decisions.
3. Develop a “build-out” model for development in order to understand land use issues, densities and how they are impacted by the present geology of the Township. This can be used to help anticipate the future transportation system within the Township.
4. Implement conservation based design work for new developments when it meets topography needs and can be cost efficient. Implement a working Ordinance to manage the growth and yet still present attractive living designs for the Township.
5. The purchase of Development Rights and /or the transfer of development rights are tools that can be used to protect landscapes and areas in the Township. The Township can use this management strategy in the future to protect susceptible land areas where they are threatened.
6. Consider the use of an Orderly Annexation Agreement with neighbors when it is needed to provide wise land use management. The City of St. Stephen and the Township are already in this process.

## **TRANSPORTATION SYSTEMS**

### **Existing Transportation System**

Brockway Township has approximately sixty-seventy miles of paved Township roads that are maintained. There are many other public roads that are in the Township, but are not designated as Township or County roads. These are private roads, easements or cartways that the Township does not maintain. The Township residents have indicated that they are generally satisfied with the local road management programs provided by the Township.

Road maintenance activities in the Township consists of mowing, clearing road rights-of ways from rocks and obstructions such as rubbish and trees, maintaining signs, crack sealing and striping, snowplowing, salt and sanding and maintenance of culverts. A detailed map identifying the Township culverts, their sizes and lengths in the road right-of-ways is available for review at the Town Hall. Since the majority of the Town’s roads are paved, these roads will now be sequenced and scheduled for future asphalt repair. The total annual road budget in the Township is approximately \$300,000.

Roads in the Township are a mixture of major arterial (high volume roads), minor arterials (roads which have high volumes and still provide private property access) and collectors (low volume roads with a primary function of providing access to private property) roads in the transportation system. A listing of the roads in the Township is below for review and a copy of the Brockway Township Road Transportation System is included in *Appendix E*.



## Roads in Brockway Township

| Streets<br>(Minor Arterials) | Avenues<br>(Minor Arterials) | Subdivision Roads<br>(Collectors) | Others<br>(Major Arterials)      |
|------------------------------|------------------------------|-----------------------------------|----------------------------------|
| 40 <sup>th</sup>             | 55 <sup>th</sup>             | Beehive Court                     | County Road 131                  |
| 380 <sup>th</sup>            | 56 <sup>th</sup>             | Wildlife Court                    | County Road 132                  |
| 381 <sup>st</sup>            | 57 <sup>th</sup>             | Deer Court                        | County Road 118                  |
| 382 <sup>nd</sup>            | 61 <sup>st</sup>             | Blue Spruce Road                  | CSAH Road 17                     |
| 385 <sup>th</sup>            | 62 <sup>nd</sup>             | Xenia Road                        | CSAH Road 5                      |
| 386 <sup>th</sup>            | 65 <sup>th</sup>             | Walleye Road                      | CSAH Road 2                      |
| 389 <sup>th</sup>            | 72 <sup>nd</sup>             | Wallaby Road                      | CSAH Road 1 (Great River Road)   |
| 390 <sup>th</sup>            | 73 <sup>rd</sup>             | Ulster Road                       |                                  |
| 398 <sup>th</sup>            | 75 <sup>th</sup>             | Pine Point Road                   | <b>Private Roads:</b>            |
| 399 <sup>th</sup>            | 79 <sup>th</sup>             | Moonlight Lane                    | 126 <sup>th</sup> Street (Opole) |
| 409 <sup>th</sup>            | 85 <sup>th</sup>             | Brockway Hollow Drive             | 427 <sup>th</sup> Street         |
| 411 <sup>th</sup>            | 95 <sup>th</sup>             | Prairie Grass Lane                | 432 <sup>nd</sup> Street         |
| 412 <sup>th</sup>            | 100 <sup>th</sup>            | Prairie Grass Drive               |                                  |
| 413 <sup>th</sup>            | 103 <sup>rd</sup>            | Loganberry Circle                 | <b>Others:</b>                   |
| River Street                 | 105 <sup>th</sup>            | Garden Court                      | 5 known cartways                 |
| 421 <sup>st</sup>            | 120 <sup>th</sup>            | Sage Court                        | 17 private roads                 |
| 422 <sup>nd</sup>            | 125 <sup>th</sup>            | Kookaberry Court                  |                                  |
| 427 <sup>th</sup>            |                              | Kona Court                        |                                  |
| 438 <sup>th</sup>            |                              |                                   |                                  |
| 440 <sup>th</sup>            |                              |                                   |                                  |
| 442 <sup>nd</sup>            |                              |                                   |                                  |
| 450 <sup>th</sup>            |                              |                                   |                                  |
| Tallow Road                  |                              |                                   |                                  |

**Table 7. Listing of Roads in Brockway Township**

There are a number of aggregate uses within the Township but no asphalt plants at this time. Aggregate uses in the Township presently are not catalogued and it is not known if they have reclamation plans. Due to shortages of aggregate in the Metro area, this is an area which could be of greatest interest in the future. The Township does not have a great need for gravel except for the shoulders of the roads and for sanding during the winter season.

In November of 2007, the Township passed a Road and Access Ordinance. This Ordinance shows road standards for construction of any roads which the Township will eventually take over along with driveway and access standards. There is a permit that is required for any new driveways and/or accesses that are in the Township's right-of-way or come out onto a Township road. Before the Ordinance, there were policies that were not enforceable. Today all of these are now in one Ordinance. Copies of this Ordinance are available from the Township and will be on the Township website.

Since 2003, Brockway Township has been required to have a MS4 permit which is a Stormwater General Permit for Small Municipal Separate Storm Sewer Systems. This process requires the Township to identify any and all stormwater structures within the Township, who is responsible for repair and maintain them. Sensitive areas may need further protection from degradation due to water runoff and roads. Best Management Practices have been identified and are now being implemented. Citizen knowledge and participation is just one of the proactive activities the Township has begun.



## **Future Road Transportation System(s)**

Brockway Township has already begun a review and update of their present road transportation system for the future of the area. Beginning with road counts and road review, the Township will identify the connected infrastructures that will see more need in the future. According to the present traffic counts from the County, CSAH 1(County State Aid Highway) and CSAH 2 have the highest traffic counts to date. Part of CSAH 5 going into St. Stephen is also reported as having higher counts. While these roads are mainly nine ton (9 ton) roads, it is interesting to note that the County has the portion of CSAH 5 going into St. Stephen from the east identified as an eight ton (8 ton) road. Accidents have been reported within the Township. There been five between 2001-2005 with one on CSAH 1 and the others on minor arterials in the Township (Source: MNDOT Office of Traffic, Security and Operations).

Working with St. Stephen and their Planning Commission, the Township can begin to anticipate future road connections in the area and their impacts on each other. Some of the more common issues that can be worked on together are the following; frontage roads for potential commercial zones, stormwater controls, future easements for anticipated utilities, and a firm consensus of development practices within the land use zones which exist near each other. With dialogue and mutual agreement, these ideas would become part of the management strategies to accommodate growth within the Township and the City.

## **Transportation Goals / Action Plans**

1. Build on the Geographic Information Systems (GIS) work for the road transportation system in the Township to identify all roads, road length, culvert placements, signage and sensitive environments near roads. This will enable the Township to track and develop a budget for future transportation needs.
2. Implement a written policy for general maintenance of township roads. Publish annually by newspaper, newsletter or on the website when necessary so that the community becomes aware of these policies.
3. Progress to a Five Year Road Plan for all Township roads and a budget to manage said plan.
4. Prepare a Transportation Plan to identify the present and future road connections for an efficient and safe transportation system. Transportation Plan to identify budgets and timelines to complete.
5. Consider present and future trails and bike paths within the Transportation Plan to give the community continuity with the parks and recreational opportunities that are within the Township.
6. Road Counters can be leased and/or purchased to identify the traffic counts for the roads in the Township. This will help with the determination of road restoration and the necessary road budgets as it becomes necessary.
7. Implement a Gravel Extraction permit and identify quality erosion and replacement plans for future and existing uses. Develop performance standards and regulations to implement within zoning applications.
8. Put into action the MS4 permit Best Management Practices as follows:
  - Identify all stormwater detention ponds on all roads.
  - Adopt a Stormwater Ordinance and Enforcement program regarding water discharges within the Township's road rights-of-way.
  - Include stormwater review within the annual road inspection process.
9. Map out all road signage within the Township and annually inspect signs for repair and replacement to protect the traveling public.
10. Review Walleye Road for possible construction practices that could remove any stormwater run-off from the road into the nearby trout stream.
11. Working with the City of St. Stephen, identify a transportation system that will be interconnected with the City and allow the best travel patterns for both the Township's residents for public safety purposes. Review future impacts on each other's road systems.
12. Restructure the existing shared road agreements with neighboring entities.
13. As the Township continues to grow, consider implementing a road "Right-Of-Way" Ordinance regarding utility usages in Township road rights-of-way.



# ENVIRONMENT

## **Wastewater Infrastructure**

Brockway Township does not currently have a centralized water, wastewater or stormwater collection facilities. To date, wastewater has consisted of Individual Wastewater Treatment Systems (ISTS). However this changed in 2001. The rural town site of Opole began to experience wastewater problems. A Subordinate Service District under Minnesota Statute § 365A was created and a community treatment and disposal system was constructed and landowners were hooked into the system. Since then, there have been two other community wastewater systems installed in the Township with new development, with one of these being private (Mulberry Meadows) and the other (Rivers Edge Subordinate Service District) just recently approved.

Minnesota Statutes §365A gives the Township statutory authority to provide a service, not just wastewater and/or water, to people in their community when petitioned by the property owners. This service must be more than the regular services generally provided throughout the Township. This statute came into being in 1989 and it has been used for many services such as transportation, street lights, paving, providing chloride on roads, feasibility studies, water and/or wastewater and ambulance services. The wastewater model was developed in 1993 in Cass County and has been nationally recognized as a “user friendly” tool for small community needs. There have been many Townships, in cooperation with Counties that have such Districts in place. It has become a new environmental role for Townships and another way to protect the groundwater, water quality, and sensitivity of the environment.

As noted in prior discussions, the area on the eastern and southeastern side of the Township has been identified as having sensitive groundwater sensitivity. It has been noted that these identified areas on the Township and County maps are proposed to use advanced wastewater treatment system plans to protect the groundwater and drinking water of the residents living there. This includes careful management of wastewater and treatment systems to provide for continued management to treat the wastewater before it is returned to the soils.

The Township is considering using this model and other tools to help their landowners and those that wish to do new developments protect the soils and areas needing protection within the Township. As land densities increase in the eastern and southeastern areas of the Township, management will be a primary means to keeping landowners living in a thriving and healthy environment.

## **Critical Habitat**

There are a number of areas within Brockway Township that are water and critical habitat identified. The Township has a wetland map on display at the Town Hall. There are approximately eight (8) different types of wetland in the state which are identified by the U.S. Fish and Wildlife Service in Circular 39. They are as follows:

- Type 1 – Seasonally flooded basins or floodplains
- Type 2 – Inland fresh Meadows
- Type 3 – Inland shallow fresh Marshes
- Type 4 – Inland deep fresh Marshes
- Type 5 – Inland open fresh water wetlands
- Type 6 – Shrub swamps
- Type 7 – Forested swamps
- Type 8 – Bogs

All wetlands have these shared characteristics:

- They have mostly hydric soils, soils that developed in wet conditions
- They are wet either above the ground or wet within 12 inches of the ground surface during all or part of the growing season
- They have vegetation adapted to wet soil conditions

The benefits of wetlands to the environment are that wetlands surround many of our lakes and rivers and act as a filtering system and can absorb polluted surface water runoff before it enters lakes and rivers downstream. They provide flood control and low flow augmentation, meaning that they serve as holding areas for water. When rainfall is very heavy, they can slow down those waters. On the other hand, during drought, slow release of water from



wetlands can help maintain streams and may help to recharge water supplies. They are a source of fish and wildlife habitat and in Brockway Township; they in the Wildlife Protection Area in Section 14.

Wetlands can and are utilized for education benefits, recreational opportunities and commercial benefits. They are often managed for vegetable farming, peat mining, sod farming, minnow harvesting and timber harvesting.<sup>12</sup> Despite their benefits, wetlands have long been considered a nuisance and have been drained or filled for urban development or production. Until the settlement of Minnesota in the 1860s, about 18.6 million acres were wetland. Today, only half remain. The Township has many wetland and upland areas identified on their maps at the Town Hall.

Another area is the Eastern boundary of the Township which is the Mississippi River Corridor. While this is a residential area with a County park, care and consideration to its future growth need to be considered. Surface water management through the MS4 permits and other tools will be of benefit in the long run to protection of this very important land use in the Township. Identification of other critical habitat within the Township can be done to have a catalogue or data base to protect those areas from developmental growth and destruction and to assess the benefit to the whole Township and the area. Other protected waters in the Township are the following:

- Stoney Creek, Spunk Creek, and Smarts Creek
- Shephard Lake and the Wildlife Protection Area

## **Water**

Brockway Township does not have any centralized water or water collection facilities. The Township works with individual well systems to date. However, there are a number of deep well systems that can be identified with agricultural production. These provide an opportunity in the future for a deep well system near the Township's Hall or an identified commercial corridor in order for growth of a commercial zone(s). At the present time, there is only one known community well system which is located in Opole.

If there is a desire to provide a water system(s) to the community for growth in a commercial corridor or for fire protection, then the Township may want to review their land management districts and determine the most cost effective placements for those water system(s). Two examples come to mind; one for a possible Fire Substation to serve the Township areas more conveniently, and another for a growth corridor for commercial ventures.

In addition, the Township will need to be cognizant of stormwater practices and wellhead protection regulations for these areas. Water Studies and Future Water Systems studies by the Township due to the groundwater issues in residential areas may be a way to avoid groundwater contamination or drinking water problems. .

## **Environmental Recommendations / Action Plans**

### **Wastewater Recommendations / Action Plans**

1. Work with Stearns County to begin a review and build a Township data base of the Individual Wastewater Sewage Treatment Systems (ISTS) with the Township and their ages and types.
2. Brockway Township can create a wastewater management plan to identify those areas in the Township that may have failure of their ISTS systems in the future, and will need to move into Community Wastewater Treatment Systems or other management models.
3. Consider a revolving loan program for wastewater treatment systems through local banks or other funding mechanisms to help those that meet criteria for repair and/replacement of their systems.
4. Township can identify management tools for developments in the Township when they wish to have lots that cannot sustain two wastewater treatment systems.
5. Provide educational materials about wastewater treatment systems and management when issuing a building permit to new landowners.

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<sup>12</sup> Wetlands in Minnesota. Wetland Circular 39



## **Critical Habitat Recommendations / Action Plans**

1. Preserve existing wetlands to promote critical habitat areas by implementing wetland delineation and a thorough review of potential resources.
2. Develop a registry of existing critical habitats for the Township and add it to the data bases and GIS system being developed for the Township. Use this as a tool when determining findings for development and growth issues.
3. Support local lake and landowner associations' information regarding the preservation and care of their shoreline, re-vegetation practices and their land and lake uses near wetlands and littoral zones on their lakes.
4. Working with Stearns County, the Township can begin discussions on extending the shoreline buffer area for the Mississippi River Corridor in the Township in order to protect the sensitive environment of the River.

## **Water Recommendations / Action Plans**

1. Implement an annual well testing program with Stearns County and others such as St. Stephen to identify and provide a data base for existing wells in the Township.
2. Support restoration of groundwater quality where degradation has occurred through programs available.
3. Promote water quality studies and water quality modeling to understand the surface and groundwater flows within the Township.
4. Educate landowners by working with those entities such as Master Gardeners, University of Minnesota and others to educate them about shoreland buffers, water gardens, stormwater protection, and other best management practices.
5. Identify water sources that could help with fire protection practices and can augment the commercial corridors when they become needed.

## **PUBLIC INFRASTRUCTURE / OTHER SERVICES**

### **Present Existing Services**

The neighboring area and communities around Brockway Township have many of the conveniences that all ages look to use. In general, people want to own their property and yet have the conveniences such as restaurants, golf courses, banking capabilities, reasonable life cycle housing with maintenance free services, pharmacies, hospitals and learning centers. They also expect to have fire, ambulance and emergency services nearby. The Township has the ability to provide these services and still remain a quiet rural community for those that wish it.

The City of St. Cloud is the county seat and is one of the fastest growing areas in the State. It has many of the above amenities including state of the art health facilities and technologies. The Township of Brockway does provide the following services:

- Fire Services are done by mutual agreement with the following entities: the City of St. Stephen and Holdingford nearby.
- Ambulance is provided by Gold Cross for the Township.
- First Responder and EMT services are provided by St. Stephen and Holdingford
- Banking is available at St. Stephen, Rice, and Holdingford
- Restaurants are located within the Township and neighboring areas
- School Districts serving Brockway Township are Holdingford and Sartell. There is a very small portion served by the Royalton School District
- Utilities that serve the area are as follows: Phone, Cable, Gas, Power and a Cell Tower
- Airport Services are located in Little Falls and St. Cloud



There has been some discussion of a Fire Substation within the Township to augment St. Stephen and Holdingford. This would help to reach residents sooner and realize a small savings in insurance premiums for the residents that are within a certain distance of the station.

At the present time, land use planning and zoning are being completed through a Memorandum of Understanding with Stearns County and Brockway Township. The Township is beginning to work towards independently implementing planning and zoning work in the future.

## **Parks & Recreational Amenities**

Parks are the community's pride and give residents an opportunity for activities that all can attend and participate. Parks provide for the cultural dynamic in a community and are often used for community picnics, family reunions, music events, children's play areas, art events and auctions, craft fairs, car shows, and many other events. This brings a sense of well being and closeness with everyone. Parks are the jewels of a community and they offer occasions for a community to work together in a common goal.

In Section 7 is located the Mississippi County Park, which is operated by Stearns County. This Park is located on the Great River Road and has a boat landing for the Mississippi River. The Township also has the Wildlife Protection Area located in Section 14. There are also State Grant in Aid snowmobile trails crossing over private lands that travel through St. Stephen and the Township and are maintained by the St. Stephen River Runners. There are softball fields located in the Township, St. Stephen and Opole for recreation. Finally, there is the Lions Club Park in the Township and a number of parks which are located in the City of St. Stephen.

Brockway Township recently completed their Town Hall with paved parking facilities, which is now available for rental use to residents in the Township and others. A rental policy has been implemented for use and many different groups have now started to use the Hall for their use.

## **Public Infrastructure Recommendations / Action Plans**

### **Public Services Recommendations / Action Plans**

1. Implement long-term hazardous and disaster plans with neighboring entities and other agencies.
2. Develop a secondary fire substation to be located in the Township with the City of St. Stephen. This would provide quicker response times to distant landowners and help reduce insurance premiums for those nearby.
3. Brockway Township can develop a Capital Improvement plan after they determine their long-term growth needs and best areas for commercial growth as well as the types of infrastructure that will be needed.

### **Parks & Recreational Recommendations / Action Plans**

1. Coordinate a Park Plan with the City of St. Stephen and identify areas in the Township for future park areas.
2. Work with local groups such as the Lions Clubs and others to promote the local community parks by offering summer events in the parks.
3. When development occurs in the township, in lieu of a park in the subdivision itself, require a park fee per lot created to help build new strategically placed centralized parks.
4. Work with neighboring Townships and Cities to support private and public efforts to enhance recreational opportunities when feasible such as trail development, maintenance, safety training workshops and park improvements.
5. Prepare a working plan for extension along the Great River Road with biking and hiking trails to allow others to enjoy the Mississippi River Corridor and to enhance the residential living areas near the historical river.
6. Using the Township website, link information regarding recreational opportunities in the community and surrounding areas as well as any events that are happening.



7. When a potential opportunity exists in a new subdivision for a trail connection, request the Developer to purchase the needed easements and dedicate them.

## **GOVERNMENTAL RELATIONSHIPS**

### **Neighboring Relationships**

Communication with your neighbors is always a great way to live together. Brockway Township has had a working relationship with the City of St. Stephen which they surround. As state monies become less and less these days, jointly planning with other local governmental units in order to promote more orderly development and cost efficiencies will become important and necessary. It also helps when long-term multi-jurisdictional planning is done with financing opportunities to keep the costs down when public infrastructure is needed. By working together, it builds bridges and trust that can be necessary and key during a crisis or when a disaster hits. In the past years, both the Township and St. Stephen have worked together in regards to public services and will continue to do this. In addition, discussions have begun with the two entities regarding future growth and how it will be dealt with. The goal will be to effectively manage growth with minimal land use conflicts and also allow for efficient transportation and public infrastructure systems to be built to anticipate growth. The Township and the City continue with ongoing discussions that will set the stage for future change.

Many of the other neighboring Townships have working relationships with Brockway Township by sharing roads. In that case, shared road agreements have been developed to keep a high standard of quality roads. Ongoing review of these shared road agreements must be done routinely to keep an eye to future needs and budgets and efficiencies of road maintenance.

Where there has been trust with existing working relationships and problems are discovered, it is far easier to find compromise and/or perhaps new more resourceful arrangements can be found.

### **Existing Relationship with Stearns County**

In 2005, Stearns County and Brockway Township entered into a Memorandum of Understanding regarding the administration of land use controls. It was amended at the end of August, 2005 with changes made to area regarding subdivisions (growth). Since that time, Brockway Township has begun to work towards implementing and ultimately enforcing their planning and zoning work. A Growth Management Plan in 2006 was done with the cooperation of Stearns County, 1000 Friends of Minnesota and the Community Growth Institute. Again this work was done with growth in mind. The Township continues to see an increase in population and their budgets and work reflect this.

At the present time, Brockway Township's zoning and land uses are governed by the County's Ordinance. A copy of the Brockway Township Official Zoning Map, dated February 2001, is included in the Plan as *Appendix F*. Since 2001, there have been some changes to the present zoning map requested by the Township. Over the course of the next six months, a new Memorandum of Understanding will be developed. Revisions to the existing zoning map to reflect the Future Land Use Map have been submitted to the County for final review to be incorporated into the proposed updated Stearns County Comprehensive Plan.

Brockway Township has begun to move forward to update, combine and develop new Ordinances to help their residents understand the rules and regulations for their growing community. As the Township grows beyond their present population, more governance requires careful rules to fit the needs. At this point, the Township has engaged people with expertise to help begin this process.



## **Communications**

The Township has a website. It can be found by clicking on to: <http://brockwaytownship.govoffice.com>. This website has been functioning since early 2000 and documents are being added monthly. There is always a need to keep the public informed and with some 2600 plus residents, the Township has been reviewing different ways to reach them. They have annually put out a newsletter prior to the Annual meeting to give a synopsis of what will be addressed at the Town Meeting of the people. They have also spent more time when people have come in for permits or when doing development. The Town Hall is open for rental and public service work, and other public entities have used this for their work as well. This area will be wide open in the future with the internet and technologies being used. Brockway Township's Board and staffing will continue to find better ways to reach their residents and give as well as get back input.

## **Governmental Relationship Recommendations / Action Plans**

Today government has become more interdependent with each other in order to sustain the quality of living that their communities want. By developing working arrangements and relationships with the local governmental entities in the area and by pooling these efforts, all parties can benefit to keep costs down for their constituencies. Funding opportunities are given out more regionally these days. Goals to consider in this area would be; a collaboration to have economies of services, improved shared road agreements and ongoing discussions with the City of St. Stephen regarding compatible land uses near each entity especially with agriculturally related issues.

## **Neighboring Relationship Recommendations / Actions**

1. Initiate a schedule of working meetings with the City of St. Stephen's Planning Commission and the Township of Brockway's Planning Commissions in order to address land use planning issues. This schedule can be published on the Township's website.
2. Assist in supporting different transport methods for those that are disabled or in need of transportation. Some ideas could be dial-a-ride and busing larger groups to activities and opportunities. Use the Township's website to promote this.
3. Assist in development of an economic development policy and participate with others in the area.
4. Implement dry hydrant programs where needed in the surrounding area. File for grants to assist in this endeavor with St. Stephen as well as others for annual funding.
5. Develop where needed long-term orderly annexation agreements and infrastructure agreements when it becomes necessary and cost effective to affect sensible long-term planning.

## **Possible Working Relationship Recommendations / Actions**

1. Cultivate a quarterly work meeting rotating around the area consisting of local leaders, both public and private sector with the goal of economic development and improvements to the area. Some topics for this dialogue could be the following: Business and home protections, community public service events and cultural and economic activities which promote the local area and their assets.
2. Consider a standing committee task force comprised of all interested jurisdictions to review the public transportation network and its changing nature including roads, rail, light rail, bus transport and airport facilities.
3. Encourage the use of mentoring programs for small businesses and/or incubator business programs.
4. Annually or bi-annually meet with Stearns County to build a continued working relationship and improve communications.

## **Communications / Action Plans**

1. Increase the Township citizenry's knowledge of how a Township operates and works for them through an annual, bi-annual newsletter and/or through the Township website.



2. Using the Township website, post all meeting agendas, minutes, Ordinances, policies and other noteworthy news for the community to review and give response.
3. Township can link to other useful websites and available media to promote the area and its economy.
4. Using the website with a counter and e-mail response, build up a data base of the Township's residents to use for information sharing. This will help to reduce the paper costs of mailing and work and can be an immediate informational tool when needed. Examples would be for storms, disasters, and weather related issues.

## **IMPLEMENTATION**

### **Existing Ordinances**

The development of Ordinances is a long and sometimes complex process that is the outcome of having to change the rules and regulations to modify behaviors that are not acceptable in the community. The first Ordinance in the Township dealt with roads and their surface. Since then resolutions, policies and other small Ordinances have been used to make and affect change.

In the past year, the Township has been in process of combining all of the smaller and many documents into a more cohesive and evolved set of Ordinances and policies. At this time, the following documents have been completed:

- a. Ordinances
  - i. Nuisance (which also deals with noise)
  - ii. Road Standards & Access Ordinance
  - iii. Water Test Amendment to County and Township Memorandum of Understanding
- b. Policies
  - i. Town Hall Rental Policy, Application form and Agreement
  - ii. Policy on Receiving Application for Consideration from Applicants
- c. Township Ordinance Fee Schedule
- d. Model Developer's Agreement
- e. Some Application forms:
  - i. Certificate of Conformity
  - ii. Owner/Agent Form
  - iii. Right to enter property for site and viewing
  - iv. Forms for site review and findings of fact

### **Future Ordinances**

Presently the Township is in the process of development of a Wastewater Ordinance for the Opole Subordinate Service District. They are also in the process of beginning review of the existing Memorandum of Understanding with Stearns County and how they will administer their related Ordinances.

There will be additional Ordinances in the future that are now being contemplated since the landowners and residents of the Township have asked the Township to consider becoming incorporated. These Ordinances are as follows: Wastewater, Subdivision, Development, Building code, and Administrative Enforcement work. As more and more development happens in the Township, the Town Board and Planning Commission must begin to research and understand their roles when it comes to Condominiums, Time Shares, Common Interest Communities, Leasing arrangements and many others.

### **Budget Development / Capital Improvement Plan**

In order for Townships to work towards the future, planning begins with some work and the development of an annual budget. Brockway Township has been careful in budget planning. This past year they had the Planning



Commission present their own proposed budget. This fall, the Planning Commission again presented a budget and they became aware of their expenses and what may happen in the next year. This helps all to stay on task.

The Township has a challenge since their Annual Town meeting is in March, but they don't certify their levies until the fall of the year for collection in the following year. They are always one year out which makes it difficult to predict changes in budgets and any deficits. However, this continual self-monitoring and trending of line items helps them to refine their budgets from year to year.

Capital Improvement Plans for future large expenditures are a tool so that they do not need to ask the community for a big levy in just one year to pay for something that comes up. Planning ahead and developing a well thought out Improvement Plan helps the citizens to understand budgetary changes. It is also wise to have a back-up monetary reserve for emergencies.

### **General Accounting Standards Board / Circular 34**

The Township population has a population over 2600 and is nearing the limit on budget at which point they will be possibly changing over from dual cash bookkeeping procedures for small communities, called CTAS, to accrual accounting in the future, called GASB 34. In the beginning, the process may just be through an Accountant who will prepare the final annual financial documents for the Township. These documents are then reviewed by an outside auditor. However, as time goes on, the accrual system will come into play for their accounting procedures.

At that time, prior work can be done to ease into this process. One of the basis for costs will be to do what is called "historical costs" such as for road projects. This means that all of the costs to build, gravel, pave and take care of that one road are kept on file. Depreciation schedules would be used for all of the Town's assets. These items could be equipment, town hall furniture, land purchases, easement purchases and others. This preparation for new future accounting procedures can be set into place right now by just tracking the costs used on expenditures for accepting a new road and paving it to purchasing equipment such as a computer and software.

### **Timelines**

Normally, there are timelines and schedules for implementing the above action plans in a Community Comprehensive Plan. However, this Plan has a lot of work that can be divided up in many ways. In addition, there are certain steps in the Plan that can be considered in lieu of the direction that the Township is considering.

Therefore, it is suggested that the Township Board of Supervisors sit down with the Planning Commission after adoption of the Plan and develop a strategic work plan using the suggested Action Plans for the next five years together. Once this is completed, the Township will ask their citizens to work with them and the Planning Commission towards implementation of the needed goals each year. The citizenry spoke very eloquently when they recently completed their growth management plan with the Township and that many desired to become involved once they knew what they could do to help.

A five year work plan will give everyone the opportunity to participate and help move the Township forward.

### **Implementation / Action Plans**

1. Plan and develop budgets for consideration of each fund and their respective accounts. Begin to identify trending and variables.
2. Develop and implement a Capital Improvement Plan and allocate a levy amount for recommendation to the citizens in the Township at the next Annual meeting.
3. Consider what might be a reasonable "reserve fund" for the Township to consider for emergencies and back-up.



4. Begin to prepare documents, in ledger or other format for “historical costs” of items such as roads, town hall, equipment, land, etc. and identify a depreciation schedule for them with the help of an Accountant.
5. Develop the necessary Ordinances in the next two-three years in order for the Township to stand alone with their Planning & Zoning.
6. Consider the process of Incorporation and begin to work towards this since the residents have requested it. This means a development of the different stages and allocation of costs to get them done.

**Final Comments:**

From the humble beginnings of the Native American settling on the prairies and the mighty Mississippi River being used as a beginning transportation route, to the busy mobile and modern technological society of today, there are still people that wish to preserve and protect the environment that they inherited. Care of the land with good leadership will be the key to preserving and improving the quality of life for all citizens in Brockway Township.

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## **Appendix A**

**Brockway Township Growth Management Plan  
March 2006**

# Brockway Township Growth Management Plan



The dedication and hard work of the Citizens of Brockway Township is greatly appreciated. This report was prepared by the Community Growth Institute in cooperation with 1000 Friends of Minnesota and Stearns County.



March 2006



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[www.communitygrowth.com](http://www.communitygrowth.com)  
[www.1000fom.org](http://www.1000fom.org)  
[www.county.stearns.mn.us](http://www.county.stearns.mn.us)

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This plan was adopted by the Brockway  
Township Town Board on XXXX, 2006.

# Introduction

In many small towns and rural areas, where government intervention in day-to-day affairs is limited, a call to “manage growth” is often seen as blasphemous. Does the government – any government – have the right to tell people what can and cannot be done with their property? Is managing growth interfering with the free market? Will the government be picking winners and losers? Wouldn’t management of land be best left up to individual property owners?

**man·age·ment** (man’ij·mənt)  
*n.* 1. The act, art, or manner of managing, controlling, or conducting. 2. The skillful use of means to accomplish a purpose. [From the Old French *ménagement*]

Thomas Jefferson had to have had these questions in mind when he and a handful of people developed a national strategy to manage growth: the United States Public Land Survey System (PLSS). The policy established a grid system to divide and easily distribute land in order to populate the newly acquired land of the Louisiana Purchase. Jefferson was a strong advocate of limited government and understood that this system would strengthen the role of local governments.

Nearly 200 years later, the United States’ system of representative democracy still tends to promote local decision-making, wherever possible.

The default local growth management strategy in rural areas is to have no strategy. It is important to understand that having no strategy is a form of growth management. A township that chooses not to have a strategy is managing growth by reacting to growth. When a community is not growing or is growing very slowly, this type of approach will not create many problems. In a slow growing community, the land market is stable, the demand for services is predictable, and tax rates are manageable.

Fast growing communities face an entirely different situation. Demand for land for development drives land speculation, encouraging people to purchase land for short-term “windfall” gains. Land prices fluctuate over a broader range than in a slow growing community, particularly when some type of government project (e.g. expansion of a roadway or extension of a centralized sewer system) or government decision (e.g. changes in zoning classification) is possible and foreseeable.

With government projects and decisions having such great influence on the value of land, it cannot be argued that the government is ever simply a passive bystander to the market in fast-growing areas. Local growth management is a recognition that the government is not only part of the market, but also a major factor. In fast growing areas, local government decisions will inevitably impact the way in which land is developed. As the pace of growth quickens, the degree of speculation increases, and the stakes for local governments become higher.

- Will a two-lane highway be turned into a four-lane?

- Will a traffic signal or other access point to the highway be provided and, if so, where?
- Where will the commuter rail line begin and end?
- Will a specific local roadway be improved? To what standard? At whose cost?
- What use of the land is possible next to property currently be advertised for sale? Residential? Commercial? Industrial? Adult use? No restriction?
- How will sewage be treated in a new development? Will it contaminate drinking water on neighboring properties?
- Will centralized sewer be extended? At whose cost?
- How much wetland filling will be allowed and what will this do to the amount of stormwater that goes to an adjacent low area?
- Can a property be rezoned to allow higher density development? What about the neighboring property? What about the next neighboring property?
- Can valuable farmland be converted to residential use?

Even if a government chooses to take a “hands-off” approach to growth management, all of these decisions must be made and all of them will have an impact on property value, property rights, and growth.

A decision to widen a highway might create more traffic on local side streets, forcing those streets to be upgraded at the expense of local taxpayers. Providing for a dense development in a poorly chosen area might create a conflict with an existing land use, like a farm that applies manure to a field or a gravel pit that crushes rock all night located next to residential areas. Extending centralized sewer might increase land values, but it also creates growth pressure along sewer corridors. Sprawling low-density development can generate a long-term maintenance cost without supporting a corresponding tax base.

An effective growth management strategy is one that provides answers for local decision-makers, answers which are responsive to local growth pressures and consistent with local values and priorities.

Contained in this Growth Management Plan is an analysis of the growth pressure that Brockway Township is currently facing, an analysis of local values and concerns as expressed through a visioning process, and a Future Land Use Map visually representing a growth strategy for the Township. These tools will help Township officials and residents work more closely with Stearns County and the City of St. Stephens in making sound land-use decisions for the area.

# The Setting

Since Minnesota became a state in 1858, the patterns of growth and change have largely been driven by changes in transportation and communications technology. These various phases of technological innovations have significantly influenced both which cities and rural areas have been able to succeed as centers of economic activity and growth as well as the patterns and styles of development that have taken place. Each successive phase was marked by an expansion of the amount of land on which it was economically and socially feasible to live or operate a business.

## The Railroad Phase (late 1800s-1920)

Small towns and unincorporated townships in central Minnesota, such as the Brockway Township and the neighboring City of Rice, formed and grew largely due to the influence of railroad companies and the rail lines that they constructed. These lines distributed agricultural products grown across the countryside to larger rail cities such as Fargo/Moorhead, St. Cloud, and Minneapolis/St. Paul.

Due to the limited road network in place at the time, St. Cloud, Rice, St. Stephen, and other towns had to be built in a very compact manner that placed most homes and businesses within walking distance of the rail line running through town. As a result, Brockway Township remained, for the most part, sparsely populated with farmsteads covering the landscape during this time period.

## The Early Automobile Phase (1920-1960)

After the invention of the personal automobile, and with steadily improving road networks, the residents of Stearns County and other areas in the state began to enter a period of new freedom and mobility. Farmers in the St. Cloud area became much more connected to the small towns located nearby for their daily needs and social interactions.

The growing populations of Central Minnesota were now able to spread out into residential areas further from the railroad lines and the central business district of the established cities. Rather than being defined exclusively by the rail system, St. Cloud and its surrounding areas, including Brockway Township, were beginning to be shaped more by roads, with new businesses and residential neighborhoods being constructed in places previously poorly accessible by foot or rail.

## The Automobile / Highway Phase (1960-1980)

The third and largest phase of growth impacting Central Minnesota to this point began in the late 1960s with the continued improvements to the road system and the construction of the interstate highway system. The increased ability of people to travel using personal automobiles and good roads made it possible for people to live in the Township, yet work outside of it in neighboring cities.

Development patterns in the St. Cloud area, as in other parts of the State, began to reflect this new-found freedom as “suburban” areas began to grow that contained new neighborhoods and new styles of commercial development tied to the road and highway system rather than rail lines.

### The Satellite / Internet Phase (1980-present)

The State is now in the midst of a fourth phase of growth and development that began in the 1980s and is continuing today. This phase is being driven largely by the explosion of internet and satellite technology that has allowed people and businesses to locate almost anywhere they would like while still having the ability to reach national and international markets.

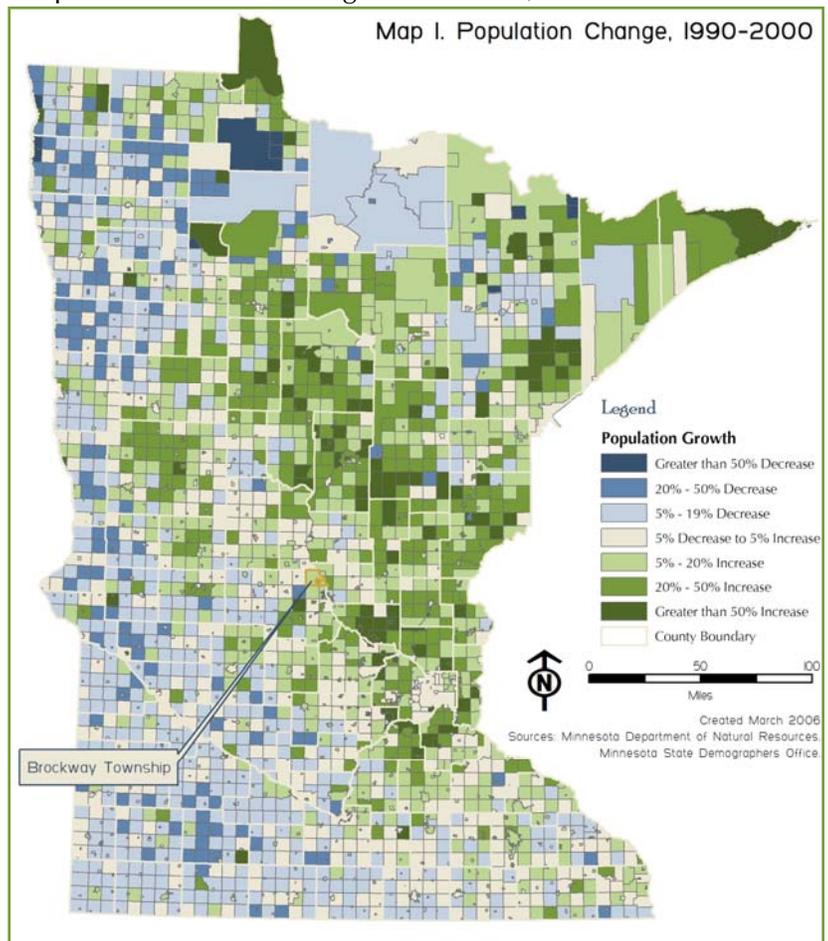
Remote rural areas in Minnesota began to see rapid changes in development pressures and patterns. Marginal properties that just 20 years before had seemed inaccessible or undesirable for development, are now generating significant demand. The closing or consolidation of farming operations that began largely in the 1980s, coupled with increased demand for housing, is resulting in the conversion of more and more agricultural land to new housing development.

### Looking to the Future (2006-2030)

With each of these successive phases of transportation and technological advances, the pace of change and development facing residents and Township officials has increased remarkably. The trend of converting agricultural and rural land to urban uses is expected to continue at this rapid pace.

Growth in the future is going to be tied to areas of scenic amenity that provide a high quality of life (**Map 1**). The emergence of “micropolitan” areas - rural/urban complexes identified and defined by the U.S. Census Bureau as a population cluster of at least 10,000 people located outside of a metropolitan area – in these scenic regions reflects the mobility and affluence of the U.S. population.

Brockway Township is located within the St. Cloud Metropolitan Statistical Area, a somewhat large area with a population cluster of at least 50,000 people. The St. Cloud Metropolitan Area encompasses Stearns County and Benton County, sandwiched between the Twin Cities Greater Metropolitan



Area and the Brainerd Lakes Micropolitan Area. The St. Cloud Metropolitan Area displays attributes of both the metropolitan area to the south with its large, urban core and the micropolitan area to the north with its scenic qualities and rural characteristics.

In short, people have always wanted to live in places that are beautiful and provide a high-quality of life. Today, due to advances in transportation and technology, more and more people can actually make that happen. Brockway Township is just such a place these people are looking for, and so growth pressures will continue for the foreseeable future.

# Population Trends

Between 1970 and 2005, Brockway Township’s population expanded nearly 105 percent from approximately 1280 people to over 2,630 people. Although Brockway Township’s growth slowed in the 1990s, the overall growth from 1970 to 2005 was well above the average in the Saint Cloud region. During the same 30-year period, the population of Stearns County increased by 48 percent, and the State of Minnesota grew by 37 percent (Table 1). Based on the growth in the Saint Cloud region, Brockway Township can expect to grow at an above average rate over the next 30 years.

While the population growth in Brockway Township is not projected to be as fast over the next thirty years as it was in the previous thirty years, the Township is still projected to capture more than its share of the regional growth. From 2005 to 2030, the population in Brockway Township is projected to expand from the current 2,631 to nearly 3,340, which is a 27 percent increase (Table 2). The projected population growth rate is higher than in Saint Cloud, Stearns County, and Minnesota as a whole.

Despite statistical adjustments to Township population growth due to any annexation from the City of St. Stephen, the entire area is projected to experience significant growth. With additional people, comes additional demand for parks, roads, and government services, as well as additional pressure placed on environmental resources.

Table 1. Population Change 1970 - 2005

|                     | 1970      | 1980      | 1990      | 2000      | 2005      | 1970-2005 | 1990-2005 |
|---------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Brockway Township   | 1,281     | 1,915     | 2,261     | 2,551     | 2,631     | 105%      | 16%       |
| St. Stephen         | 331       | 453       | 607       | 860       | 922       | 179%      | 52%       |
| Holding Township    | 1,079     | 1,133     | 1,160     | 1,147     | 1,151     | 7%        | -1%       |
| St. Wendel Township | 1,051     | 1,773     | 1,995     | 2,313     | 2,339     | 123%      | 17%       |
| St. Cloud           | 39,691    | 42,566    | 48,812    | 59,107    | 62,182    | 57%       | 27%       |
| Stearns County      | 95,400    | 108,161   | 118,791   | 125,831   | 141,130   | 48%       | 19%       |
| Minnesota           | 3,806,103 | 4,075,970 | 4,375,099 | 4,919,479 | 5,197,200 | 37%       | 19%       |

Source: United States Census Bureau, Minnesota Demographer's Office

Table 2. Population Projections 2005 - 2030

|                     | 2005      | 2010      | 2015      | 2020      | 2025      | 2030      | 2005-2030 |
|---------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Brockway Township   | 2,631     | 2,754     | 2,882     | 3,032     | 3,189     | 3,339     | 27%       |
| St. Stephen         | 922       | 1,024     | 1,129     | 1,231     | 1,337     | 1,446     | 57%       |
| Holding Township    | 1,151     | 1,162     | 1,173     | 1,183     | 1,197     | 1,213     | 5%        |
| St. Wendel Township | 2,339     | 2,453     | 2,572     | 2,712     | 2,843     | 2,978     | 27%       |
| St. Cloud           | 62,182    | 64,047    | 65,912    | 67,682    | 69,702    | 71,475    | 15%       |
| Stearns County      | 141,130   | 148,450   | 156,110   | 163,200   | 170,370   | 177,370   | 26%       |
| Minnesota           | 5,197,200 | 5,452,500 | 5,693,700 | 5,909,400 | 6,099,500 | 6,268,200 | 21%       |

Source: United States Census Bureau, Minnesota Demographer's Office

## Age Groups & Median Age

Like many cities and townships in Minnesota, the structure of the population in Brockway Township is changing. Between 1990 and 2000, the median age increased from 29.1 to 34 years of age. The median age is the age where half of the population is above that age and half of the population is below that age.

The increase in median age points to the larger national trend of an aging population. Knowing which age groups are increasing or decreasing can help the Township plan for the types of services that will be needed to accommodate particular age groups within the local population.

In the ten year period from 1990 to 2000 the Township population shifted and aged to an older population. The decrease in the 20 to 24 age group is common in many areas as young adults tend to leave to attend higher education institutions outside of their

home town, particularly in rural areas. Furthermore, communities with water resources, like lakes and rivers, generally attract an older, more established population that can afford the higher land prices associated with these amenities. This trend can make it difficult for the younger population and families to afford to stay in their home town. (Table 3)

## Households

The United States Census Bureau counts and differentiates between “households” and “housing units,” with households referring to the actual people within a housing unit and a housing unit referring to the structure itself. Throughout the State and the country, the number of households is growing faster than the population, resulting in a decrease in the number of people that live in each owner-occupied household. As families have fewer children and more people choose to live independently, the demand for new dwellings has increased substantially,

Chart 1. Population Change and Projections

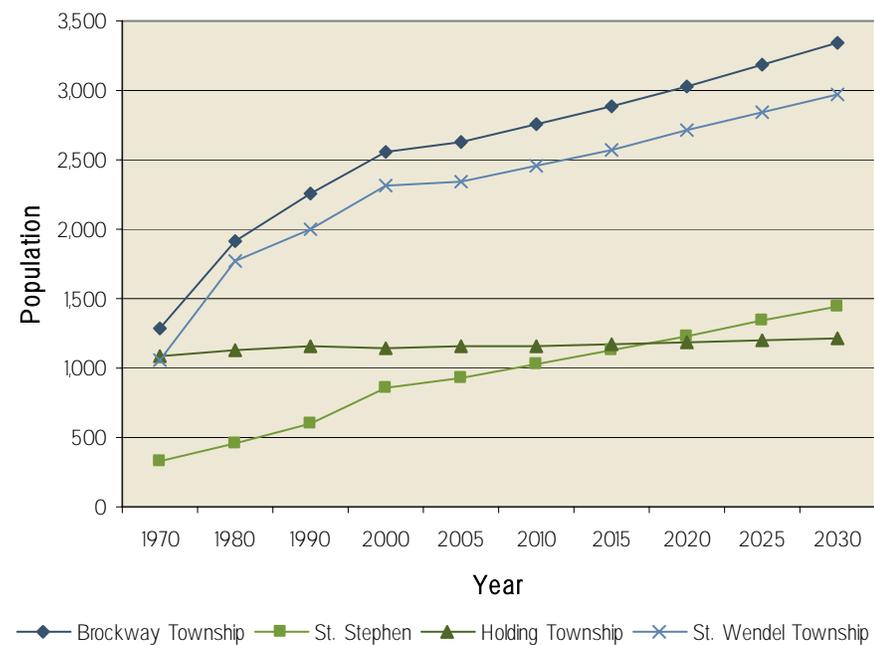


Table 3. Population Structure 1990-2000

|                   | 1990 | 2000 | % Change |
|-------------------|------|------|----------|
| Under 5 years     | 202  | 160  | -21%     |
| 5 to 19 years     | 617  | 708  | 15%      |
| 20 to 24 years    | 188  | 128  | -32%     |
| 25 to 44 years    | 786  | 839  | 7%       |
| 45 to 64 years    | 342  | 539  | 58%      |
| 65 to 84 years    | 116  | 159  | 37%      |
| 85 years and over | 10   | 18   | 80%      |
| Median Age        | 29.1 | 34   | 17%      |

Source: United States Census Bureau

Table 4. Housing Change, 1990-2000

|                   | Households |        |          | Household Size |      |          |
|-------------------|------------|--------|----------|----------------|------|----------|
|                   | 1990       | 2000   | % Change | 1990           | 2000 | % Change |
| Brockway Township | 688        | 864    | 26%      | 3.29           | 2.95 | -10%     |
| St. Stephen       | 190        | 289    | 52%      | 3.19           | 2.98 | -7%      |
| St. Cloud         | 17,926     | 22,652 | 26%      | 2.72           | 2.40 | -12%     |
| Stearns County    | 39,776     | 47,604 | 20%      | 2.81           | 2.64 | -6%      |

Source: United States Census Bureau

which is partially reflected in the record number of new homes built in the United States over the last several years.

While the population of Brockway Township grew by 16 percent from 1990 to 2000, the number of households grew by 26 percent (Table 4). The same trend can be found in neighboring cities and townships, as well as in Stearns County. The trend of smaller household sizes is driving a higher rate of land consumption today than the same amount of population growth would have consumed a decade ago.

Table 5. Housing Units 1990 to 2000

|                  | 1990 | 2000 | % Change |
|------------------|------|------|----------|
| Housing Units    | 709  | 885  | 20%      |
| Occupied         | 688  | 864  | 20%      |
| Vacant           | 21   | 21   | 0%       |
| Owner Occupied   | 609  | 796  | 23%      |
| % Owner Occupied | 89%  | 92%  |          |
| Renter Occupied  | 79   | 68   | -16%     |
| Seasonal         | 4    | 4    | 0%       |

1990 & 2000 US Census of Population and Housing

## Housing and Housing Value

With the number of households increasing faster than the population and the number of people per household dropping, it would seem that the number of actual housing units would have to increase even faster. However, this was not the case from 1990 to 2000. While population increased by 16 percent and the number of households increased by 26 percent, the number of housing units (the actual number of housing structures) only increased by 20 percent (Table 5). A decline in the number of renter-occupied housing units from 1990 to 2000 accounts for the discrepancy, as those units that were once renter-occupied have been converted to owner-occupied units. The number of owner-occupied housing units increased from 89 to 92 percent. Although having a high owner occupancy rate is desirable in stabilizing neighborhoods and building community, the loss in rental housing combined with higher housing costs can make it difficult for young families to live in the Township.

Throughout the 1990s and into the early part of the 21<sup>st</sup> century, housing

prices have increased dramatically, and the housing in Brockway Township has not escaped this trend. From 1990 to 2000, the median value of dwelling increased by 71 percent. It is safe to assume, even without solid statistical data, that housing prices in Brockway Township have increased as fast or faster since 2000.

Table 6. Housing Values

|                   | Median Rent |       |          | Median Housing Value |           |          |
|-------------------|-------------|-------|----------|----------------------|-----------|----------|
|                   | 1990        | 2000  | % Change | 1990                 | 2000      | % Change |
| Brockway Township | \$324       | \$425 | 31%      | \$71,100             | \$121,300 | 71%      |
| Stearns County    | \$353       | \$473 | 34%      | \$61,400             | \$100,300 | 63%      |
| Minnesota         | \$384       | \$566 | 47%      | \$74,000             | \$122,400 | 65%      |

1990 & 2000 US Census of Population and Housing

In both 1990 and 2000, the median housing value was below the State average but above the Stearns County average (Table 6). However, the median housing value is increasing faster in the Township than the State. Although data is not yet available, it is quite likely that the Township median housing value is already at or slightly above the State average.

## Economic Status, Income, and Employment

Brockway Township experienced a 54 percent increase in median household income from 1990 to 2000, which is on par with neighboring cities, the County, and the State (Table 7). However, Brockway Township started with a higher median household income than the State and County, and the Township has

**Table 7. Median Income 1990-2000**

|                   | 1990     | 2000     | % Change |
|-------------------|----------|----------|----------|
| Brockway Township | \$35,197 | \$54,375 | 54%      |
| St. Stephen       | \$32,115 | \$55,078 | 72%      |
| St. Cloud         | \$24,004 | \$37,346 | 56%      |
| Stearns County    | \$27,512 | \$42,426 | 54%      |
| Minnesota         | \$30,909 | \$47,111 | 52%      |

*1990 & 2000 US Census of Population and Housing*

maintained the higher median income. Median household income in the year 2000 was approximately \$7,000 higher than the State average and nearly \$17,000 higher than the average in Saint Cloud.

# Visioning Process

An effective growth management strategy is one that provides answers for local decision-makers, answers which are responsive to local growth pressures and consistent with local values and priorities.

To determine local values and priorities, Brockway Township, in conjunction with Stearns County, participated in a Township-wide visioning project. The project included five key components to solicit public input, including:

- Opportunities and Threats Analysis
- Values Exercise
- Places of the Heart Mapping
- Preference Survey
- Growth Strategy Mapping

The results of these activities and analyses, which are included in the following pages, were used to create a growth management strategy for the Township.

## Community Values

In assessing community values, participants were asked to identify the opportunities and threats that they perceived as it relates the life in Brockway Township. That feedback can be split into three broad categories:

**Community Character.** Township residents indicated that they value the rural landscape in which they live. This rural landscape was associated with many positive attributes, including wooded areas, lack of light pollution, lack of noise, privacy, limited amount of traffic, and friendly people. Residents stated that pollution, extension of centralized sewer, and inconsistent application of zoning regulations are threats to this way of life.

**Government Regulation.** Many residents strongly believe that there is too little regulation of development in the Township, while at the same time many residents strongly believe that there is too much regulation. For the former, the concerns were that unregulated development would conflict with farming, lead to a loss of farming and hunting opportunities and over time people would lose their rights to live as they always had. For those who felt there was too much regulation, there is a desire to be able to sell land at development prices in order to realize the property value that is there.

**Taxes.** Residents spoke of the need to control growth in the amount of property tax they are required to pay. The appreciation of land values, while welcome when someone is looking to sell their land, is not welcome at tax time for those who are not selling their properties. Higher land value means higher taxes, but particularly for those that farm, it does not mean higher household income. There was a sense

that development pressure, and the corresponding taxes, were driving some people off of their land.

In a subsequent meeting, residents participated in a values prioritization exercise (See Appendix A). Working in small groups, participants were presented with a list of eighteen conflicting and contrasting values and asked to rank them from most important value to least important. They were posed with the question: if two values come into conflict, which value would their group prefer to see prevail. The discussion among members of each group produced some consensus regarding the priorities of the community.

### Five Most Important Values (average rank in parenthesis)

1. Protect the right to continue agricultural uses in the Township (3)
2. Protect the rural character of the community (4)
3. Protect township properties from annexation (5)
4. Protect the right of a property owner to do as they choose with their property (5)
5. Limit sprawl to reduce fragmentation of large tracts of land (5)

### Five Least Important Values (average rank in parenthesis)

1. Maintain low-density development, residential parcels of large lots only (13)
2. Continue to increase property values (13)
3. Manage the amount of traffic on township roadways (14)
4. Promote healthy and vibrant growth in the City of St. Stephen (15)
5. Protect the right of a developer to purchase and develop property (16)

There are some important things that can be taken from this exercise, namely that the desire to preserve a rural, farming community is paramount. This importance is demonstrated in the two consensus values, but also in the desire to limit annexation from the City of St. Stephen. St. Stephen, although a small town, has a more urban development pattern than Township residents desire. Limiting sprawl out of St. Stephen is important to retaining the rural character of the Township.

On the other hand, the participants' value hierarchy contains some value conflicts. Participants placed important value on the right of property owners to do as they choose with their properties. But, participants were asked, what if a property owner chooses annexation or urban-style development, a value that participants ranked as least desirable? In discussing this point with the larger group, the contradiction of the two values was acknowledged, and participants generally agreed that people could do whatever they chose with their own property so long as it did not limit someone else's ability to do likewise or detract from the character of the Township.

The right to farm was discussed at length, including the impact of the landmark Supreme Court case of *Del Webb vs. Spur Industries*. In that case, a feedlot and a residential housing development grew toward each other and came into conflict with one another. The Supreme Court ruled that the odor of the feedlot, even though it was technically there first, was causing a nuisance to the residential properties and so the feedlot must be shut down. Protecting the right to farm in

Brockway Township over the long-term will require a strategy that buffers existing farm operations from new residential development.

While residents highly valued individual property rights, those rights did not extend to developers that purchase property with the intent to develop. Participants acknowledged this contradiction (once a developer buys a property, it is theirs) and indicated that it was understood that land use regulations, whether they are imposed by the State, the County, or the Township, could not discriminate based on whether or not a person was a long-time resident.

In short, Brockway Township residents desire the most limited amount of regulation necessary to ensure that they retain the right to farm and the character of their community is not dramatically altered by development.

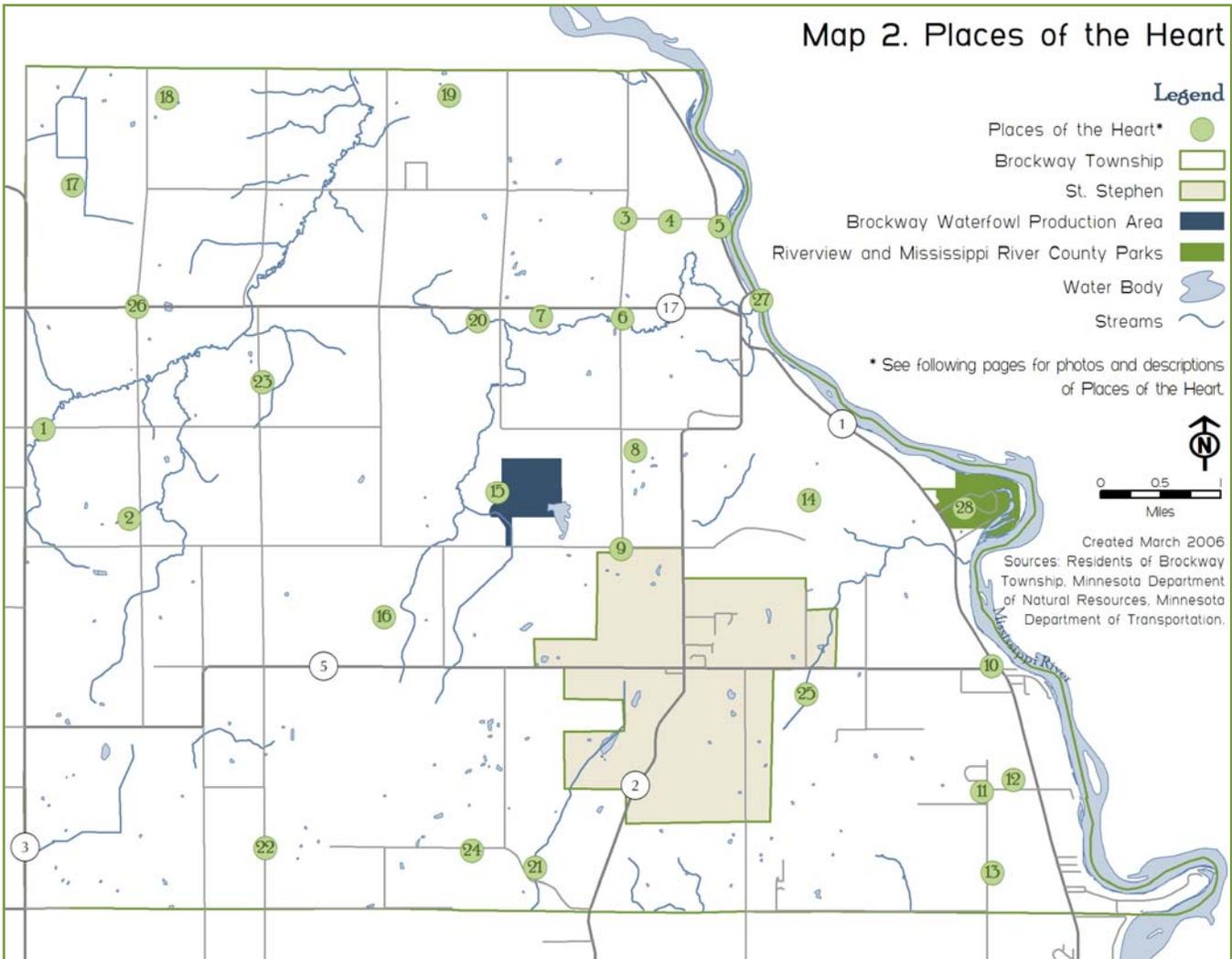
### Places of the Heart

Township visioning participants were invited to take part in an exercise that was used to identify those places that are most important to the character of the community. Often times these are obvious things like an historic farmhouse or a scenic river crossing, but sometimes they are more subtle. An old tree, a scenic ridge, or a patch of wetland are all things that people might drive by each day and never notice or appreciate until the day they are removed.

Participants were sent out into the Township equipped with a camera and a map. The only instruction they were given was to photograph *“things that they would miss if they were gone tomorrow”* and to mark the location on the map. The exercise is not a mandate to preservation or a call to regulate any particular property. It is simply a way to visually relate those things that define what it means to live in Brockway Township. The pictures and hand-drawn maps were collected and used to create a composite map titled **Map 2. Places of the Heart** which can be found on the following pages.



## Map 2. Places of the Heart



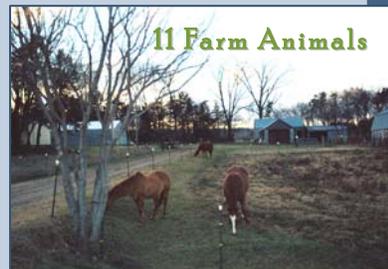
**7 Chicken Farm**



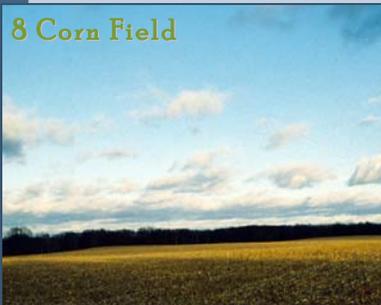
**9 Old Town Hall**



**11 Farm Animals**



**8 Corn Field**



**10 Local Businesses**



**12 Cemetery**



13 Ball Field



19 Natural Area



24 Old Farmstead



14 Natural Area



20 Natural Area



25 Sportsmen Club Land



15 Brockway WPA & Farm



21 Natural Area



26 Opole Town Site



16 Natural Area



22 Scenic Landscape



27 Mississippi River



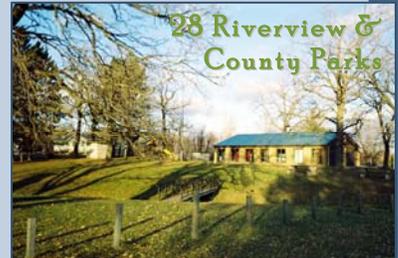
17 Natural Area



23 Farmland



28 Riverview & County Parks



## Desired Growth Pattern

It is one thing to talk about values and the desired amount of growth or regulation, and it is another to visualize what it should ultimately look like. A shared vision of the end result is the most powerful form of consensus.

Participants were asked to rate photos of thirty different landscapes on a scale of desirability for the Township. Should Brockway Township develop in the way depicted in the photo? Participants were asked to consider all of the landscapes, even if they did not consider them possible or likely to occur within the Township. The end result sought was an overall sense of what growth in the Township should look like.

**Most Desirable.** These are the landscapes that had the highest average score, and thus the greatest consensus that the type of development depicted was welcome. The most universally favorable landscapes were those that depicted farming operations and wide-open landscapes. In essence, this is a confirmation that people like the Township in the manner in which it has developed.



**Least Desirable.** These are the landscapes with the lowest average score. Residents agreed that the land use patterns shown are not compatible with life in the Township. In general, these photos depict residential development that would be seen in a growing suburban area. It is important to note that many rural areas have been transformed into landscapes that participants indicated they did not desire. Some level of growth management would be necessary to avoid these least desirable landscapes from developing in the Township.



**Most Controversial.** Some of the photos generated a great deal of disagreement over the desirability of the landscape shown. Some people felt strongly that the development pattern was very desirable while others felt equally strong about the exact opposite. Statistically, the level of controversy is revealed in the standard deviation of the responses, with those having the highest standard deviation being the most controversial.

The most controversial photo portrayed a single large home on the site of what appears to be a former farmstead. The site is void of outbuildings or other forms of agricultural activity; only the outlines of fields formerly farmed identify this as converted agricultural property. For some people this landscape represents transformation of a way of life: the loss of farming combined with the loss of a local family to an obviously wealthy (and assumed out-of-touch with the community) transplant family. For others it represents a fair compromise: the capture of land values by a local resident while still maintaining low density and the preservation of open space.



Overall, Brockway Township residents desire the growth pattern in their community to be rural farmsteads with large open spaces in between. Residents disagree over whether the land should stay in agricultural production, but agree that sprawling residential development is not desired.

# Growth Management Strategy

A powerful tool for growth management is a Future Land Use map intended to guide the decision-making process for the Township and County on development and subdivision proposals. The map is a visual representation of how the community would like to see itself develop in the future.

A future land use map should not be confused with a zoning map. The primary function of a future land use map is to help the Town Board and County regulators make decisions on rezoning and subdivision proposals. Rezoning requests are often made to replace the existing zoning classification with a different classification that allows smaller lot sizes. Without a future land use map, rezoning and subdivision requests may lead to development patterns that are not compatible with the character of the Township.

Participants were asked to work in groups and create their own future land use map. Along with a blank map and markers, groups were given a series of resource maps to help them identify key physical and cultural resources including the following:

- Public and protected lands
- Prime agricultural land
- Places of the Heart
- Native plant communities and areas of biodiversity significance
- Highly erodible land
- Groundwater sensitivity
- Wetlands and water bodies
- Existing roads
- Steep slopes

## Land Use Categories

A standard set of land use categories was developed and given to participants to use as a base and to ensure that all maps were created using the same language. Participants were given the following land use categories with which to work and to develop their group maps:

**Open Space / Recreation** – A designation for the preservation of publicly-owned lands, environmentally sensitive lands, wetlands, unique resources, historic sites, and land set aside as part of the development process.

**Rural Preservation / Agriculture** – This category promotes sustainable agriculture practices, spacious lots, fewer housing units, and protects open space. Typical lot size would range from 20 to 40 acres.

**Rural Transition** – Areas that serve as a buffer between more densely developed areas and less densely developed areas. Typical lot sizes range between five and ten acres, with possible higher densities within a cluster development.

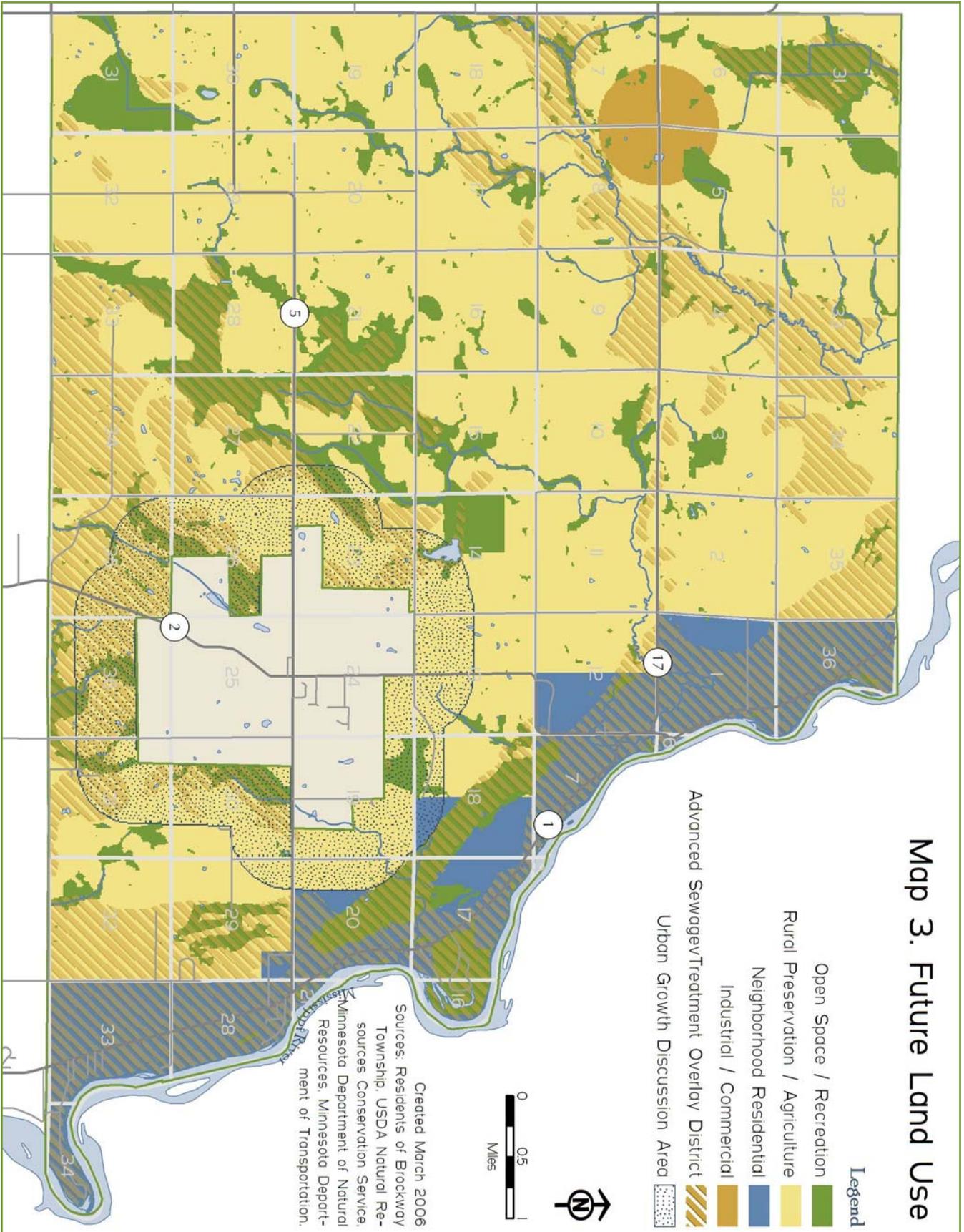
**Neighborhood Residential** – A designation for already developed properties and properties where infrastructure is already in place for higher density development. Many properties along the Mississippi River fall into this category and also would fall under State Shoreline standards.

**Industrial / Commercial** – This category is for areas that may already have commercial or industrial development.

Once participants had completed their maps, they presented their maps to the entire group. Differences and similarities among the maps were discussed along with the reasoning behind choosing different land uses for different areas. The maps were then compiled and synthesized into a composite future land use map contained herein (**Map 3**). The land use categories contained on this map are the same as those listed above along with two additional overlay categories:

**Advanced Sewage Treatment Overlay District** – An overlay district for areas with high groundwater sensitivity. Properties within this district would retain their underlying classification, but additional attention should be given to on-site sewage treatment systems, particularly for areas with densities higher than that of the Agricultural area. Higher densities should use advanced on-site sewage treatment systems, like cluster systems among others.

**Urban Growth Discussion Area** – This area would retain the underlying zoning, but special consideration should be given to the development and annexation pressures on this land given its proximity to the City of St. Stephen.



# Implementation Strategies

The Growth Management Plan identifies areas which should remain designated as large-tract agricultural land. These are areas that will likely not see as much growth pressure as other areas on the eastern side of the Township, and so this designation will, in general, not be difficult to maintain.

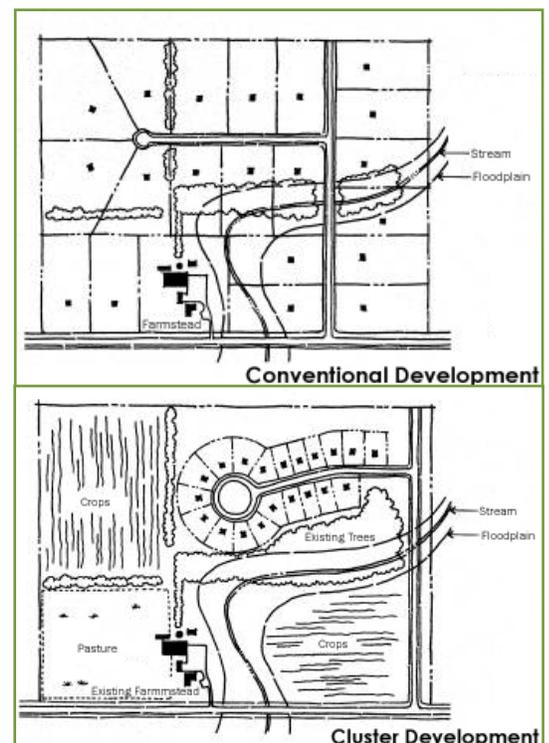
For areas on the east side of the Township, some creative strategies may be required due to the pressures for development. Some strategies that might be effective and employed include conservation design, purchase of development rights, or transfer of development rights.

## Conservation Design

The basic premise of conservation design is to group new homes onto part of the property to be developed and to preserve the rest of the property as open space. The clustering of homes benefits both the developer and the local community by allowing more homes that would otherwise be permitted and protecting natural resources and open spaces.

Typically subdivision design divides up the development property so that the entire property is designated as private residential parcels or as roadway, without regard for existing natural resources, topography, or surrounding development in the area.

On the other hand, conservation design would place the new homes on smaller lots usually no more than half of the development property, while designating the remainder of the property as open space through conservation easements, land trusts, or homeowners associations.



## Purchase of Development Rights

The purchase of development rights (PDR) is a tool that communities can implement and use to protect landscapes that they value and limit development in those landscapes. Through a PDR program, landowners are given cash payments for the value of the development rights associated with their property. The property owner still owns the land, but is compensated for relinquishing the right to develop the property as real estate. Agricultural and other low-intensity land uses are allowed to continue on those properties, but larger, more intensive uses are restricted. PDR programs are voluntary – nobody is forced to participate, but rather landowners have the choice.

This program is beneficial for the public by preserving landscapes of community value and character and by reducing the cost of landscape preservation, as the

purchase of development rights is considerably less expensive than the purchase of the entire property. The costs associated with the subsequent management of the land remain the responsibility of the landowner. PDR programs also benefit the landowner by allowing landowners to continue using the property as they had been, such as farming, while still making a financially sound decision.

PDR programs can be set up through local governments as a public finance measure, through a private organization or party, or can be some combination thereof. PDR programs tend to be more successful when many parties are involved and sponsor the program, including state and local governing bodies and agencies, private organizations, and local community organizations.

## Transfer of Development Rights

Like purchase of development rights, the transfer of development rights (TDR) deals with a property owner's right to development land and is another tool that can be used to protect and preserve landscapes important to the community. TDR programs take overall development and concentrate it in areas more suitable for development by allowing property owners and developers to buy and sell development credits.

Through a TDR program, a community identifies areas within its boundaries that should be protected from development and designates these areas as sending zones. The community also identifies areas that are more suitable for development and designates these as receiving zones. Properties in the sending zone are allocated a certain number of development credits which then can be sold to developers, conservation organizations, or the local community. In addition to receiving money for the sale of development rights, the landowner also agrees to place a permanent conservation easement on the land from which the rights were sold that limits future development on the property in perpetuity. Purchasers of development rights can then apply those credits to developments in designated receiving zones, resulting in increased densities than otherwise would be allowed on properties in that zone.

TDR programs use free market mechanisms to create the funding needed to protect valued farmland, natural areas, and other open spaces. Participation in the program is voluntary, but administration of the program can be complex, requiring local units of government to make a strong commitment to administering the program along with educating citizens and potential developers.

## Orderly Annexation

The Township also needs to meet with the City of St. Stephen and develop an agreement for orderly annexation. Such an agreement does not mean that annexation must occur or will occur; but rather sets up the parameters by which annexation should occur when it does occur. Such an agreement is a powerful tool for a Township in planning and managing future growth because it creates a predictable political environment where sound land use decisions can be made.

# Appendix A

## Values Exercise and Results

### BROCKWAY TOWNSHIP VALUES EXERCISE

**Planners and policy makers are continually trying to balance competing and often conflicting values and interests. A win:win scenario is always the best, but sometimes one set of values will be compromised for the sake of another. In planning the township, how would you prioritize the following competing values?**

---

Maintain large tracts of undeveloped open spaces within the community.

Protect the right of a property owner to do as they choose with their property.

Protect the right of a property owner to develop.

Protect the right of a developer to purchase and develop property.

Maintain low-density development, residential parcels of large lots only.

Limit sprawl to reduce fragmentation of large tracts of land.

Preserve public lands in public ownership.

Manage the amount of traffic on township roadways.

Protect township properties from annexation.

Preserve the quality of wetlands.

Promote healthy and vibrant growth in the City of St. Stephen.

Preserve habitats for game animals.

Preserve habitats for non-game animals.

Promote recreational opportunities within the township.

Continue to increase property values.

Protect the rural character of the community.

Limit increases in property taxes.

Protect the right to continue agricultural uses in the township.

## BROCKWAY TOWNSHIP VALUES EXERCISE RESULTS

December 1, 2005

| Community Value   | Rank |   |
|---|------|---|
| Protect the right to continue agricultural uses in the township                 | 2.9  | <--- Most Important Value ---><br><--- Least Important Value ---> |
| Protect the rural character of the community.                                   | 3.7  |   |
| Protect township properties from annexation.                                    | 4.6  |   |
| Protect the right of a property owner to do as they choose with their property. | 4.7  |   |
| Township government should have more self-determination in local decisions.     | 5.0  |   |
| Limit sprawl to reduce fragmentation of large tracts of land.                   | 5.3  |   |
| Limit increases in property taxes.  | 7.0  |   |
| Protect the right of a property owner to develop.                               | 7.9  |   |
| Maintain large tracts of undeveloped open spaces within the community.          | 8.6  |   |
| Preserve the quality of wetlands.   | 9.0  |   |
| Preserve habitats for game animals.   | 9.3  |   |
| Preserve public lands in public ownership.                                      | 9.9  |   |
| Preserve habitats for non-game animals.   | 9.9  |   |
| Promote recreational opportunities within the township.                         | 12.1 |   |
| Maintain low-density development, residential parcels of large lots only.       | 13.1 |   |
| Continue to increase property values.   | 13.4 |   |
| Manage the amount of traffic on township roadways.                              | 13.5 |   |
| Promote healthy and vibrant growth in the City of St. Stephen.                  | 14.5 |   |
| Developers could use abundant gravel pits rather than woods and field lands.    | 15.0 |   |
| Protect the right of a developer to purchase and develop property.              | 15.9 |   |

# Appendix B

## Preference Survey and Results

**BROCKWAY TOWNSHIP: CREATING A COMMUNITY VISION  
VISUAL PREFERENCE SURVEY  
January 5, 2006**

**Instructions:** Thirty images of different landscapes will be shown on the screen. Your job is to rate these landscapes as to your personal preference for your community. Would you favor Brockway Township developing in the way depicting in the photo or would you not favor such a development.

As we proceed, you may believe that some of these landscapes would be unlikely to develop in the township. Think back ten years and ask yourself; did I imagine then what things would look like today? Most, if not all, of these landscapes would be allowed somewhere in the township under current land use regulations. Growth is going to happen in the township, and in ways that would surprise us today. The question with this exercise is; if you had your preference, what will that growth look like?

There is no right or wrong answer. Simply circle the number on the scale that most represents your preference for the development pattern shown. A negative five would be the strongest unfavorable rating. A positive five would be the most favorable rating. Once you are done with your rating, if there is a word or comment you would like to provide to describe why you have ranked the image as you have, please feel free to write that in the space after the word "comments".

It is important that we get your honest opinion. A high mark for one style of development does not mean that style is going to happen. A low mark for another style does not mean that a new regulation banning it is going to happen. Your sincere opinion, combined with the honest opinions of others, will help us develop a vision for how the township should deal with the growth that it continues to experience.

screen.  
Strongly Favorable  
3 4 5  
\_\_\_\_\_  
screen.  
Strongly Favorable  
3 4 5

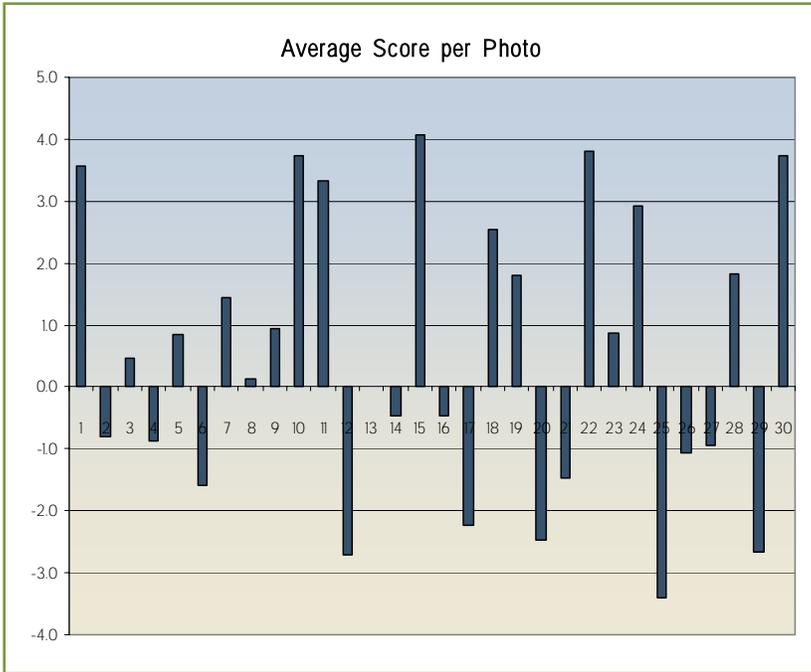
At right, excerpt page from survey. All questions were the same for each photo.

Comments \_\_\_\_\_

3. Please rate your preference for the photo shown on the screen.

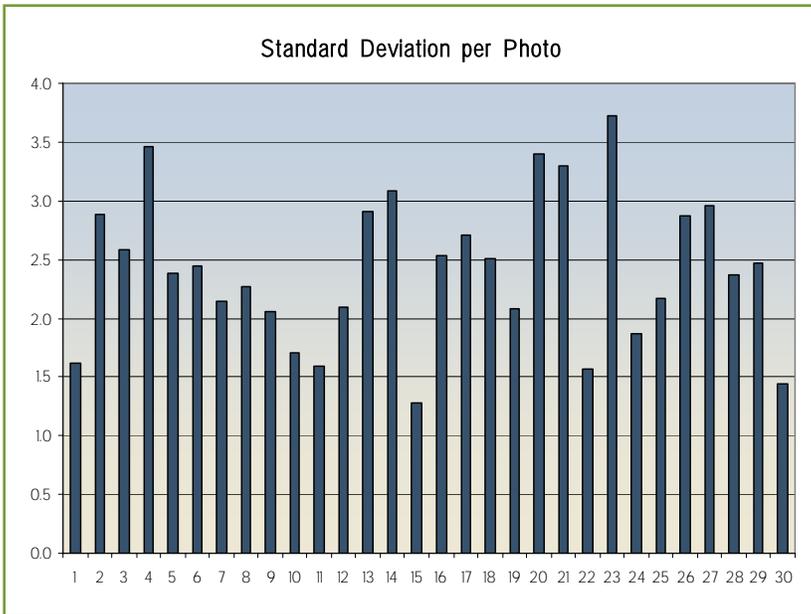
Strongly Unfavorable      No Preference      Strongly Favorable  
-5   -4   -3   -2   -1   0   1   2   3   4   5

Comments \_\_\_\_\_



## Brockway Township Visual Preference Survey

|          | Average Score | Standard Deviation |
|----------|---------------|--------------------|
| Photo 1  | 3.6           | 1.6                |
| Photo 2  | -0.8          | 2.9                |
| Photo 3  | 0.5           | 2.6                |
| Photo 4  | -0.9          | 3.5                |
| Photo 5  | 0.9           | 2.4                |
| Photo 6  | -1.6          | 2.4                |
| Photo 7  | 1.4           | 2.1                |
| Photo 8  | 0.1           | 2.3                |
| Photo 9  | 0.9           | 2.1                |
| Photo 10 | 3.7           | 1.7                |
| Photo 11 | 3.3           | 1.6                |
| Photo 12 | -2.7          | 2.1                |
| Photo 13 | 0.0           | 2.9                |
| Photo 14 | -0.5          | 3.1                |
| Photo 15 | 4.1           | 1.3                |
| Photo 16 | -0.5          | 2.5                |
| Photo 17 | -2.2          | 2.7                |
| Photo 18 | 2.5           | 2.5                |
| Photo 19 | 1.8           | 2.1                |
| Photo 20 | -2.5          | 3.4                |
| Photo 21 | -1.5          | 3.3                |
| Photo 22 | 3.8           | 1.6                |
| Photo 23 | 0.9           | 3.7                |
| Photo 24 | 2.9           | 1.9                |
| Photo 25 | -3.4          | 2.2                |
| Photo 26 | -1.1          | 2.9                |
| Photo 27 | -0.9          | 3.0                |
| Photo 28 | 1.8           | 2.4                |
| Photo 29 | -2.7          | 2.5                |
| Photo 30 | 3.7           | 1.4                |



# Appendix C

## Future Land Use Exercise and Maps

### Mapping Brockway Township Future Land Use Map

#### What is a future land use map?

A future land use map is intended to guide the decision-making process for the Township and County on development and subdivision proposals. While Townships have the ability to administer zoning to some extent, a future land use map is NOT a zoning map. The existing Stearns County ordinances and regulations remain in effect. The future land use map is a visual representation of how the community would like to see the Township developed in the future.

A primary function of the future land use map is to help the Town Board make recommendations to approve or deny rezoning and subdivision proposals. Rezoning requests are often made to replace the existing zoning classification with a different classification that allows smaller lot sizes. Without a future land use map, rezoning and subdivision requests may lead to development patterns that are not compatible with the character of the Township.

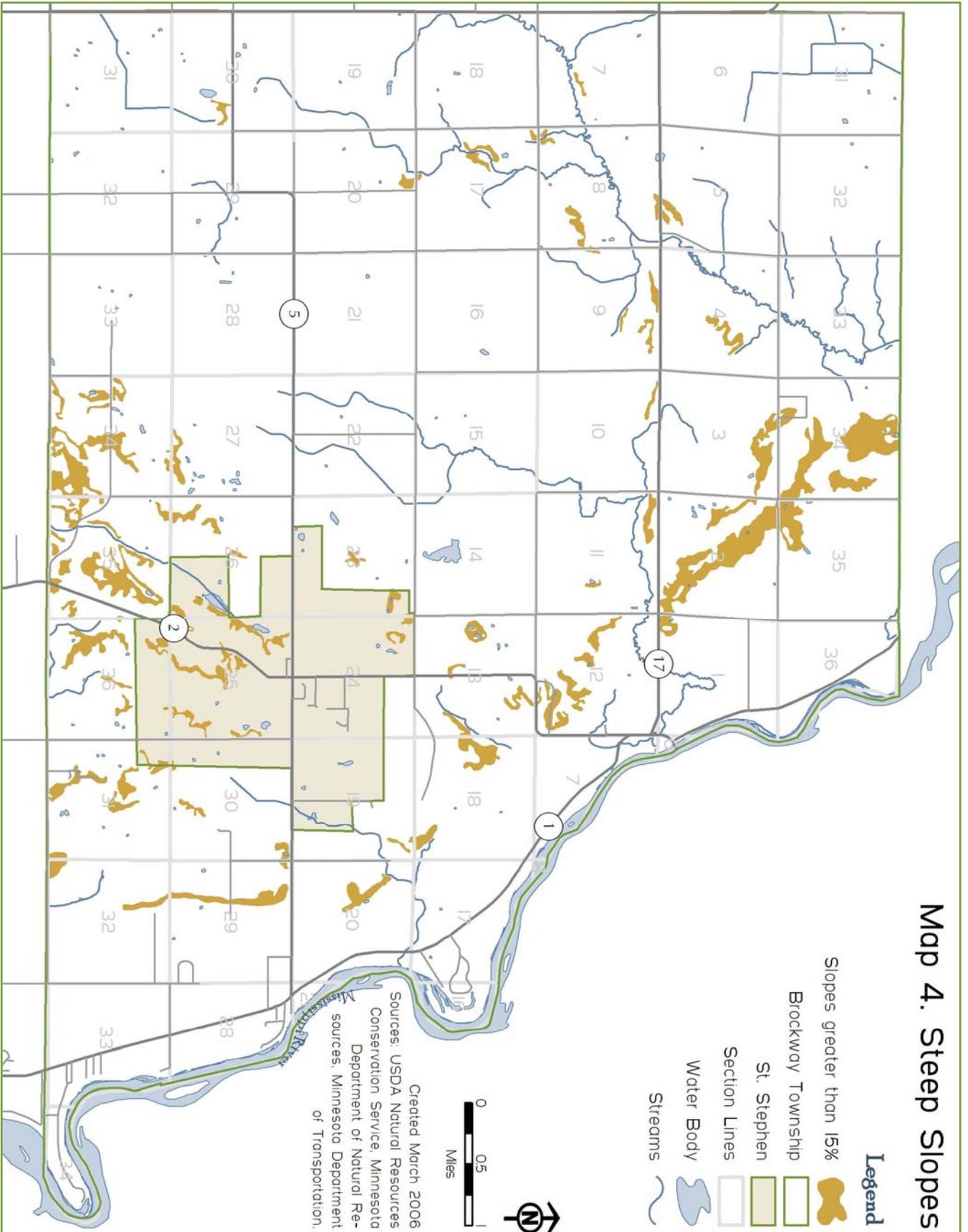
#### How is the future land use map created?

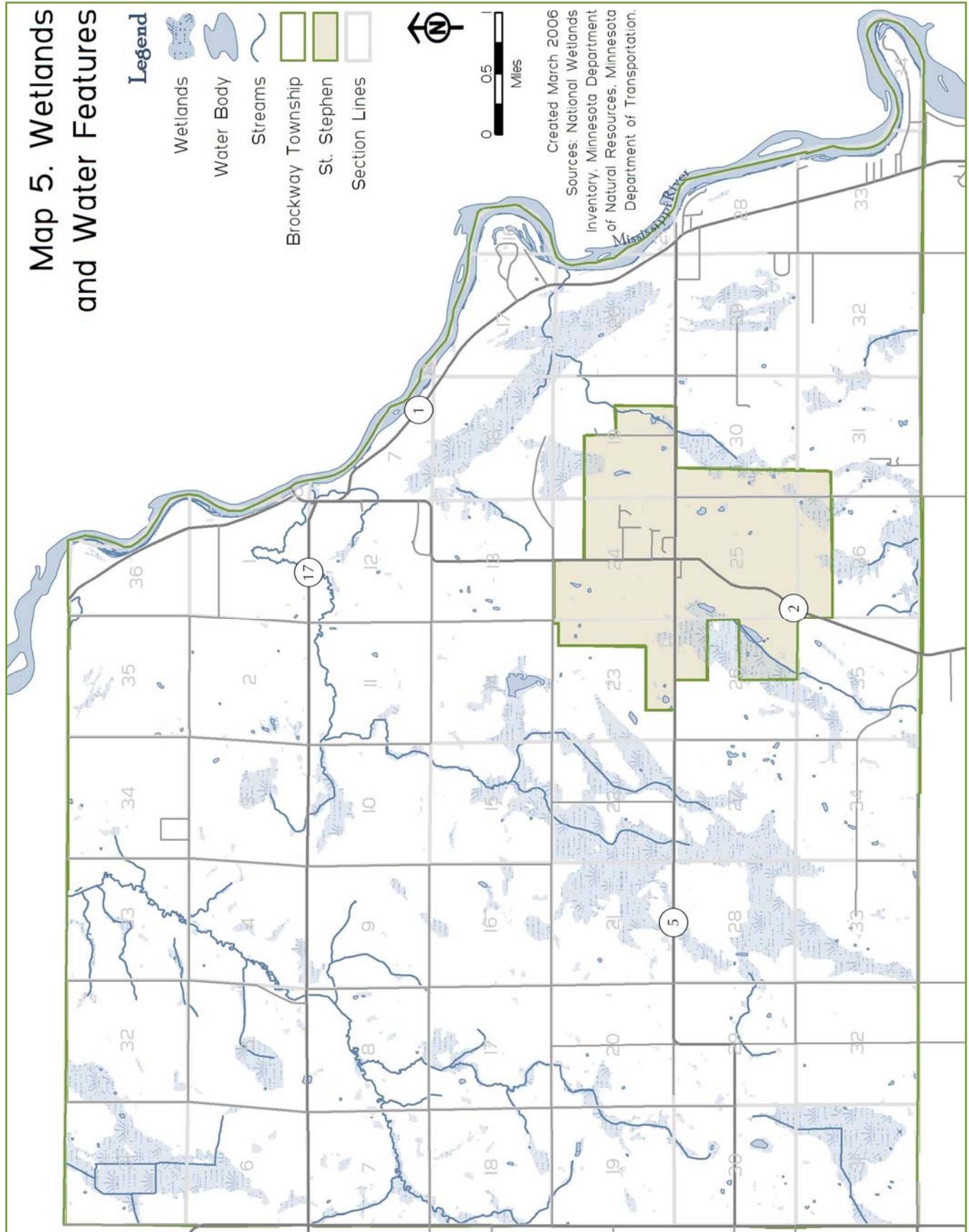
The future land use map is a visual representation of the values and goals of the community. In addition, other criteria are included for participants to consider. These criteria are shown on a set of planning maps that will be used in this activity and include the following information:

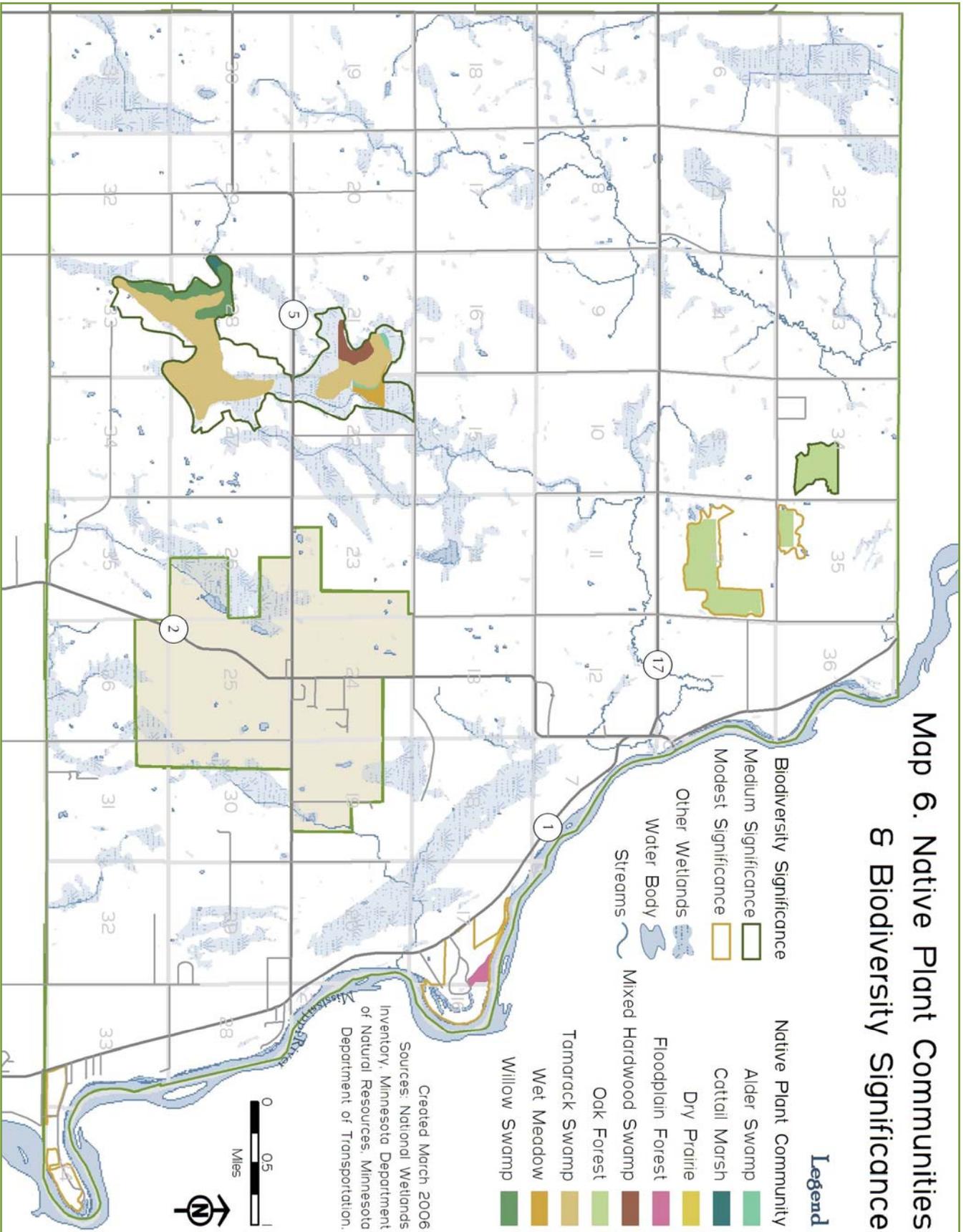
- Public and protected lands
- Prime agricultural land
- Places of the Heart
- Native plant communities and areas of biodiversity significance
- Highly erodible land
- Groundwater sensitivity
- Wetlands and water bodies
- Existing roads
- Steep slopes

#### Proposed Land Use Categories

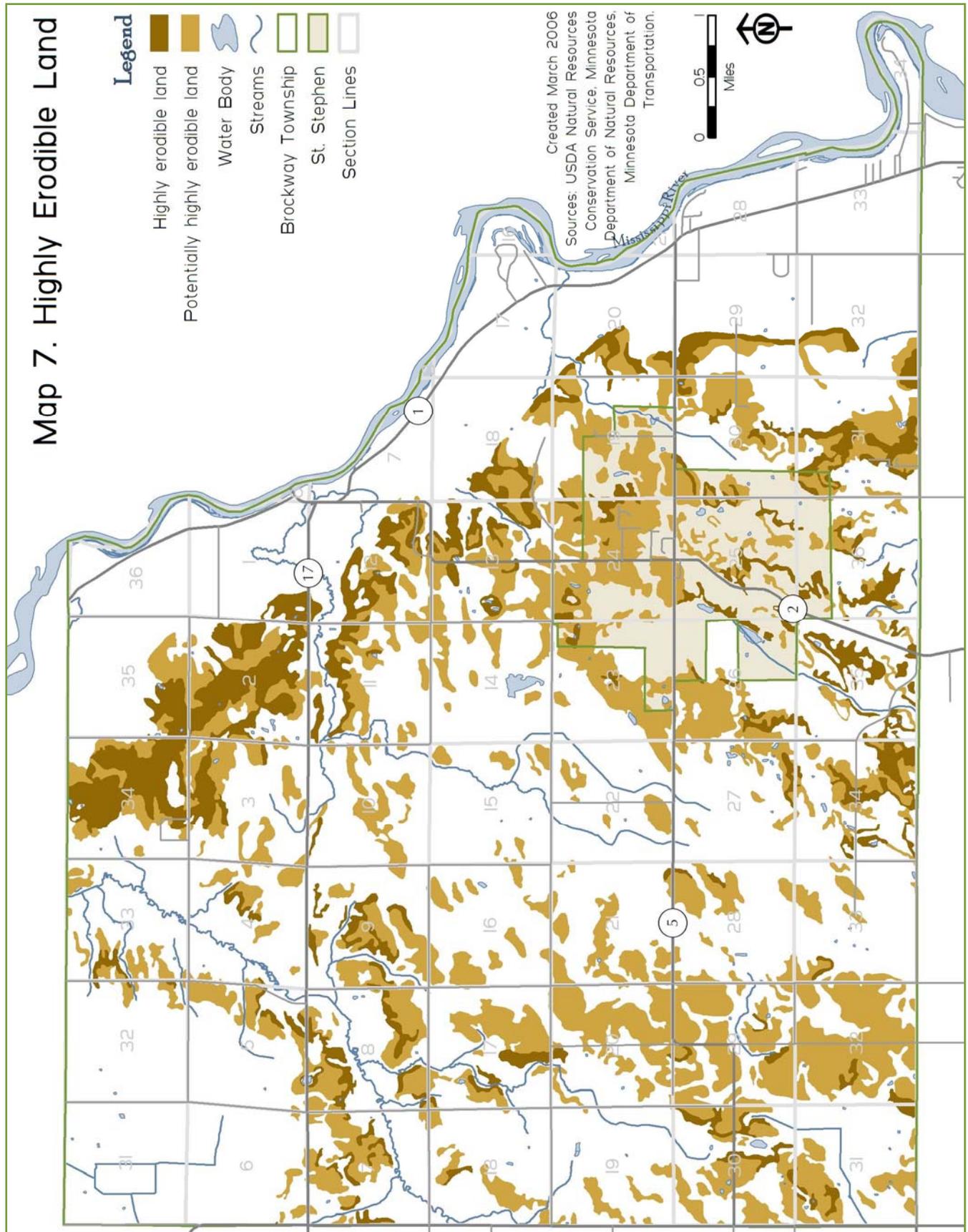
- **Open Space / Recreation** – A designation for the preservation of publicly-owned lands, environmentally sensitive lands, wetlands, unique resources, historic sites, and land set aside as part of the development process.
- **Rural Preservation / Agriculture** – This category promotes sustainable agriculture practices, spacious lots, fewer housing units, and protects open space. Typical lot size would range from 20 to 40 acres.
- **Rural Transition** – Areas that serve as a buffer between more densely developed areas and less densely developed areas. Typical lot sizes range between five and ten acres, with possible higher densities within a cluster development.
- **Neighborhood Residential** – A designation for already developed properties and properties where infrastructure is already in place for higher density development. Many properties along the Mississippi River fall into this category and also would fall under State Shoreline standards.
- **Industrial / Commercial** – This category is for areas that may already have commercial or industrial development.

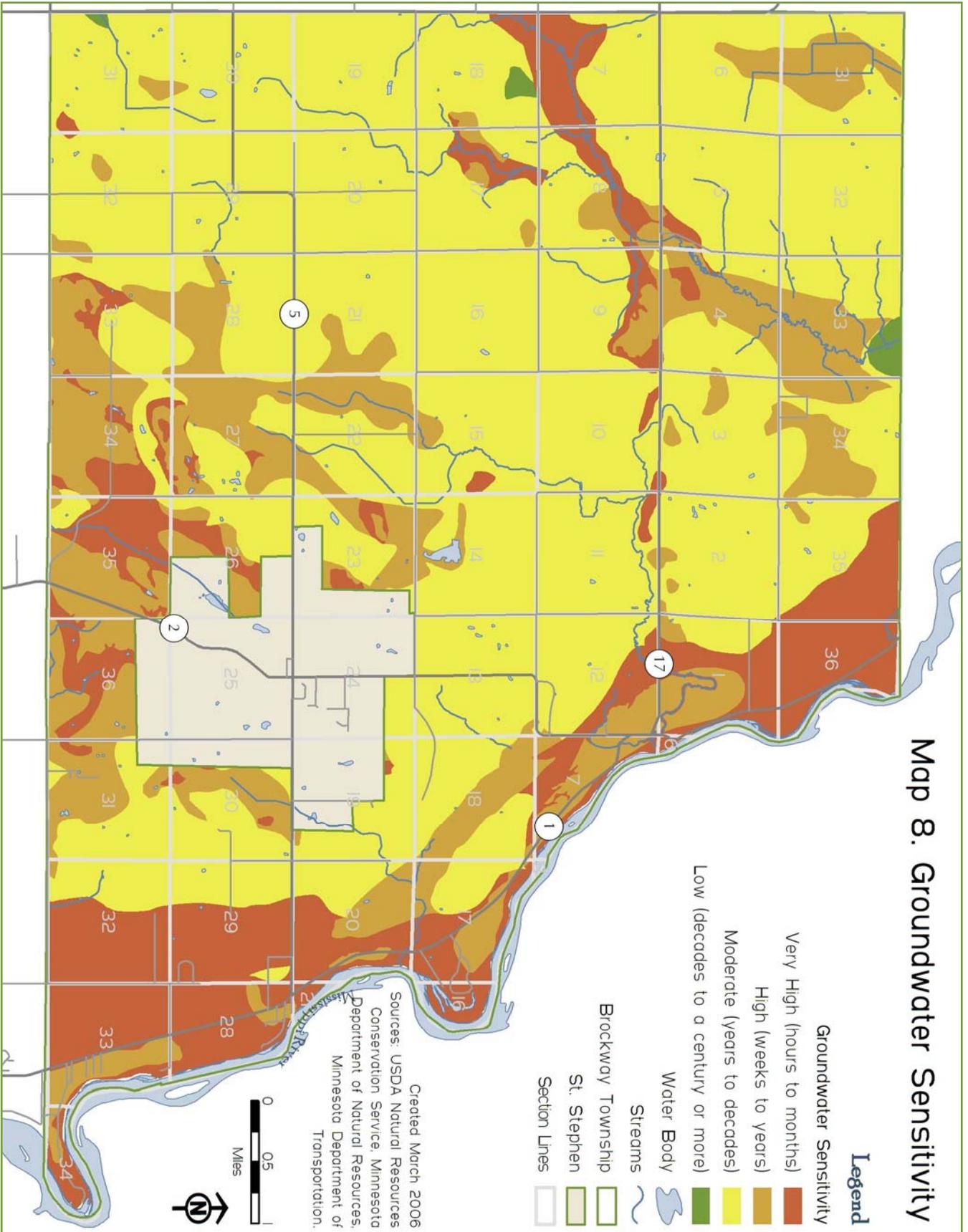




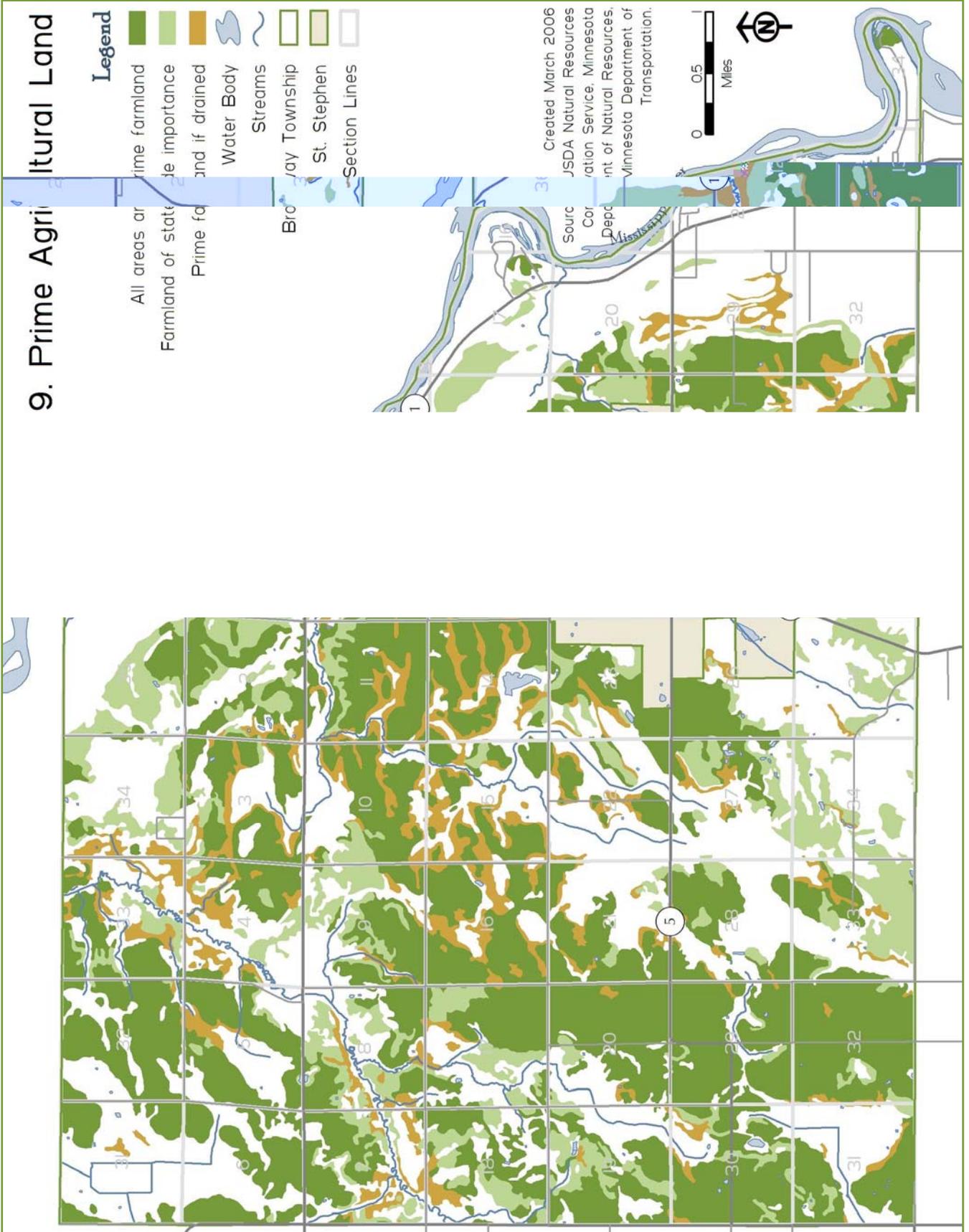


Map 7. Highly Erodible Land





# 9. Prime Agricultural Land



## **Appendix B**

### **Employment Breakdown in Brockway Township**



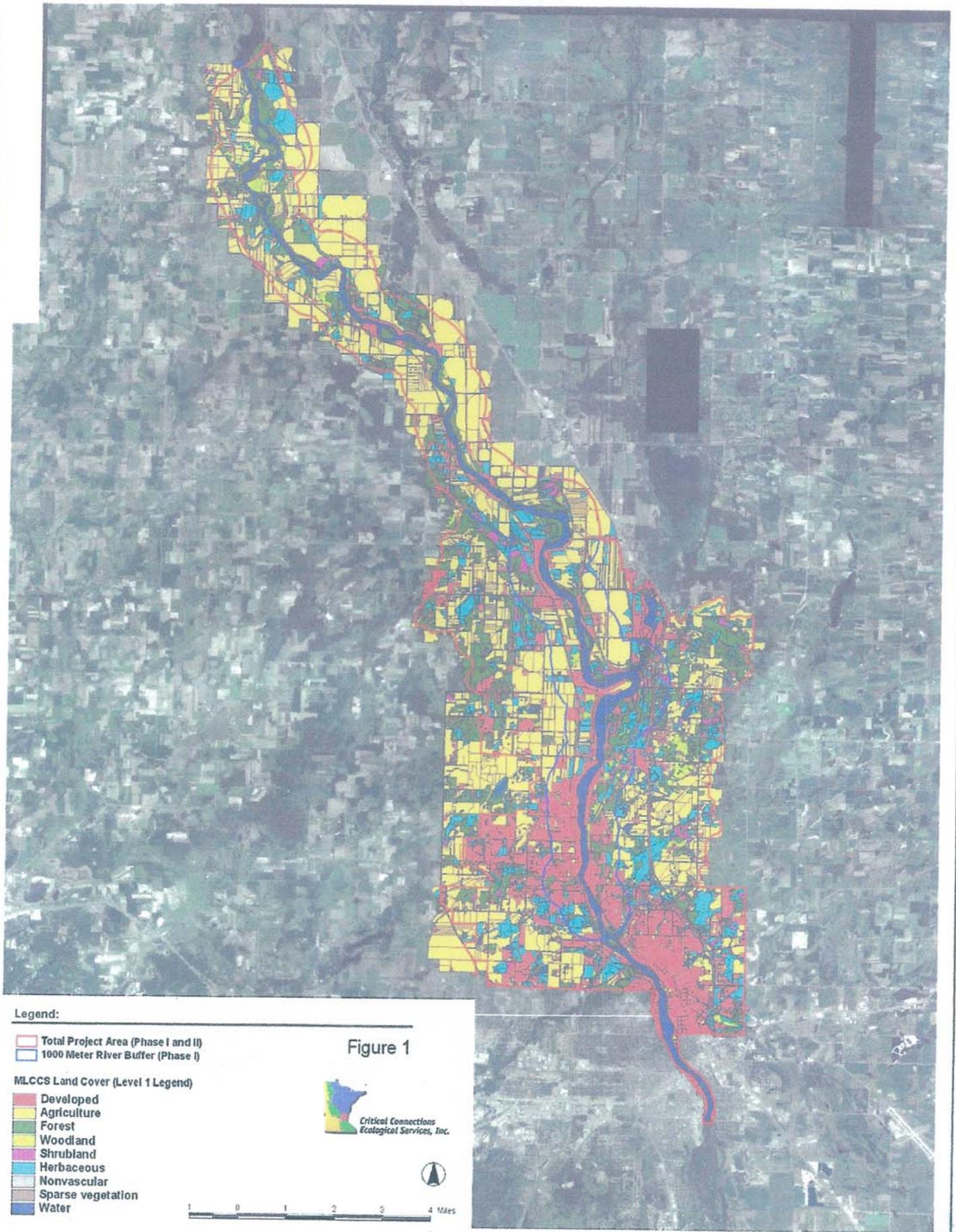
**Employment in Brockway Township**  
**Source: U.S. Census Data**

**Appendix B**

|  |     |      |     |      |     |      |
|--|-----|------|-----|------|-----|------|
| Other protective service workers, including supervisors      | 0   | 0    | 0   | 0    | 0   | 0    |
| Food preparation and serving related occupations             | 50  | 3.6  | 18  | 2.3  | 32  | 5.2  |
| Building and grounds cleaning and maintenance occupations    | 46  | 3.3  | 21  | 2.7  | 25  | 4.1  |
| Personal care and service occupations                        | 32  | 2.3  | 2   | 0.3  | 30  | 4.9  |
| Sales and office occupations:                                | 282 | 20.3 | 102 | 13.1 | 180 | 29.4 |
| Sales and related occupations                                | 110 | 7.9  | 66  | 8.5  | 44  | 7.2  |
| Office and administrative support occupations                | 172 | 12.4 | 36  | 4.6  | 136 | 22.2 |
| Farming, fishing, and forestry occupations                   | 27  | 1.9  | 15  | 1.9  | 12  | 2.0  |
| Construction, extraction, and maintenance occupations:       | 140 | 10.1 | 140 | 18.0 | 0   | 0    |
| Construction and extraction occupations:                     | 78  | 5.6  | 78  | 10.0 | 0   | 0    |
| Supervisors, construction and extraction workers             | 4   | 0.3  | 4   | 0.5  | 0   | 0    |
| Construction trades workers                                  | 74  | 5.3  | 74  | 9.5  | 0   | 0    |
|  |     |      |     |      |     |      |
| Extraction workers   | 0   | 0    | 0   | 0    | 0   | 0    |
| Installation, maintenance, and repair occupations            | 62  | 4.5  | 62  | 8.0  | 0   | 0    |
| Production, transportation, and material moving occupations: | 346 | 24.9 | 257 | 33.1 | 89  | 14.5 |
| Production occupations                                       | 227 | 16.3 | 171 | 22.0 | 56  | 9.2  |
| Transportation and material moving occupations:              | 119 | 8.6  | 86  | 11.1 | 33  | 5.4  |
| Supervisors, transportation and material moving workers      | 6   | 0.4  | 0   | 0    | 6   | 1.0  |
| Aircraft and traffic control occupations                     | 0   | 0    | 0   | 0    | 0   | 0    |
| Motor vehicle operators                                      | 57  | 4.1  | 48  | 6.2  | 9   | 1.5  |
| Rail, water and other transportation occupations             | 1   | 0    | 0   | 0    | 1   | 0.2  |
| Material moving workers                                      | 55  | 4.0  | 38  | 4.9  | 17  | 2.8  |

## **Appendix C**

### **MN DNR Map of Mississippi River Land Classification and Resources**



**Legend:**

- Total Project Area (Phase I and II)
- 1000 Meter River Buffer (Phase I)

**MLCCS Land Cover (Level 1 Legend)**

- Developed
- Agriculture
- Forest
- Woodland
- Shrubland
- Herbaceous
- Nonvascular
- Sparse vegetation
- Water

**Figure 1**



Critical Connections  
Ecological Services, Inc.



## **Appendix D**

### **Brockway Township Future Land Use Map**

# BROCKWAY TOWNSHIP - Future Land Use

## Legend

-  Waterway
-  parcels
-  Advanced Sewage Treatment Overlay District
-  Open Space / Recreation
-  Rural Town
-  Neighborhood Residential
-  Rural Preservation / Agricultural
-  sections

## BUFFER AREAS

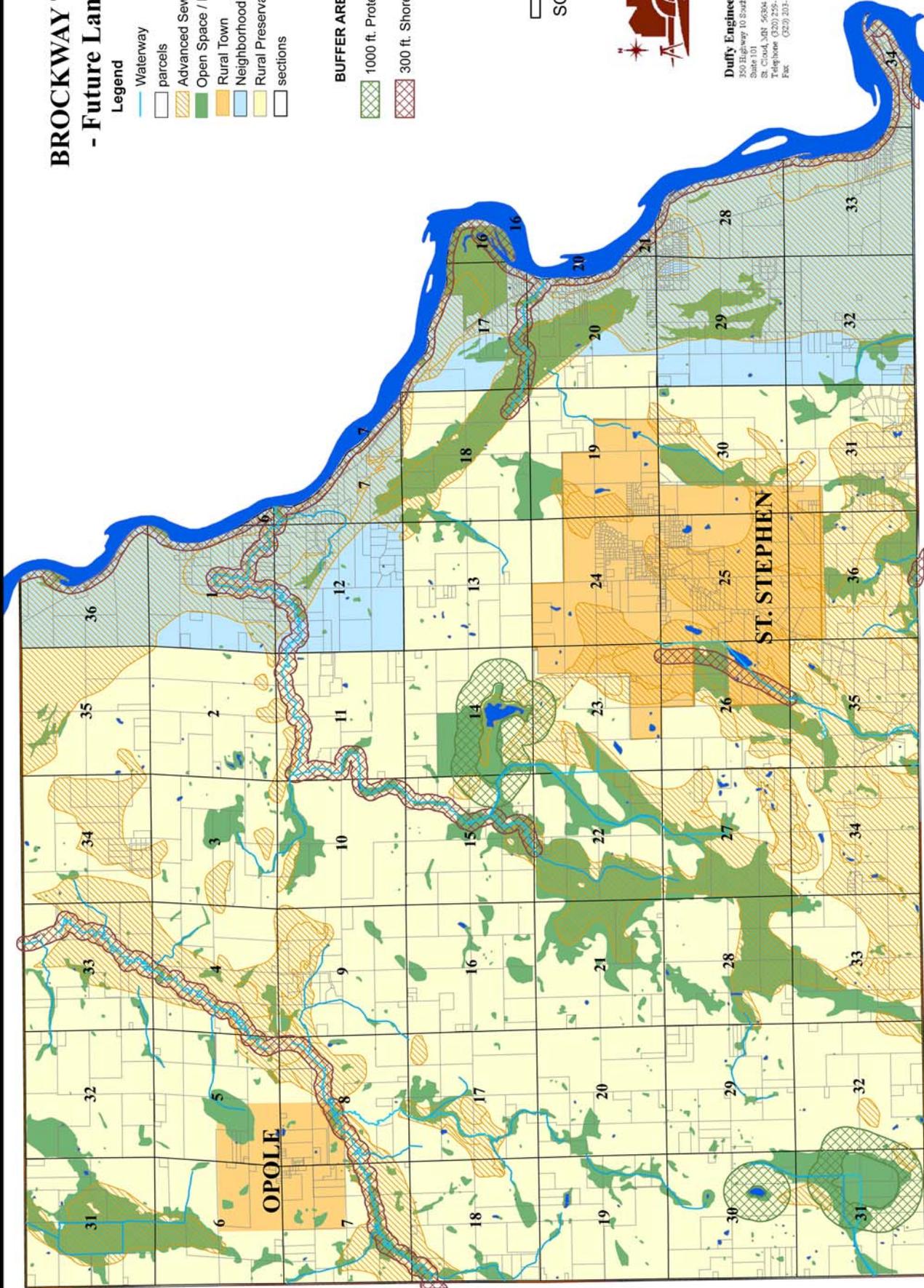
-  1000 ft. Protective Waters
-  300 ft. Shoreland District



1 Miles  
SCALE IN MILES



**Duffy Engineering & Associates, Inc.**  
 350 Highway 10 South  
 Suite 101  
 St. Cloud, MN 56304  
 Telephone (320) 256-1234  
 Fax (320) 204-1234



## **Appendix E**

### **Brockway Township Road Map**

# ROAD MAP - BROCKWAY TOWNSHIP

## STEARNS COUNTY, MINNESOTA

**Legend**

**ROAD TYPES**

- COUNTY ROADS
- TWP ROADS
- PRIVATE ROADS
- CARTWAYS

ALL TWP ROADS ARE BITUMINOUS UNLESS OTHERWISE NOTED

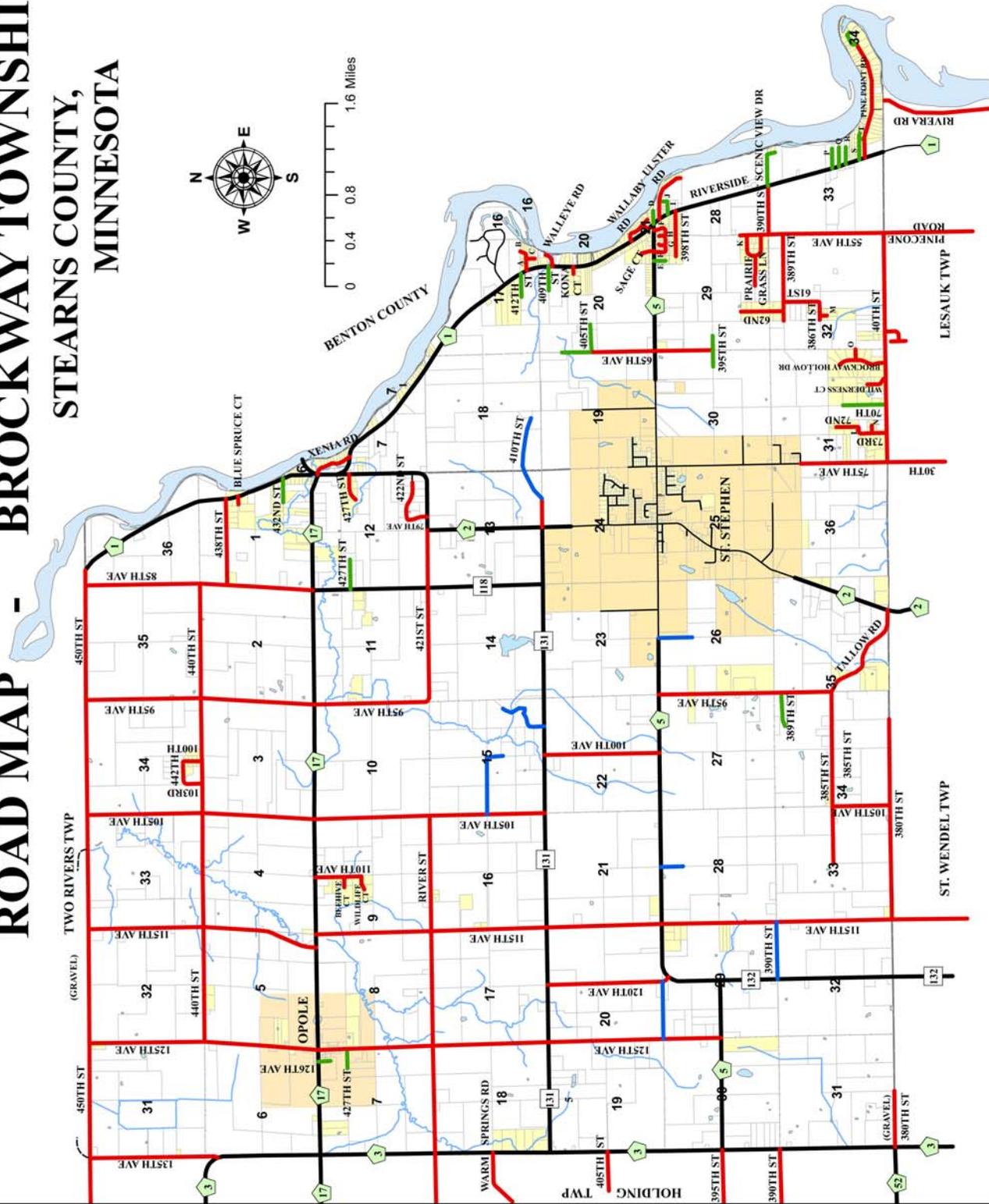
- COUNTY STATE AID ROAD
- COUNTY ROAD
- PLATTED AREAS

- A - 411TH ST
- B - 56TH AVE
- C - 57TH AVE
- D - 400TH ST
- E - 57TH AVE
- F - LOGANBERRY CIR
- G - KOOKABERRY CT
- H - GARDEN CT
- I - 399TH ST
- J - 52ND AVE
- K - PRAIRIE GRASS DR
- L - 382ND ST
- M - DEER CT
- N - 381ST ST
- O - MOONLIGHT LN
- P - 385TH ST
- Q - 384TH ST
- R - 383TH ST
- S - 382ND ST
- T - 47TH AVE



**Duffy Engineering & Associates, Inc.**  
 150 Highway 19 South,  
 Suite 101  
 St. Cloud, MN 56304  
 Telephone (320) 259-1234  
 Fax: (320) 253-1234

DECEMBER 7, 2007



## **Appendix F**

**Brockway Township Official Zoning Map dated February 6,  
2001**

# Brockway Township Official Zoning

Stearns County Environmental Services  
 Stearns County Zoning Ordinance #209, April 21, 2000  
 Amended By Ordinance #225, February 6, 2001  
 Amended By Ordinance #226, February 6, 2001

## Functional Roads

- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

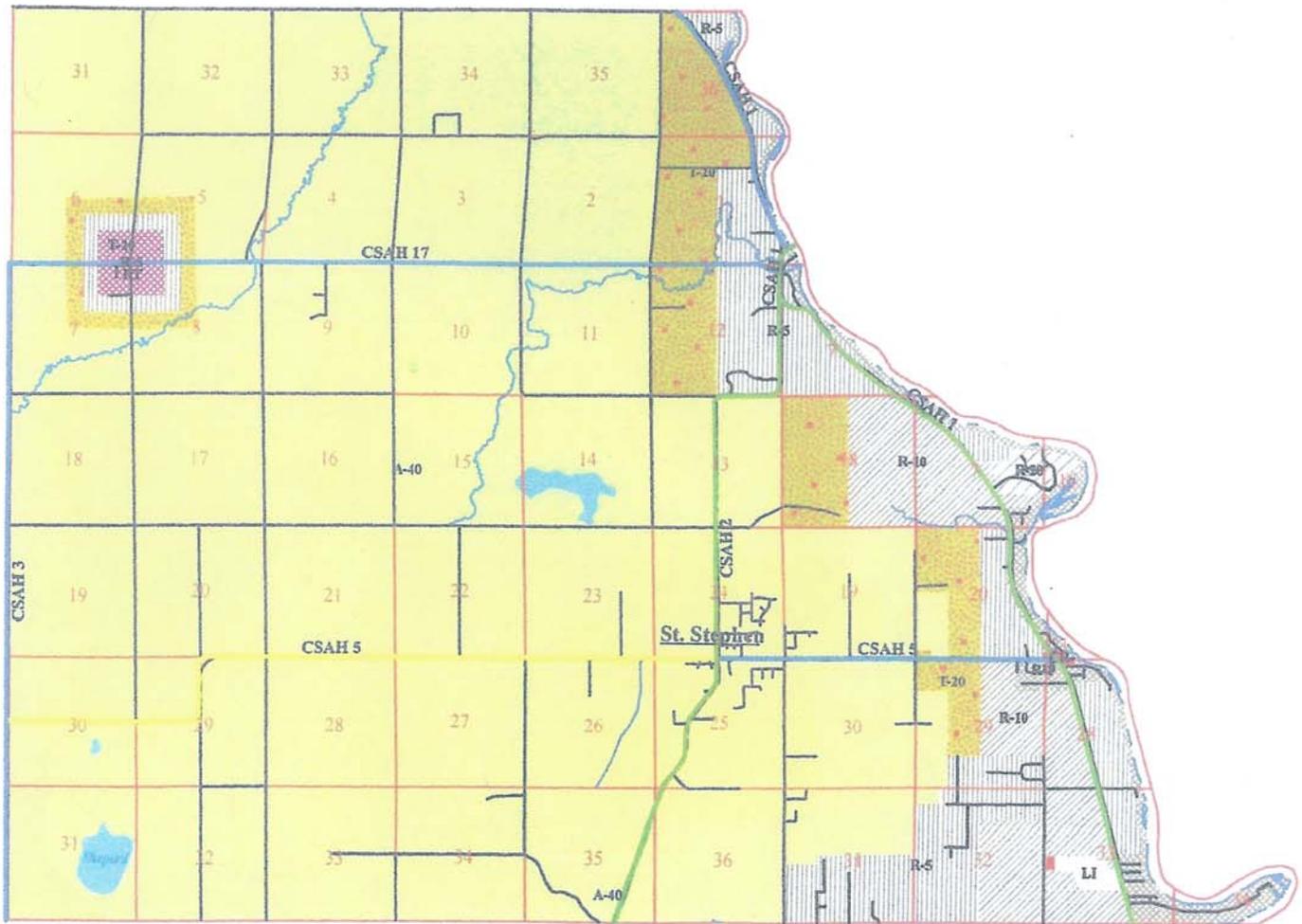
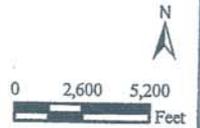
## Protected Rivers & Streams

- Protected Rivers & Streams
- Growth Boundary
- Airport Boundary
- Roads
- Sections

## Zoning Districts

- Agricultural District A-160
- Agricultural District A-80
- Agricultural District A-40
- Commercial/Recreational (CR)
- Educational/Ecclesiastical (EE)
- General Industrial (GI)
- Limited Industrial (LI)
- Municipality
- Protected Lake
- Residential District R-1
- Residential District R-5
- Residential District R-10
- Residential District R-20
- Residential Manufactured Home (RMH)
- Rural Townsite (RT)
- Scenic River District (SR)
- Transition District T-20

This map is made available on an "as is" basis without express or implied warranty of any sort, including specifically, any implied warranties of fitness for a particular purpose, warranties of merchantability or warranties relating to the accuracy of the database.



# Brockway Township Official Zoning

Stearns County Environmental Services  
Stearns County Zoning Ordinance #209, April 21, 2000

Amended By Ordinance #225, February 6, 2001  
Amended By Ordinance #226, February 6, 2001  
Amended By Ordinance #381, August 21, 2007

## Functional Roads

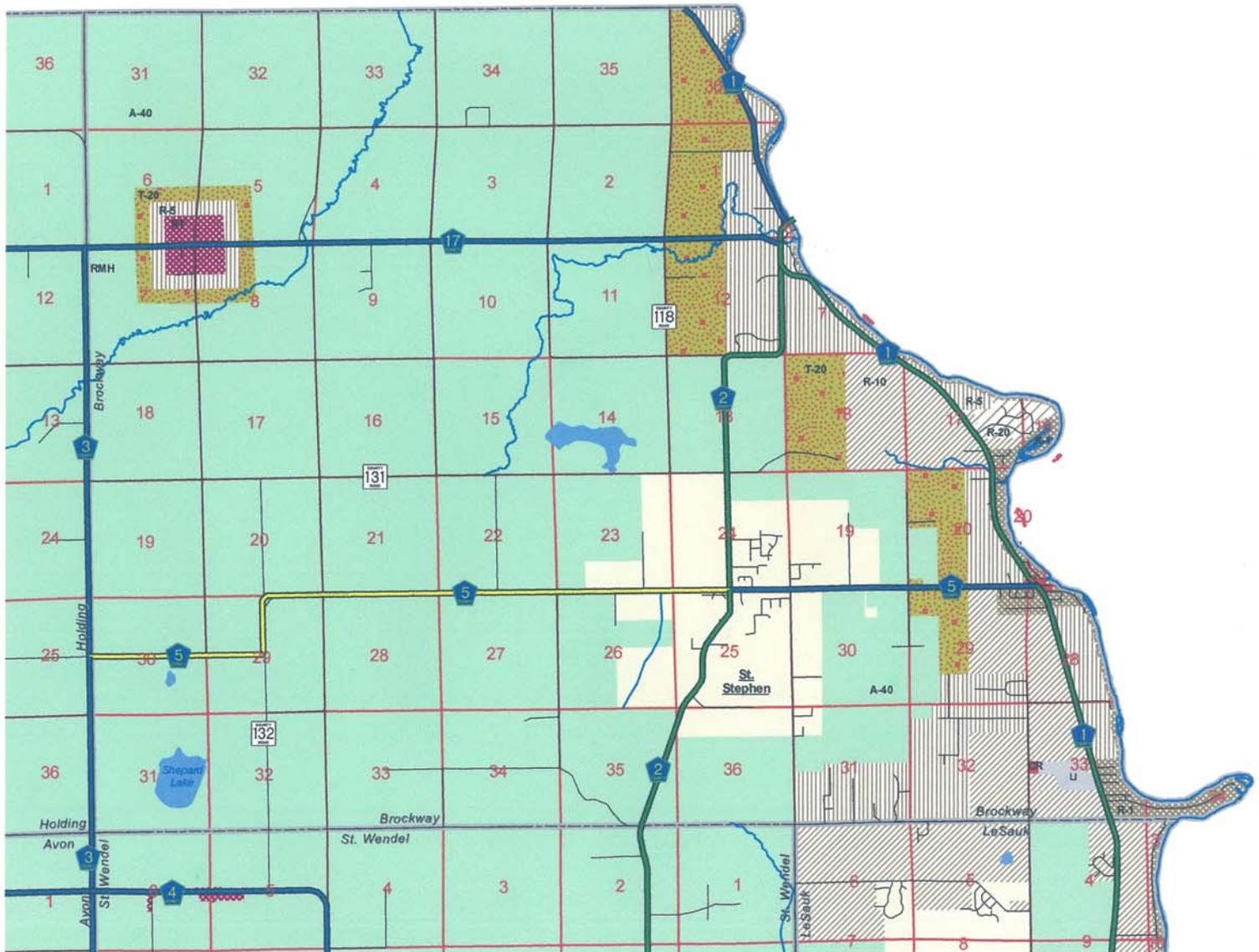
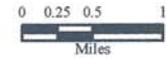
- Principal Arterial
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- Transition District T-20

This map is made available on an "as is" basis without express or implied warranty of any sort, including specifically, any implied warranties of fitness for a particular purpose, warranties of merchantability or warranties relating to the accuracy of the database.



## **Public Notice**

The Brockway Township Planning Commission will hold an Open House on the 9<sup>th</sup> of February, 2008 (Saturday) from 9:00 a.m. to 12:00 noon at the Brockway Town Hall located at 43710 85<sup>th</sup> Avenue North, Rice, Minnesota 56367. The purpose of the Open House will be to take informal comments on the mapping, materials and the draft Brockway Township Comprehensive Plan prior to the Public Hearing. Refreshments will be provided and the public is cordially invited to attend.

By order of the Brockway Township Planning Commission  
Pat Weber, Deputy Clerk / Commission Secretary

## Public Notice

The Brockway Township Planning Commission will hold a Public Hearing on the Draft Brockway Township Community Comprehensive Plan on the 26<sup>th</sup> day of February, 2008 at 8:00 p.m. at the Brockway Town Hall located at 43710 85<sup>th</sup> Avenue North, Rice, Minnesota 56367.

Written comment will be taken prior and up to the Public Hearing and can be sent to the Brockway Township Planning Commission Secretary, c/o Ms. Pat Weber, at 43710 85<sup>th</sup> Avenue North, Rice, Minnesota 56367. A copy of the Draft Brockway Township Community Comprehensive Plan is available for review at during regular business hours at the office of Brockway Township, by contacting the Secretary at 1.320.393.3770. It will also be available on the Brockway Township website at e-mail address: <http://brockwaytownship.govoffice.com>. The public is cordially invited to attend.

Respectfully Submitted,  
Pat Weber, Secretary  
Brockway Township Planning Commission

**TOWN OF BROCKWAY  
COUNTY OF STEARNS  
STATE OF MINNESOTA**  
[WWW.BROCKWAYTOWNSHIP.GOV/OFFICE.COM](http://WWW.BROCKWAYTOWNSHIP.GOV/OFFICE.COM)

**RESOLUTION ACCEPTING RECOMMENDATION OF BROCKWAY  
TOWNSHIP PLANNING COMMISSION AND ADOPTING BROCKWAY  
TOWNSHIP COMMUNITY COMPREHENSIVE PLAN**

**RESOLUTION NO. 2008 – 03.04.08**

**WHEREAS**, the Board of Supervisors of Brockway Township has continued to see new growth and development within the Township over the past three-five years; and

**WHEREAS**, the Township of Brockway has begun to consider the issues and problems associated with said growth; and

**WHEREAS**, the Township Board wishes to work with their residents and has discussed Planning to manage said growth within their Township boundaries and in 2006 completed a Growth Management Plan; and

**WHEREAS**, the Township of Brockway has statutory authority to do planning and zoning under Minnesota Statutes § 462; and

**WHEREAS**, the Brockway Township Planning Commission held an Open House on the 9<sup>th</sup> day of February, 2008, and has held the required statutory Hearing on February 26<sup>th</sup>, 2008, at 8:00 p.m. at the Brockway Town Hall, and;

**WHEREAS**, the Brockway Township Planning Commission has reviewed all comments and made the necessary changes and recommends adoption of the Brockway Township Community Comprehensive Plan to the Town Board;

**NOW THEREFORE, BE IT RESOLVED** by the Town Board of Supervisors of Brockway Township, Stearns County, Minnesota:

1. That the Brockway Township Board of Supervisors does hereby accept the Brockway Planning Commissions recommendation to adopt the Brockway Township Community Comprehensive Plan which shall be effective and in force after adoption of this Resolution.

**BE IT FURTHER RESOLVED** by the Town Board of Supervisors of Brockway Township, Stearns County, Minnesota;

1. That the Brockway Town Board of Supervisors instructs the Brockway Planning Commission Secretary to make the necessary copies of the Brockway Township

Community Comprehensive Plan and distribute them accordingly to the required governmental entities.

2. Further, that a formal copy be placed on file with the Brockway Township Clerk and another formal copy be placed with the Brockway Planning Commission Secretary.

The motion for the adoption of the foregoing resolution was made by Supervisor Daniel Stang and duly seconded by Supervisor Joe Lyon and upon a vote being taken thereon was duly passed.

AYES: 3                      NAYS: 0

ABSTAINED: 0              ABSENT: 0

**ADOPTED** by the Brockway Town Board of Supervisors this 4<sup>th</sup> day of March, 2008.

**BROCKWAY TOWNSHIP**

/s/ Joe Lyon, Chairman

Attest:

/s/ Debra Determan, Town Clerk