

Community Development Committee

Meeting date: October 19, 2020

For the Metropolitan Council meeting of October 28, 2020

Subject: City of Lake Elmo Pott and Weir Properties Comprehensive Plan Amendment, Review File 22215-4

District(s), Member(s): District 12, Francisco Gonzalez

Policy/Legal Reference: Metropolitan Land Planning Act (Minn. Stat. § 473.175), Minn. Stat. § 473.513

Staff Prepared/Presented: Raya Esmaeili, AICP, Senior Planner (651-602-1616); Angela R. Torres, AICP, Manager of Local Planning Assistance (651-602-1566)

Division/Department: Community Development/ Regional Planning

Proposed Action

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

1. Authorize the City of Lake Elmo to place its Pott and Weir Properties comprehensive plan amendment into effect.
2. Revise the *Thrive MSP 2040* Community Designation of the two subject parcels from Rural Residential to Emerging Suburban Edge as shown in Figure 2 of the Review Record.
3. Find that the amendment does not change the City's forecasts.

Background

The amendment proposes to extend the Metropolitan Urban Service Area (MUSA) boundary to include two parcels (26.9 acres) adjacent to the north side of the Village Area of Lake Elmo. The amendment also regulates the two parcels from Rural Area Development to Village Low Density Residential in anticipation of this area eventually developing or redeveloping with municipal sanitary sewer and water. The properties are located at 4212 Lake Elmo Avenue and 10875 43rd Street North.

Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

Funding

None.

Known Support / Opposition

None known.

REVIEW RECORD

City of Lake Elmo

Pott and Wier Properties Comprehensive Plan Amendment

Review File No. 22215-4, Business Item No. 2020-266

BACKGROUND

The City of Lake Elmo (City) is located in central Washington County, bordered by Pine Springs, Grant, and Stillwater to the north, Oakdale to the west, Woodbury and Afton to the south, and West Lakeland Township, Baytown Township, Stillwater Township, and Oak Park Heights to the east.

Thrive MSP 2040 (Thrive) designates Lake Elmo with “Emerging Suburban Edge” and “Rural Residential” community designations. The Council forecasts from 2018 to 2040 that the City will grow from 10,521 to 22,300 population and 3,619 to 8,200 households. The Council also forecasts that between 2010 and 2040, the City’s employment will increase from 1,914 to 3,800 jobs.

The Metropolitan Council reviewed the City of Lake Elmo 2040 Comprehensive Plan ([Business Item 2019-271 JT](#), Review File No. 22215-1) on October 23, 2019. This is the third comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The amendment proposes to extend the Metropolitan Urban Service Area (MUSA) boundary to include two parcels (26.9 acres) adjacent to the north side of the Village Area of the City. The amendment also reguides the two parcels from Rural Area Development (RAD) to Village Low Density Residential in anticipation of this area eventually developing or redeveloping with municipal sanitary sewer and water. The properties are located at 4212 Lake Elmo Avenue and 10875 43rd Street North.

OVERVIEW

Conformance with Regional Systems

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

Consistency with Council Policies

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

Compatibility with Plans of Adjacent Jurisdictions

The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

PREVIOUS COUNCIL ACTIONS

- The Council acted on the City’s Update on October 23, 2019 (Review File No. 22215-1, [Business Item No. 2019-271 JT](#)).
- The Heritage Farms comprehensive plan amendment reguided 50 acres from Rural Area Development to Rural Single Family Sewered and was administratively approved by the Council on March 11, 2020 (Review File No. 22215-2).

- The Applewood Pointe comprehensive plan amendment re-guided 11.7 acres from Business Park to Mixed Use Business Park and was acted on by the Council on August 12, 2020 (Review File No. 22215-3, [Business Item No. 2020-214](#)).

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

ISSUES ANALYSIS AND FINDINGS

Conformance with Regional Systems

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Detailed review comments are included below.

Regional Parks

Reviewer: Colin Kelly, Community Development (CD) – Regional Parks (651-602-1361)

The proposed amendment conforms to the *2040 Regional Parks Policy Plan*. There are no existing or planned Regional Park System units within 0.5 mile of the proposed change to include 26.9 acres into MUSA boundaries and re-guide the land use. The nearest unit of the Regional Park System – the planned Central Greenway Regional Trail – is approximately 0.6 mile to the south of the proposed change (Figure 1). The proposed changes are unlikely to have any adverse impact on the future regional trail.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs

roger.janzig@metc.state.mn.us

The proposed amendment conforms to the *2040 Water Resources Policy Plan (WRPP)*. The amendment proposes to include 26.9 acres into the current MUSA, and re-guide the two properties from Rural Area Development (1 unit per 10 acres) to Village Low Density Residential (1.5-3 units per acre). The regional system has adequate capacity to serve the proposed development associated with this amendment.

Transportation

Reviewer: Russ Owen, Metropolitan Transportation Services (MTS) (651-602-1724)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP.

Transit

Reviewer: Steve Baisden, Metro Transit (MT) (612-349-7361)

Metro Transit Route 294 offers the nearest peak period express service 3.6 miles northeast of the residential properties at the St. Croix Valley Recreation Center Park & Ride in Stillwater. Route 294 provides weekday-only peak period express service between downtown Stillwater and downtown St. Paul with two reverse commute trips to Stillwater in the AM peak and one reverse commute trip to downtown St. Paul in the PM peak. Metro Transit Route 270 also provides weekday-only peak period express service every 10-30 minutes between the Maplewood Mall Transit Center in Maplewood and downtown Minneapolis.

Given the current and planned transit investments in the corridor and the low residential density that exists in this area now, the sanitary sewer extension to the existing residential properties will have no ridership impact on the existing transit network.

Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments are detailed below.

Forecasts

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

The amendment enables provision of sewer service in nearby neighborhoods. There is not a current development proposal for the subject site. If the site is fully developed in the future, the land reguiding would allow 36 to 73 housing units. Such development would fit within the existing long-range forecast. Therefore, no forecast change is needed at this time.

Land Use

Reviewer: Raya Esmaeili, CD – Local Planning Assistance (651-602-1616)

Thrive MSP2040 identifies the City as Emerging Suburban Edge and Rural Residential. The amendment proposes the extension of the Metropolitan Urban Service Area (MUSA) boundary to include two parcels totaling 26.9 acres. The amendment also reguides the two parcels from Rural Area Development (1 unit per 10 acres) to Village Low Density Residential (1.5-3 units/acre). The properties are located in the Rural Residential community designation portion of the City. The purpose of the amendment is to ready the properties for future development. There is not a development concept available at the time of this review.

As stated in *Thrive* (p. 108), the Rural Residential community designation precludes the provision of wastewater services, as typical development patterns in this designation generally range from 1 to 2.5 units per acre. However, the two properties subject to this amendment are much larger and are able to be further subdivided at urban densities. In order for these parcels to be added to the MUSA, the community designation needs to be changed to accommodate extension of regional services. Council staff recommend revising the community designation of the subject properties to Emerging Suburban Edge, aligned with the neighboring properties (see Figure 2).

Thrive directs Emerging Suburban Edge communities to plan for development at overall minimum densities of 3-5 units per acre. As shown in Table 1 below (changes underlined), the proposed amendment decreases the overall net residential of density in the Emerging Suburban Edge community designation of the City from 4.1 to 4.0 units per acre. The City's overall density continues to be consistent with this policy.

Table 1. Planned Residential Density, City of Lake Elmo

Category	Density			2018-2040 Change	
	Min	Max	Net Acres	Min Units	Max Units
Rural Single Family Sewered	0.1	2	50.0	44	0
Low Density Residential	2.5	4	210.0	525	840
Medium Density Residential	4.01	8	134.0	537	1,072
High Density Residential	8.01	15	72.0	577	1,080
Mixed Use Commercial*	10.0	15	59.0	590	885
Mixed Use Business Park*	6.0	10	46.85	281	469
Village - Low Density Residential	1.5	3	<u>155</u>	<u>232</u>	<u>465</u>
Village - Medium Density Residential	3.01	8	63.0	190	504
Village - High Density Residential	8.01	12	8.0	64	96
Village Mixed Use*	5.0	10	18.0	90	180
TOTALS			765.8	3,086	5,590
			Overall Density	4.0	7.3

*50% residential

Housing

Reviewer: Ashleigh Johnson, CD - Housing (651-602-1106)

The proposed amendment is consistent with the 2040 Housing Policy Plan. The Plan currently guides sufficient land to address its share of the region’s 2021-2030 need for affordable housing, which is 971 units. The proposed amendment does not change the City’s inventory of land guided to support the development of low- and moderate-income housing for the 2021-2030 decade.

The proposed amendment will not hinder the City in implementing its housing element or efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade.

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

The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Revised Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding

Figure 1: Location Map Showing Regional Systems

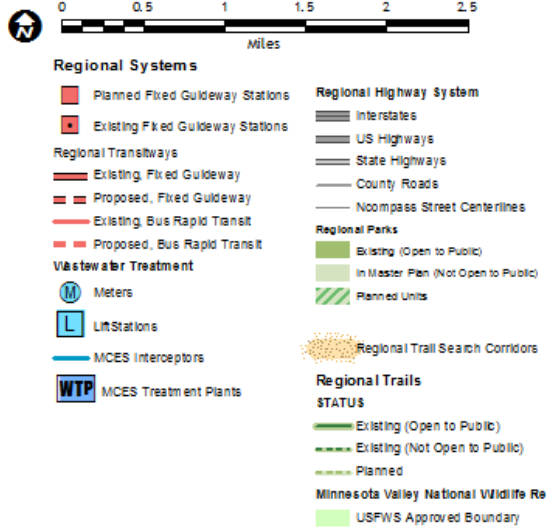
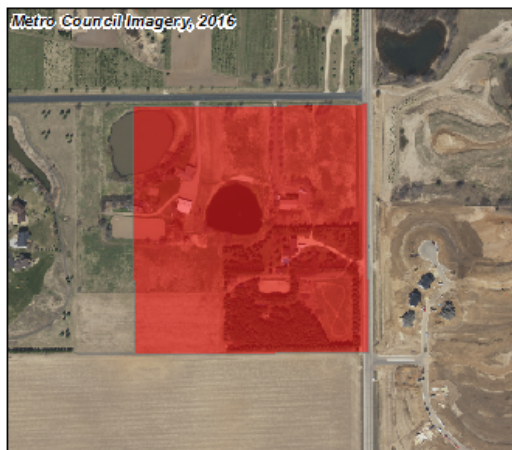
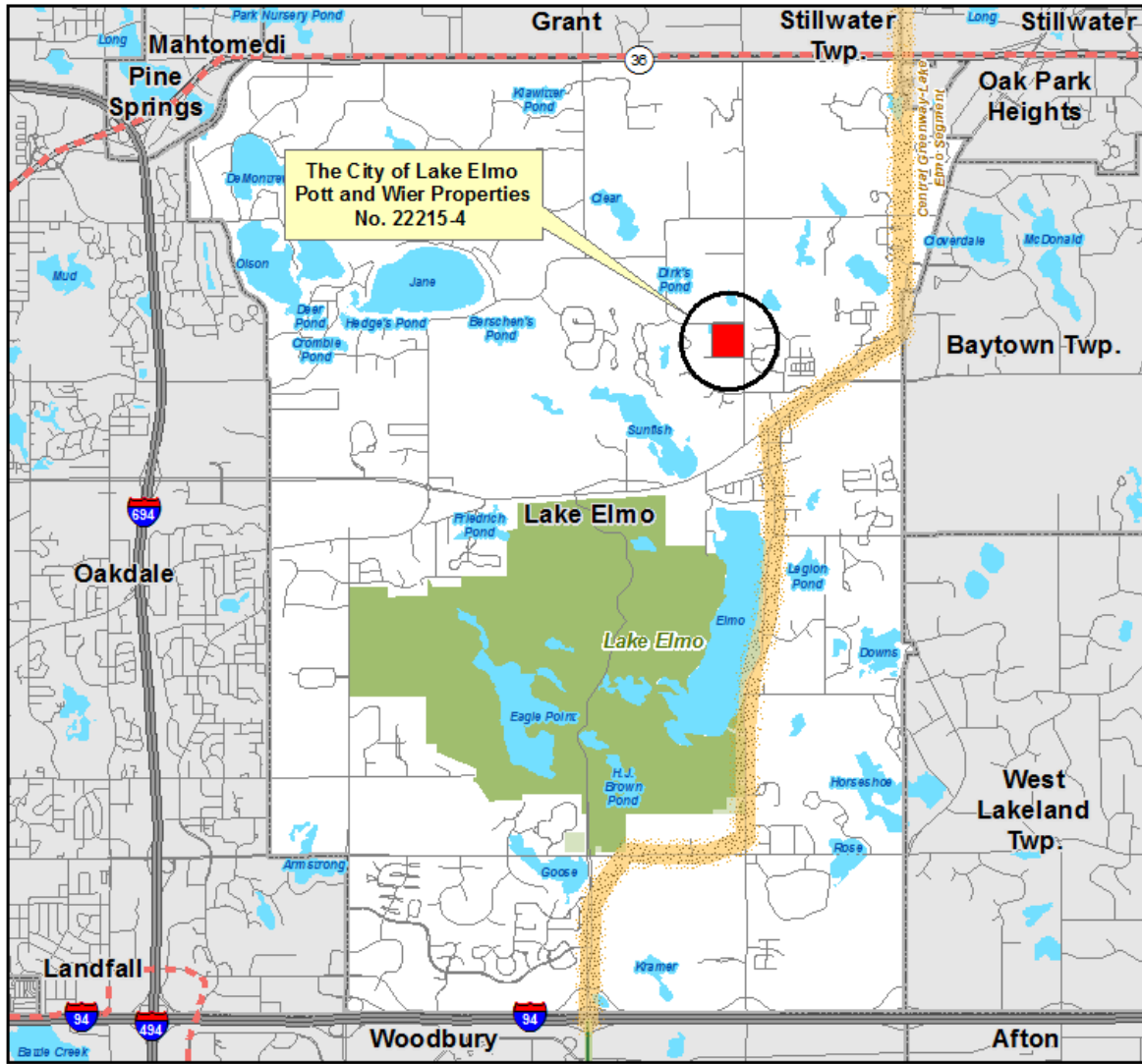
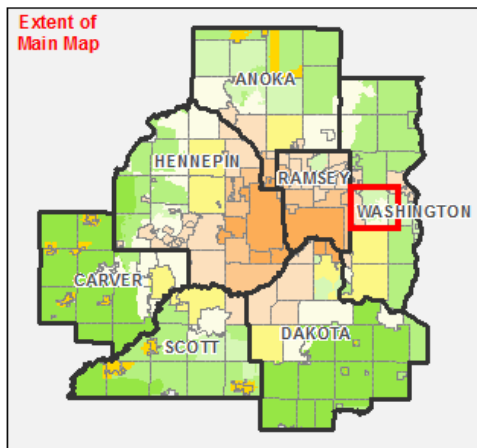
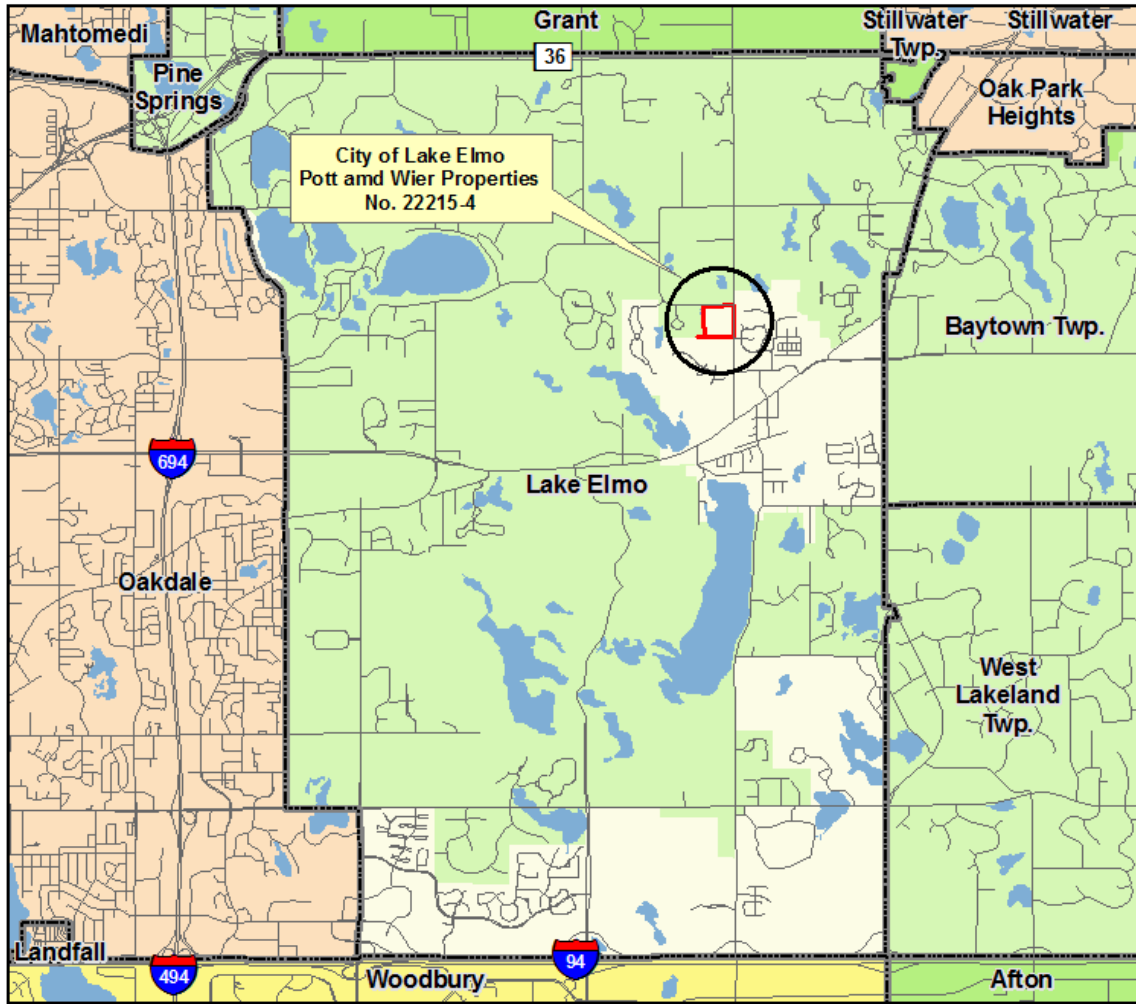


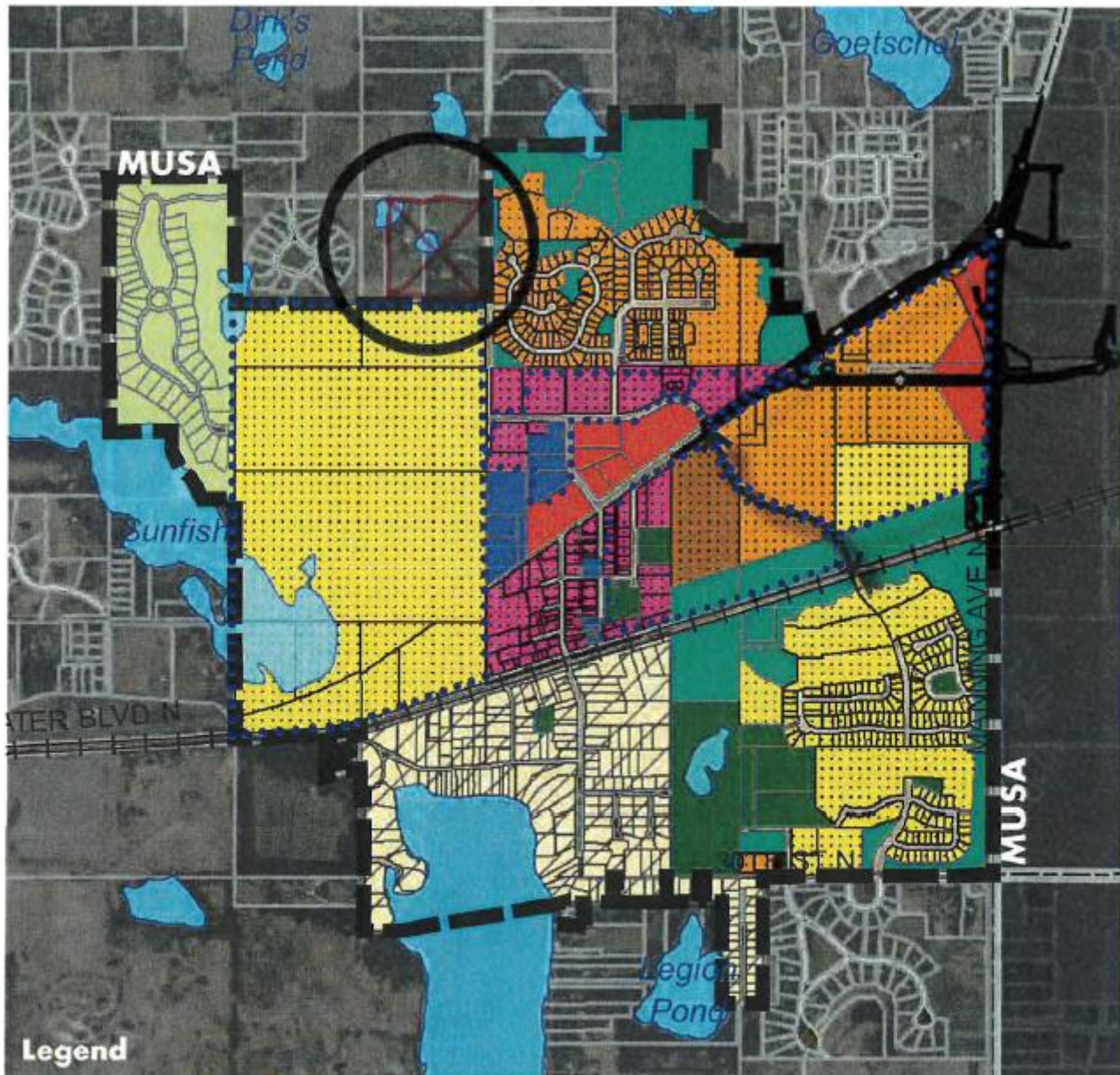
Figure 2: Location Map Showing Revised Community Designations



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines

Figure 3: Current Land Use Guiding



Legend

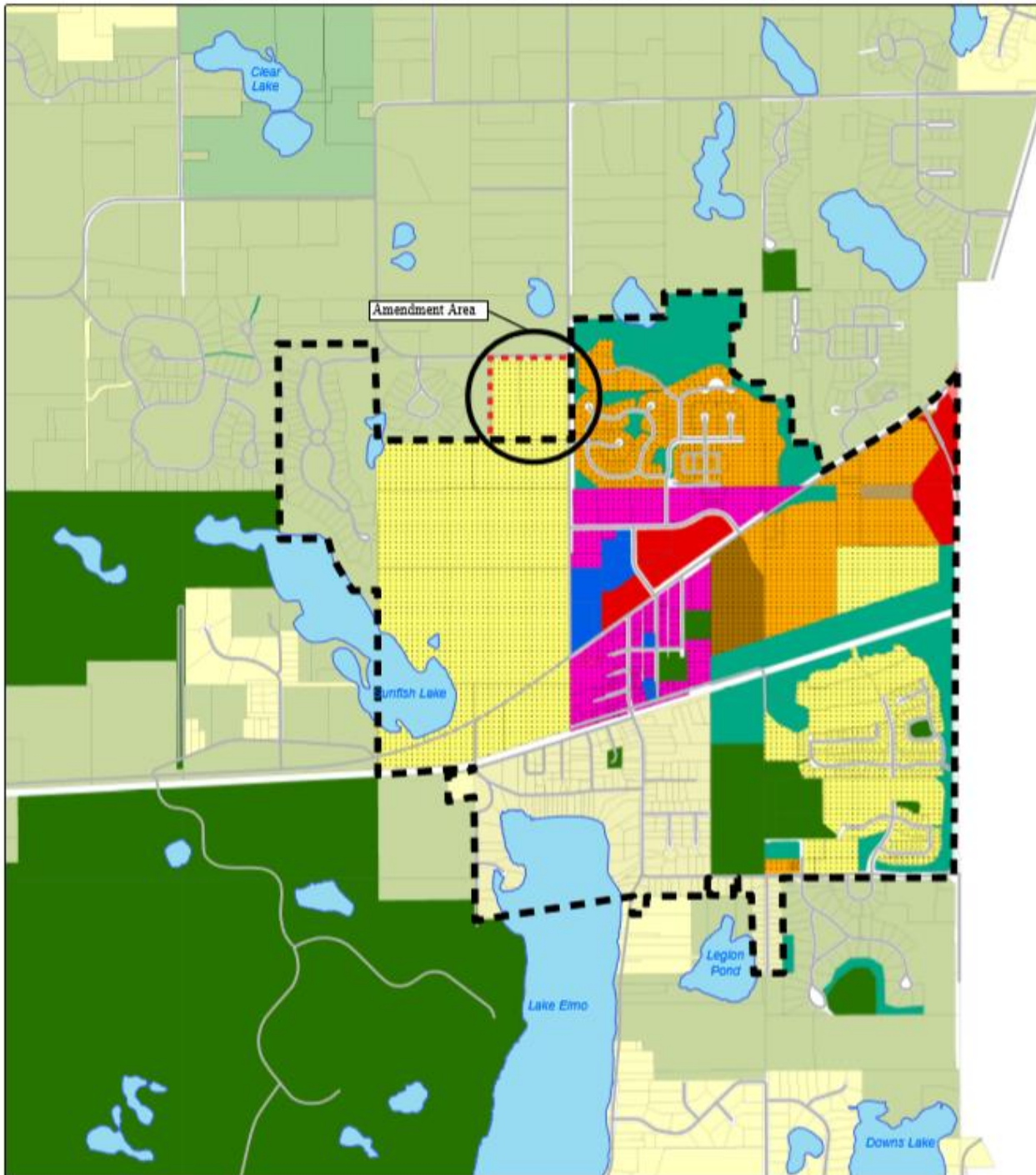
AP	LDR	V-MDR	Closed Landfill	Areas Planned for Growth
RAO	MDR	V-HDR	Institutional	Planned Roadway (Parkway)
RSF	HDR	V-MU	Park	
RSFS	MU-BP	LB	PSP	
GC	MU-C	BP	ROW	
	V-LDR	C	MUSA 2040 (Revised)	

Draft Date: Rev. 6.11.2018
 Source: Washington County,
 MNGEO, City of Lake Elmo, SHC



Figure 4: Proposed Land Use Guiding

Proposed Land Use Classification



2040 Future Land Use

0 925 1850 2775 3700 Ft

- | | | | | | |
|------|-----|---------------|------------------------|---------------|-----------------|
| PSP | AP | GC | MU-BP | V-HDR | C |
| ROW | RAD | LDR | MU-C | V-MU | Closed Landfill |
| RSF | MDR | V-LDR | LB | Institutional | Park |
| RSFS | HDR | V-MDR | BP | | |
| | | MUSA Boundary | Proposed MUSA Boundary | | |