

Business Item

Community Development Committee



Committee Meeting Date: September 15, 2025

For the Metropolitan Council: September 24, 2025

Business Item: 2025-231

City of Bayport Bayhaven at Bayport Comprehensive Plan Amendment, Review File 22164-3

District(s), Member(s):	District 11, Gail Cederberg
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Emma Dvorak, Senior Planner (651-602-1399) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

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

1. Authorize the City of Bayport to place its comprehensive plan amendment into effect.
2. Revise the Thrive MSP 2040 and Imagine 2050 community designations for the amendment site from Rural Residential to Suburban as shown in Figure 2a in the Review Record.
3. Advise the City:
 - a. The Council expects the City to continue coordination with the developer and Washington County, to ensure that the planned Middle St. Croix Valley Regional Trail is accommodated as a part of this development.
 - b. Implement the advisory comments in the Review Record for Regional Parks and Trails, Transportation, Land Use, and Water Resources.

Background

The City of Bayport submitted the Bayhaven at Bayport comprehensive plan amendment on August 12, 2025, with supplemental information submitted on August 20, 2025. The proposed amendment proposes changes to the City's Land Use Plan, extends the Suburban Community Designation to the newly annexed area, and expands the Metropolitan Urban Service Area (MUSA) in relation to a development known as Bayhaven. Bayhaven consists of 26.2 acres located east of Stagecoach Trail (CSAH 21) and south of 5th Avenue North (CSAH 14). The proposed development will consist of 35 single family villa residential units on 23.9 acres to be guided Low Density Residential and a multifamily building consisting of 70 units on 2.3 acres to be guided High Density Residential. This is the City's second amendment to its 2040 Comprehensive Plan.

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

On February 12, 2025, the Council adopted Imagine 2050, which builds on policy direction in Thrive MSP 2040. Under the Thrive lens, 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.



REVIEW RECORD

City of Bayport

Bayhaven at Bayport

Review File No. 22164-3, Business Item No. 2025-231

BACKGROUND

The City of Bayport (City) is located in in eastern Washington County. It is surrounded by the communities of the Oak Park Heights and Baytown Township with the St. Croix River as its eastern boundary.

Thrive MSP 2040 (Thrive) and Imagine 2050 both designate Bayport with a “Suburban” community designation. The Council forecasts from 2020 to 2050 that the City will change from 4,024 to 4,000 population and 1,038 to 1,200 households. The Council also forecasts that between 2020 and 2050, the City’s employment will increase from 4,226 to 5,460 jobs.

The Metropolitan Council reviewed the City of Bayport 2040 Comprehensive Plan ([Business Item 2022-229 JT](#), Review File No. 22164-1) on September 14, 2022. This is the second comprehensive plan amendment since the 2040 Plan was reviewed.

The Council adopted Imagine 2050 in February 2025. Consistent with the procedures adopted in [Business Item 2025-113](#), the Council is reviewing this item under both Thrive and Imagine 2050.

REQUEST SUMMARY

The proposed amendment proposes changes to the City’s Land Use Plan, extends the Suburban Community Designation to the newly annexed area, and expands the Metropolitan Urban Service Area (MUSA) in relation to a 26.2-acre development known as Bayhaven. The proposed development will consist of 35 single family villa residential units on 23.9 acres to be guided Low Density Residential and a multifamily building consisting of 70 units on 2.3 acres to be guided High Density Residential.

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 Thrive MSP 2040, consistent with Imagine 2050 Land Use policies, with the Housing Policy Plan, with water resources management, and is consistent with Council forecasts with the proposed changes.

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 2040 Plan on September 14, 2022 ([Business Item 2022-229 JT](#), Review File No. 22164-1).
- The Council authorized the ISD 834 School amendment on September 10, 2025 ([Business Item 2025-22](#), Review File No. 22164-2). Bayport annexed about 10 acres of Baytown Township to develop an elementary school. The amendment reguided this area from Single Family Estates to Institutional, extended the Metropolitan Urban Service Area (MUSA), and



changed the Community Designation from Rural Residential to Suburban.

ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with Thrive MSP 2040 and other Council policies? Is the amendment consistent with Imagine 2050 and its system and policy plans?
- 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. Additional review comments are included below.

Regional Parks and Trails

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

The amendment is consistent with Regional Parks and Trails Policy Plan. There is one unit of the Regional Parks and Trails System in the vicinity of the proposal to expand the MUSA and re-guide land use from Rural Residential to Low Density Residential (23.9 acres) and High Density Residential (2.3 acres) over a total 28.11 acres to allow for the Bayhaven at Bayport development. Segment 4 of the planned Middle St. Croix Valley Regional Trail overlaps the proposed changes.

The Middle St. Croix Valley Regional Trail has a 2023 Met Council-approved long-range plan. Washington County is the Regional Park Implementing Agency.

The amendment submittal materials acknowledge the presence of the planned regional trail and notes that potential impacts and mitigation plans are “to be addressed with preliminary plat review subject to review by Washington County and City.”

The planned trail will still need further coordination with the City and design development.

The planned Middle St. Croix Valley Regional Trail, Segment 2, after it crosses Highway 36, the trail designates the existing trail along County Rd 23 (60th St/S Frontage Rd). A new trail is needed as this road becomes County Rd 21 (Stagecoach Trail N). Continuing south, the plan proposes a new trail along County Rd 21 for 5.5 mile stretch that extends to a bridge over Interstate 94.

The trail would be constructed to meet the following design standards: be 10 feet wide with 2-foot shoulders on either side and including a 10-foot buffer between adjacent roadway pavement and the trail shoulder. The acquisitions will be a mix of ROW and non ROW land easements/licenses and fee title.

Advisory Comments

The submittal materials also indicate that the developer will not construct the middle portion of the Middle St. Croix Regional Trail as part of this development. Council staff remind the city that there is a Met Council approved Long Range Plan for the Middle St. Croix Trail, whose acquisition and development is funded through a variety of state, regional, and local mechanisms. We understand the construction of the trail is not planned to be constructed today, however, the city has a responsibility to facilitate the development of the trail through coordination with Washington County.

Comments from Washington County included in the amendment also reference the regional trail, noting: “The County and region has an adopted long-range plan for the Middle St. Croix Trail that will run on the east side of CSAH 21. The Comprehensive Plan Amendment should recognize this

regional asset and should request any development accommodates this trail.”

The Council expects the City to continue coordination with the developer and Washington County, to ensure that the planned Middle St. Croix Valley Regional Trail is accommodated as a part of this development.

Wastewater Service

Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community Programs (roger.janzig@metc.state.mn.us)

The proposed amendment conforms to the 2040 Water Resources Policy Plan (WRPP). The amendment is being driven by the annexation of land from Baytown Township. The amendment area will also now be included in the current 2030 MUSA. The regional system has adequate capacity to serve the proposed development associated with this amendment.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The proposed amendment conforms to the Transportation Policy Plan and is consistent with regional transportation policy. The amendment intends to guide land in order to construct a small residential development with a mix of single and multifamily units. The amendment would not have an impact on the regional roadway system as additional trips will not be significant, the applicant will need to attain approval to connect into the county road system.

There is a Tier 2 Regional Bicycle Transportation Network (RBTN) corridor and Regional Trail alignment centered along Stagecoach Trail. The site plan does indicate that a facility will not be constructed along Stagecoach Trail (see Parks comments above).

There are no freight or aviation impacts or considerations with this amendment.

Advisory Comment

There is a Tier 2 RBTN corridor and Regional Trail alignment centered along Stagecoach Trail, the site plan does indicate that a facility will not be constructed along Stagecoach Trail at this time. However, the city and developer need to ensure safe non-motorized access as this area develops through the planned regional trail facilities along Stagecoach Trail with this development.

Transit

Stephen Baisden - Metro Transit (MT) (612-349-7361)

This amendment is consistent with transit policy. Metro Transit’s Route 294 offers the nearest transit service 2 miles northwest of the subject parcel at the intersection of Hwy 36 and Osgood Avenue / 4th Street in Oak Park Heights. Route 294 provides weekday-only peak period express service between downtown Stillwater and downtown Saint Paul with one westbound trip during the AM peak and one eastbound trip during the PM peak. Route 355 offers the nearest express service between downtown Minneapolis and Woodbury, 16 miles southwest of the subject parcel at Woodlane Station in Woodbury. Route 355 provides weekday-only peak period non-stop express service between Woodbury and downtown Minneapolis with 14 total trips (7 in each direction). Woodlane Station is a 20-minute drive from the site.

No bus stops are located within walking distance of the subject parcel along 5th Avenue or Stagecoach Trail for access to Route 294 service. No contiguous public trails currently exist along 5th Ave or Stagecoach Trail, adjacent to the subject parcel. Right-of-way should be set aside for the addition of sidewalks/trails to ensure connectivity with the rest of the pedestrian network and facilitate safe pedestrian access to/from the site if they are not planned to be constructed.

Given the current and planned transit investments within this corridor, this proposed amendment will likely have a marginal ridership impact on the existing regular route transit network. This City should not expect additional expansion of the existing fixed-route transit network to serve the amendment site. Other potential transit options include Transit Link.

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 forecast-related content of the amendment for Bayhaven at Bayport (23.9 acres low-density residential; 2.3 acres, high-density residential). The amendment is consistent with regional policy.

The City offers that Bayhaven residential development adds 105 households to 2030, 2040, and subsequent forecast timepoints. Met Council has already adjusted the households and population forecast with its action on the ISD 834 School amendment ([Business Item 2025-22](#), Review File No. 22164-2), authorized by the Council on September 10, 2025. No further forecast adjustment is needed.

Table 1. Metropolitan Council Bayport Forecasts

Category	Census 2020	Current Approved Forecasts		
		2030	2040	2050
Population	4,024	4,000	4,000	4,000
Households	1,038	1,180	1,190	1200
Employment	4,226	5,360	5,410	5,460

Land Use

Reviewer: Emma Dvorak, CD – Local Planning Assistance (651-602-1399)

The amendment is consistent with both Thrive MSP 2040 and Imagine 2050 land use policies. The [Implementation Schedule for Imagine 2050](#) provides the following direction:

"For comprehensive plan amendments submitted and found complete for review before December 31, 2025, communities may choose to have those amendments reviewed under the Thrive MSP 2040 and its system plans or under Imagine 2050 and its system plans, provided that the proposed amendment is not found more likely than not to have a substantial impact on or contain a substantial departure from the 2050 metropolitan system plans adopted in 2025."

While the amendment is consistent with Thrive land use policies, it also does not adversely impact regional land use policy for Imagine 2050. The change to the Community Designation, expansion of the MUSA, and change to the land use guiding included in the amendment proposal is consistent with Imagine 2050 land use policies.

This amendment is a Land Use Plan amendment and proposed MUSA expansion related to a 28.11 gross (14.13 net) acres development known as Bayhaven. Bayhaven consists of four existing properties with a total area of 28.11 acres located east of Stagecoach Trail (CSAH 21) and south of 5th Avenue North (CSAH 14). The proposed development will be guided Low and High Density Residential.

The City of Bayport has authorized plans for a development consisting of 35 market-rate units on 11.83 net acres of low density residential, and a 70-unit building on 2.3 net acres of high density residential, also market-rate, on this site that is contingent on Met Council authorization. The actual density of the project is higher than the proposed minimum density for the land use categories. With assurances from local approvals of those development densities, the Met Council utilized the actual density of the project in the density calculation to reflect on the ground conditions.

The proposed change is consistent with the Council's density policies and has minimal impact on the City's overall planned residential density for new development and redevelopment, which remains above 5 units per acre.

Table 2. Planned Residential Density, City of Bayport

	2020-2040 Change				
	Density Range	% Residential	Net Acres	Min Units	Max Units



Land Use	Min	Max				
Low Density Residential	1	8	100%	-	-	-
Bayhaven Low Density Residential	-	-	100%	11.83	35	-
Bayhaven High Density Residential	-	-	100%	2.30	70	-
High Density Residential	8	43	100%	3.20	26	138
Total	17.33				131	138
	Overall Density				7.5	7.9

Advisory Comments

As part of the 2050 planning process, the community designation for this area needs to be appropriately identified as Suburban to maintain consistency with regional land use policy. Due to the timing of this amendment, the community designation change may not be reflected in the upcoming distribution of decennial system statements; however, the City will need to identify this change in the City's 2050 Plan when submitted to the Council for review.

Housing

Reviewer: Olivia Boerschinger, CD – Housing (651-602-1327)

The amendment is consistent with the Council's Housing Policy Plan. The Plan currently provides sufficient land to address its share of the region's 2021-2030 need for affordable housing, which is 7 units. The amendment adds acres to the MUSA, anticipated for development in the current decade. However, the land uses of the proposed addition do not impact the City's inventory of land-guided to support the development of low- and moderate-income housing because the land is being used for the development of market rate housing.

This amendment continues to allow the City to implement the housing element of their 2040 Plan and to address their share of the region's affordable housing need for 2021-2030.

As of this amendment, the Plan will be guiding approximately 3.2 acres of higher density residential land such that at least 26 units could be built. The City is not a current participant in the Livable Communities Act program.

Water Resources

Reviewer: Lanya Ross, Environmental Services– Water Supply (651-602-1803)

The amendment is consistent with Water Policy Plans related to sustainable water supplies. The amendment site is located in the Bayport Drinking Water Supply Management Area (DWSMA). Groundwater flowing beneath the area may reach municipal wells that serve around 3,000 people within 10 years or less. The Bayport DWSMA is highly vulnerable in this area, and redevelopment offers opportunities to continue protecting water supplies.

Advisory Comments

The amendment should acknowledge that the site is located in the Bayport Drinking Water Supply Management Area (DWSMA). We encourage the identification of risks to source waters and mitigation strategies that protect them.

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

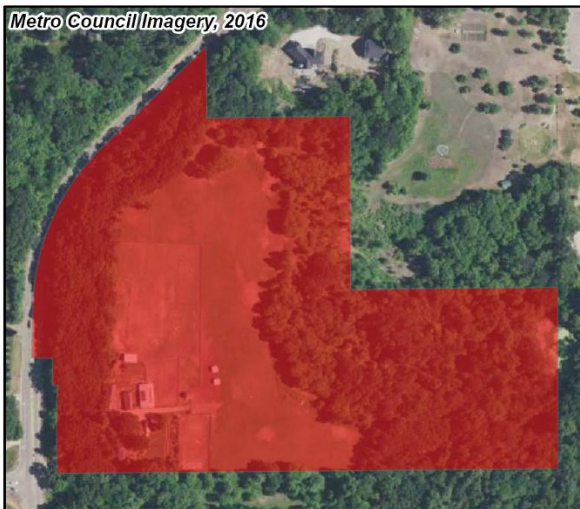
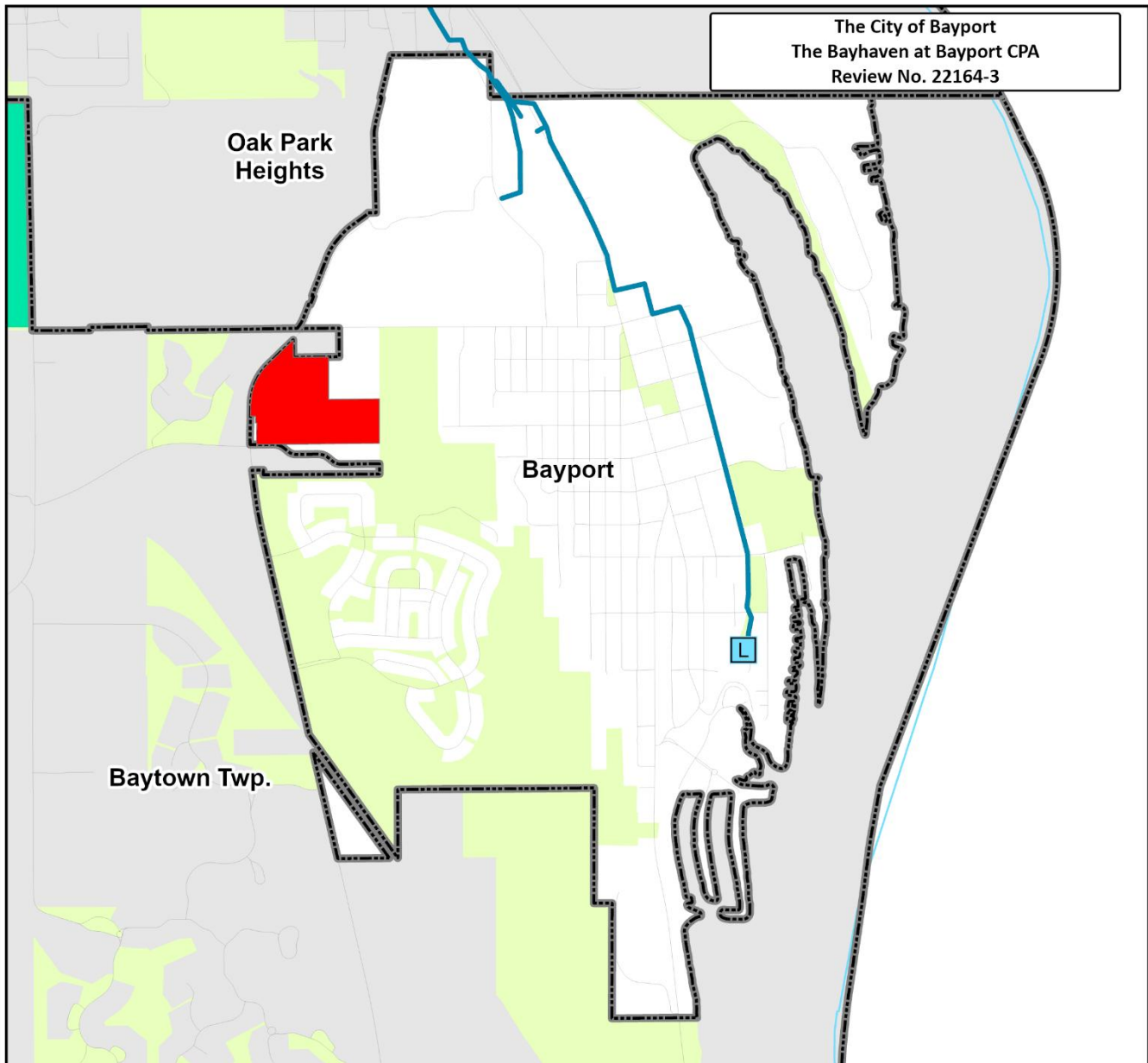
Figure 1: Location Map Showing Regional Systems

Figure 2a: Location Map Showing Current Community Designations

Figure 2b: Location Map Showing Amendment Community Designations
Figure 3a: Current Land Use Guiding
Figure 3b: Proposed Land Use Guiding
Figure 4a: Current MUSA
Figure 4b: Proposed MUSA



Figure 1. Location Map Showing Regional Systems



Regional Systems

Regional Transitways

- Existing
- Planned Current Revenue Scenario
- Potential Increased Revenue Scenario

Wastewater Treatment

- Meters
- MCES Interceptors
- Lift Stations
- MCES Treatment Plants

Regional Highway System

- Interstates
- US Highways
- State Highways
- County Roads
- Road Centerlines

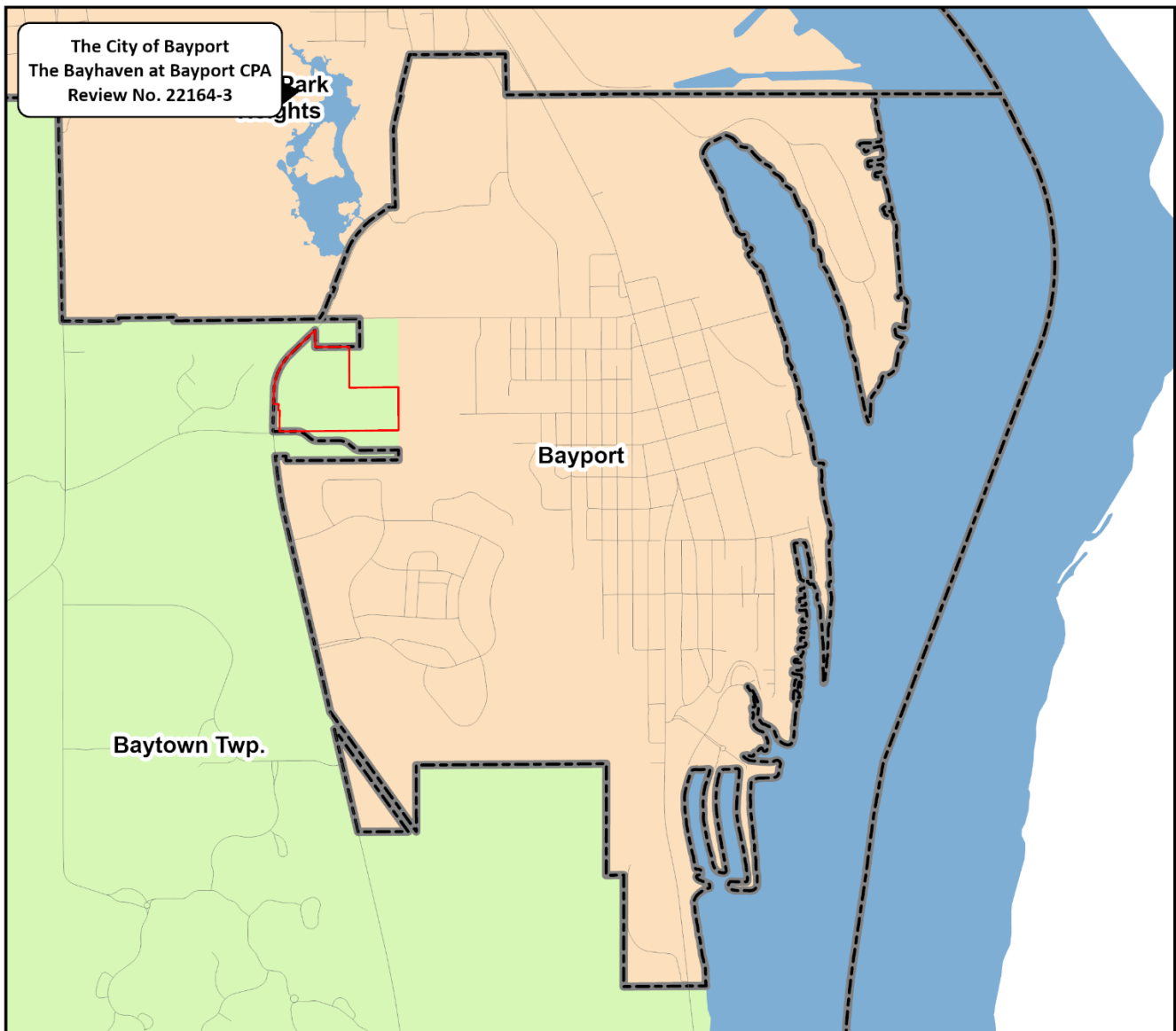
Regional Parks

- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Other Parks, Preserves, Refuges and Natural Areas

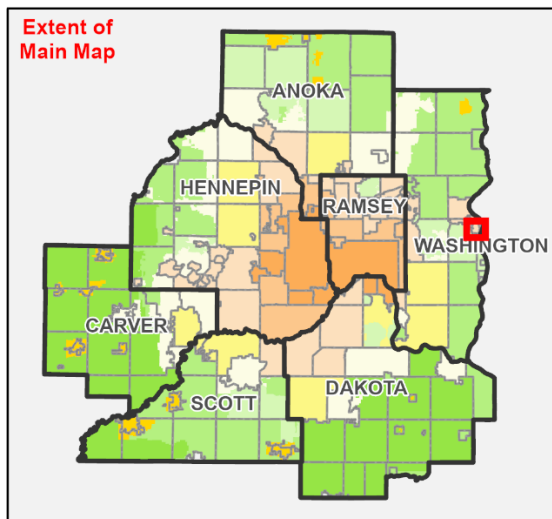
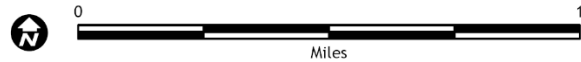
Regional Trails

- Existing (Open to Public)
- Existing (Not Open to Public)
- Planned Regional Trails
- Regional Trail Search Corridors

Figure 2a. Location Map Showing Current Community Designations



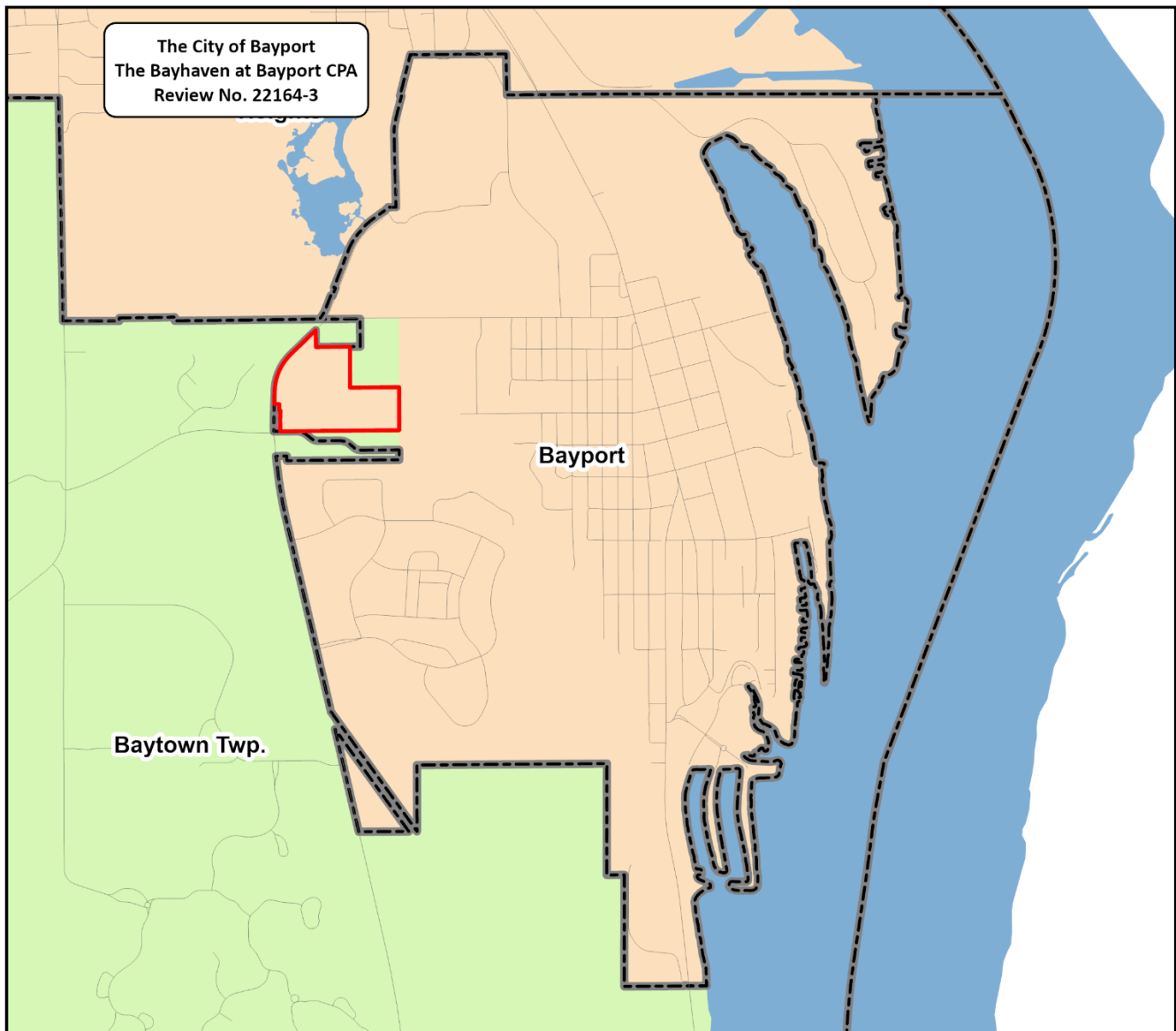
Metropolitan Council



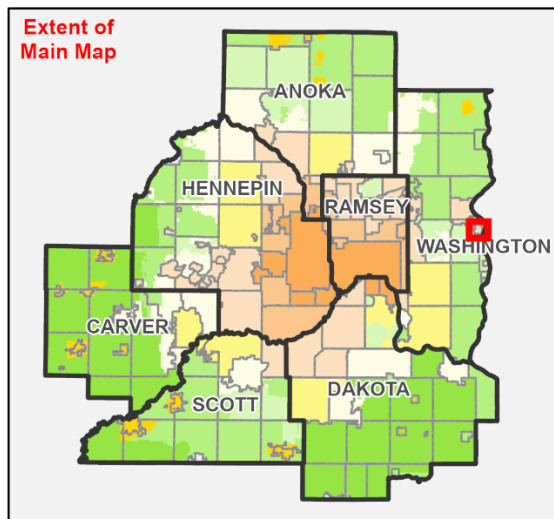
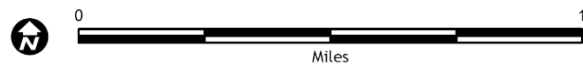
ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Figure 2b. Location Map Showing Amendment Community Designations



Metropolitan Council



ThriveMSP 2040 Community Designations

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center

Figure 3a. Current Land Use Guiding

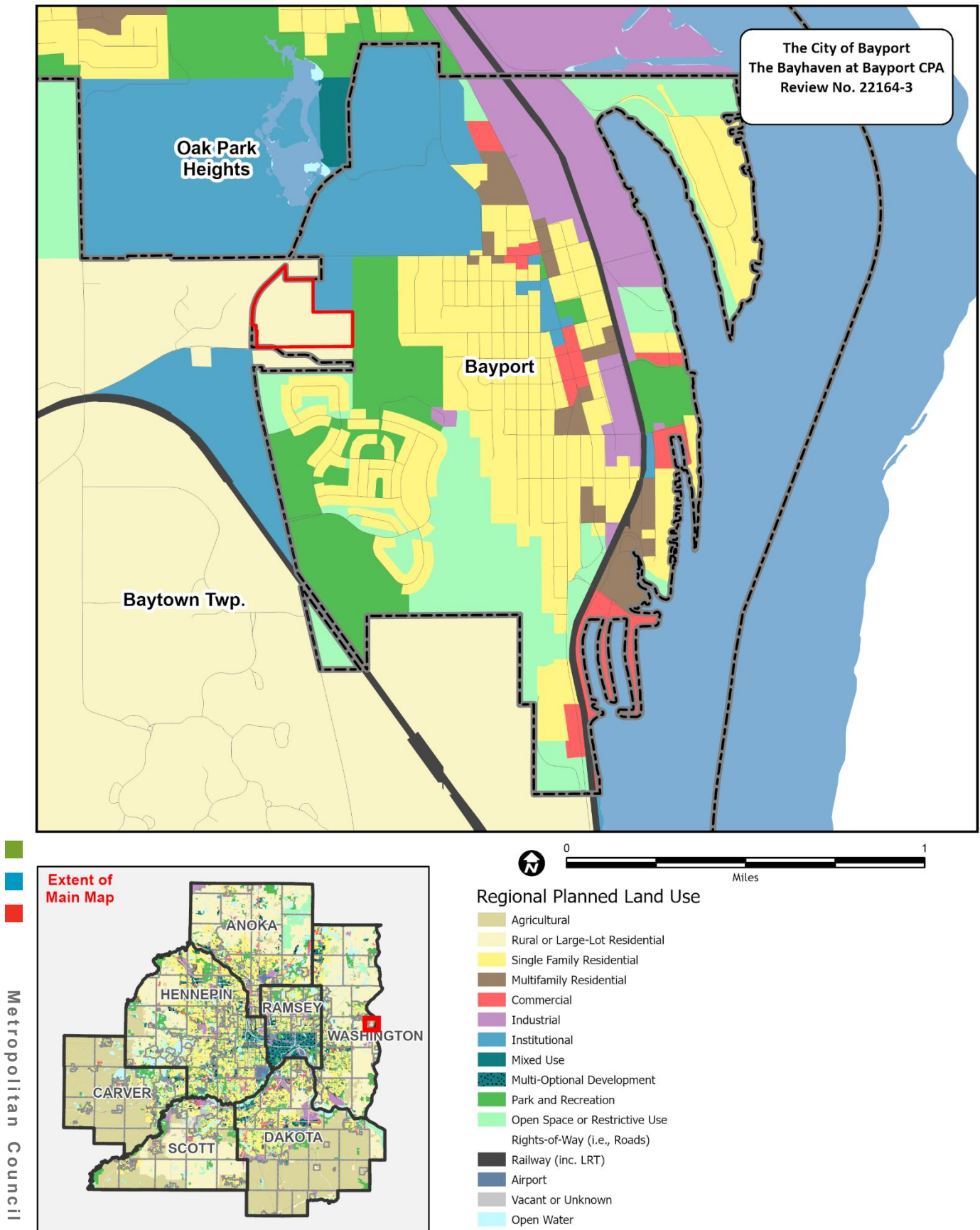


Figure 3b. Proposed Land Use Guiding

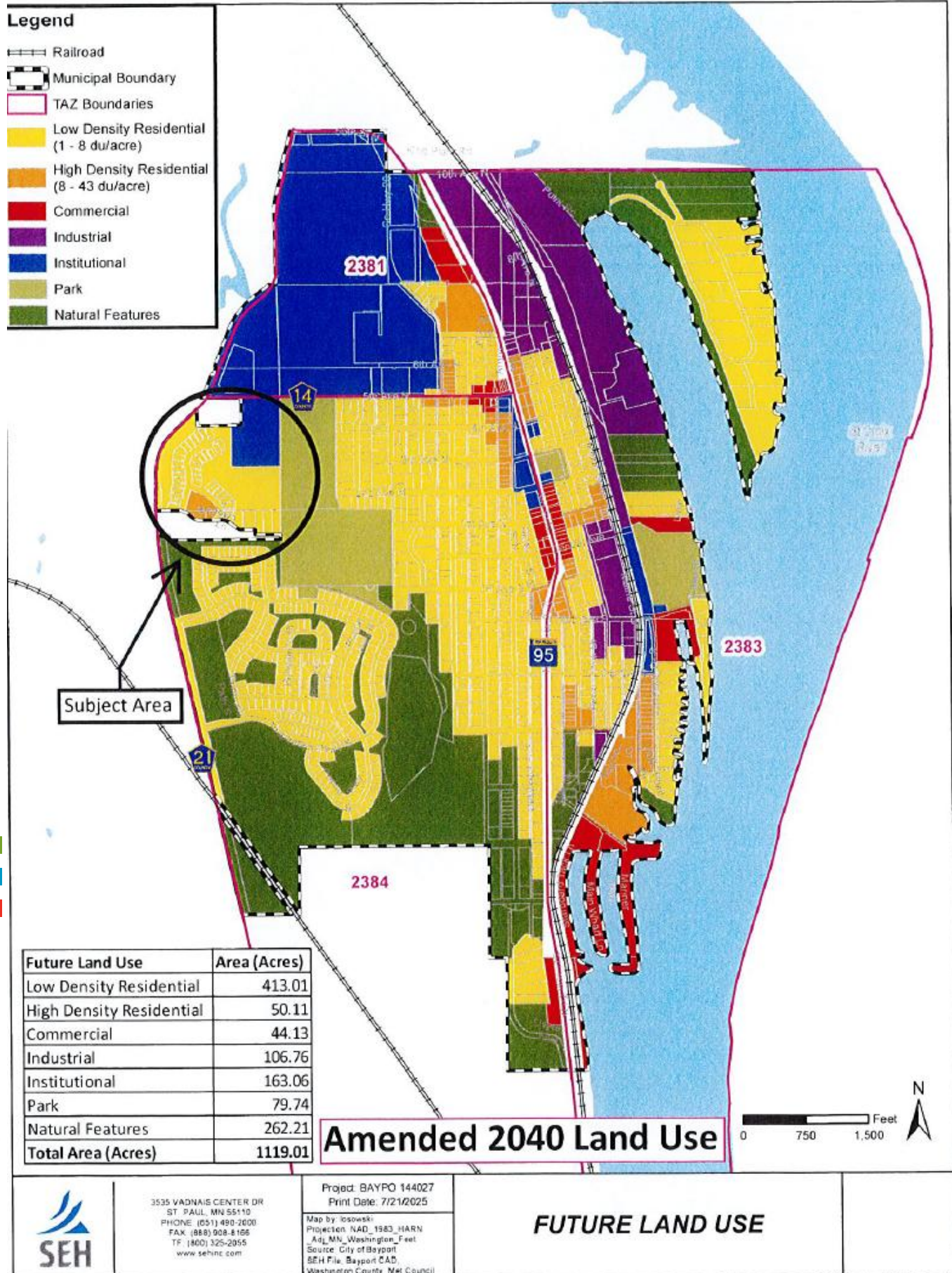
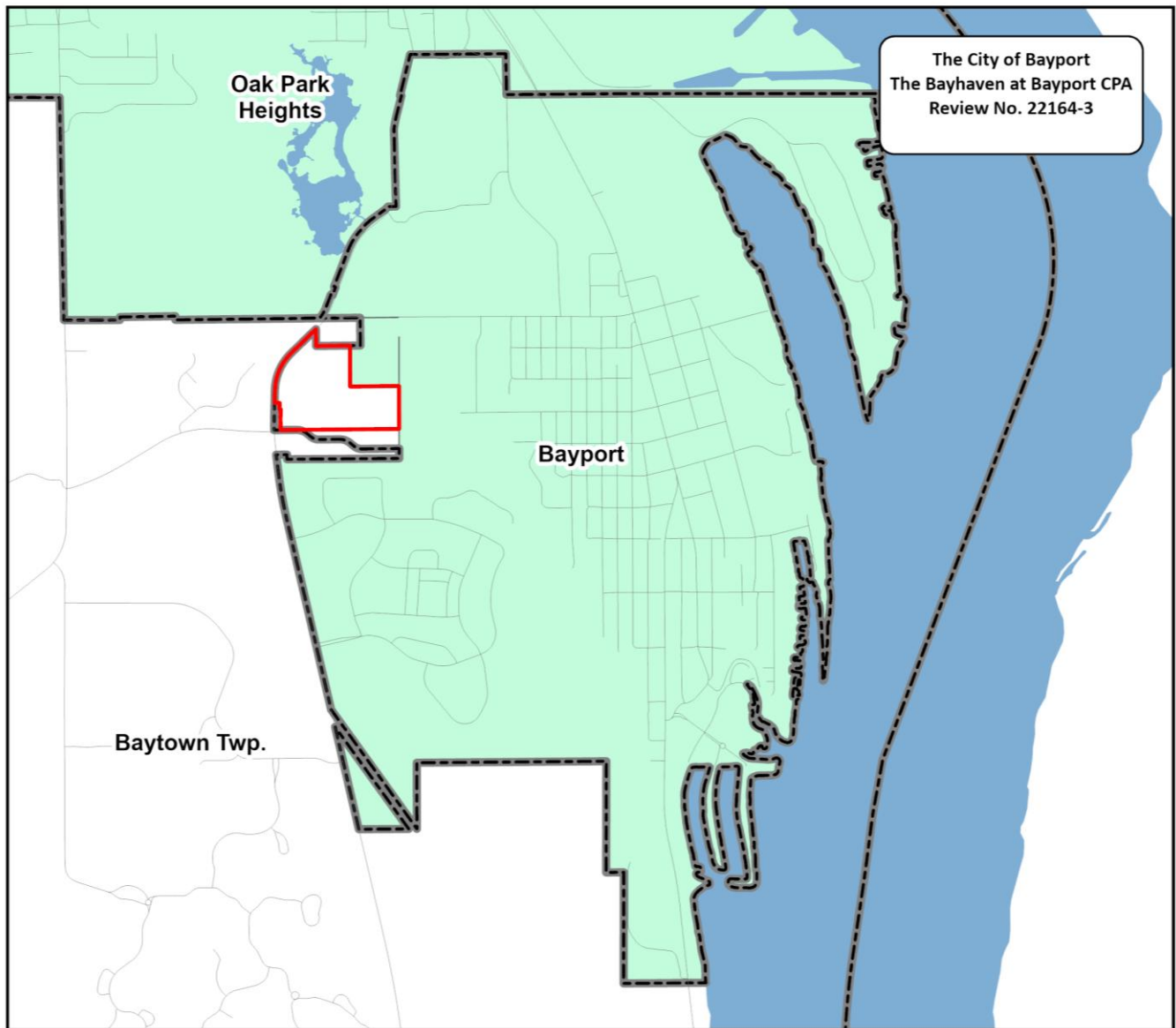


Figure 4a. Current MUSA



MUSA 2030/2040



Metropolitan Council

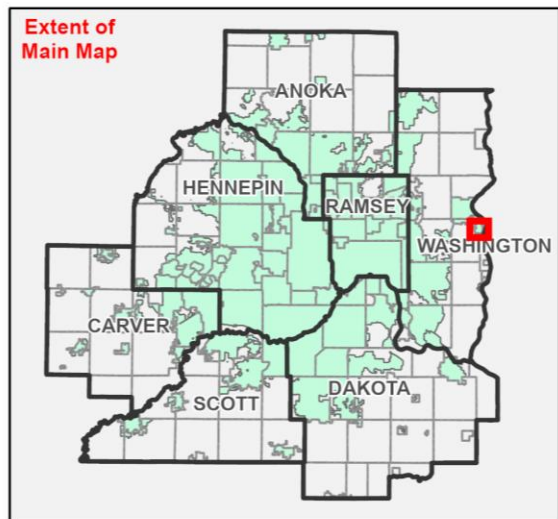


Figure 4b. Proposed MUSA

