

## **Community Development Committee**

For the Metropolitan Council meeting of February 10, 2021

**Subject:** City of Forest Lake Headwaters 123 Comprehensive Plan Amendment, Review File 22270-3

### **Proposed Action**

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

1. Authorize the City of Forest Lake to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to Implement the advisory comments in the Review Record for Wastewater, Transportation, and Water Supply.

### **Summary of Committee Discussion/Questions**

The Community Development Committee recommended approval of the proposed action(s) as part of its consent agenda on February 1, 2021.

## Community Development Committee

Meeting date: February 1, 2021

For the Metropolitan Council meeting of February 10, 2021

**Subject:** City of Forest Lake Headwaters 123 Comprehensive Plan Amendment, Review File 22270-3

**District(s), Member(s):** District 12, Francisco J. Gonzalez

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

**Staff Prepared/Presented:** Jerome Benner II, Senior Planner (651-602-1494)  
Angela R. Torres, Local Planning Assistance Manager (651-602-1566)

**Division/Department:** Community Development / Regional Planning

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1. Authorize the City of Forest Lake to place its comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to Implement the advisory comments in the Review Record for Wastewater, Transportation, and Water Supply.

### Background

The City submitted the Headwaters 123 comprehensive plan amendment on October 23, 2020. The amendment proposes to reguide 90 acres of Mixed Use and 33 acres of Low-Medium Density Residential to Business Park to allow for the opportunity for an employment center development. The amendment site is an undeveloped City-owned parcel in the Headwaters Planned Unit Development located south of Headwaters Parkway and west of Highway 61. The property is currently in agricultural use. 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

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

There is no known opposition.

# REVIEW RECORD

City of Forest Lake

Headwaters 123 Comprehensive Plan Amendment

Review File No. 22270-3, Business Item No. 2021-31

## BACKGROUND

The City of Forest Lake (City) is located in northwestern Washington County, bordered by Wyoming and Chisago City to the north, Columbus to the west, Lino Lakes to the southwest, Hugo to the south, May Township to the southeast, Scandia to the east, and Chisago Lake Township to the northeast.

*Thrive MSP 2040* (Thrive) designates Forest Lake with “Emerging Suburban Edge” and “Diversified Rural” community designations. The Council forecasts from 2020 to 2040 that the City will grow from 21,500 to 28,900 population and 8,600 to 12,300 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 7,800 to 9,200 jobs.

The Metropolitan Council reviewed the City of Forest Lake’s 2040 Comprehensive Plan ( [Business Item 2020-60 JT](#), Review File No. 22270-1) on March 25, 2020. This is the second comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The amendment proposes to reguide 90 acres of Mixed Use and 33 acres of Low-Medium Density Residential to Business Park to allow for the opportunity for an employment center development. The amendment site is an undeveloped City-owned parcel in the Headwaters Planned Unit Development located south of Headwaters Parkway and west of Highway 61 (Figure 1). The property is currently in agricultural use.

## 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 2040 Plan on March 25, 2020 ( [Business Item 2020-60 JT](#), Review File No. 22270-1).
- The MN Lakes Self Storage amendment was approved by the Council on October 14, 2020 ( [Business Item 2020-257](#), Review File 22270-2). The amendment reguided 15 acres from High

Density Residential to Highway Commercial to allow for the development of a 324-unit storage facility.

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* 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. Additional 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 is one planned Regional Park System unit within one-half mile of the proposed amendment site. The existing Hardwood Creek Regional Trail is approximately 0.1 mile to the east of the easternmost extent of the proposed change. It is unlikely the proposed land use change will have an adverse impact on this existing regional trail.

#### **Wastewater Service**

*Reviewer: Roger Janzig, Environmental Services (ES) – Engineering Programs  
([roger.janzig@metc.state.mn.us](mailto: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 proposed regrading of 123 acres from Mixed Use and Low-Medium Density Residential to Business Park to allow for the opportunity to accommodate an employment center. The regional system has adequate capacity to serve the proposed potential development associated with this amendment.

Due to Metropolitan Council Interceptor 7029 running north to south through this site (Figure 1), the City or applicant, prior to initiating the project, will need to assess the potential impacts to the interceptor system and show the proposed method and means of providing wastewater service. The City or applicant will need to obtain a Sewer Connection Permit before direct connection to a Metropolitan Council Interceptor as well as obtain an Encroachment Application, for submittal and approval, before encroachment on Metropolitan Council property.

#### *Advisory Comments*

Prior to initiating the project, the City or applicant will need to contact Tim Wedin Interceptor Engineering Assistant Manager (651-602-4571) at the Metropolitan Council Environmental Services to request a Sewer Connection Permit and an Encroachment Application.

#### **Transportation**

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

*Reviewer: Patrick Haney, Metro Transit (MT) (612-349-7775)*

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The amendment accurately responds to updates to the TPP and is consistent with the transportation and transit policies of the TPP.

The land proposed for rezoning is located near the Forest Lake Headwaters Transit Center. If the land were allowed to develop as currently zoned, Metro Transit would expect a modest increase in ridership using the Transit Center. The area is located in Transit Market Area IV which suggests that the area can support peak-period express buses but is unlikely to support regular fixed route transit. If the land were developed into a sufficient amount of worker intensive industrial uses, there could be a market for reverse commute service, but that market is very limited and speculative.

### *Advisory Comments*

The proposed development is approximately one-half mile south of the Forest Lake Airport. If the development is going to require a building height higher than a normal residential house or building, then the City or applicant should consider completing FAA form 7460-1, an airspace obstruction analysis. The development will have minimal impact on the transportation system or aviation system if it will be residential/retail development.

### *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 (651-602-1322)*

The City indicates that the amendment does not affect the community-wide forecast, and Council staff agree with that determination. The amendment changes the guidance on the specific site, but the Plan still accommodates the community-wide 2030 and 2040 growth forecasts for population, households, and employment.

The Plan amendment includes replacement pages for Chapter 2 of the 2040 Plan. The revised table 2.17 calculates the 2020-2040 housing capacity to be 3,987 housing units on 1,034 acres staged for development, if developed at the minimum allowed density. For reference, the Metropolitan Council's forecast expects growth of 3,700 households during 2020-2040. Council staff continue to expect that housing development during 2020-2040 will be less than the total possible capacity. Forecasts in the northeast metro are limited by expected demand over the next two decades but are not limited by planned land supply. Metropolitan Council's action on the amendment will not include a forecast revision.

### **Land Use**

*Reviewer: Jerome Benner II (651-602-1494)*

The amendment is consistent with land use policies in *Thrive MSP 2040*. *Thrive* designates the City as an Emerging Suburban Edge and Diversified Rural community. The amendment proposes to re-guide 33 acres of land designated as Low-Medium Density Residential and 90 acres of Mixed Use to Business Park. The subject property is 123 acres in size and is located south of Headwaters Parkway and west of Highway 61 (see Figure 2). The purpose of the amendment is to allow for the future development of a business technology center or similar employment center. This amendment also includes corrections to the density table to accurately reflect the total area guided as Mixed Use on the Future Land Use Map. The 2040 Plan previously accounted for 24.8 acres of Mixed Use land being available for development, when in fact 141.1 acres are actually available.

The Business Park category allows for offices, wholesale showrooms, light manufacturing, research and development, and training. These areas are along major arterial corridors to provide easy access to businesses, accommodating larger site development.

As shown in Table 1 below, the proposed changes (underlined) and the aforementioned corrections increases the overall community-wide average net density of residential development in the City from 3.1 to 3.4 units per acre. Emerging Suburban Edge communities are expected to plan for overall

minimum densities of 3-5 units per acre and the Plan, with the proposed amendment, continues to be consistent with the Council’s land use policies.

Table 1. Planned Residential Density, City of Forest Lake

Category	Density			Min Units	Max Units
	Min	Max	Net Acres		
Low Density Residential	1.5	4	416	624	1,664
Low/Medium Density Residential	3	6	<u>1,876</u>	<u>5,628</u>	<u>11,256</u>
Medium Density Residential	6	10	29.3	175	293
High Density Residential	15	20	42	630	840
Mixed Used*	10	15	<u>141.5</u>	<u>1,415</u>	<u>2,123</u>
Downtown Mixed Use*	20	30	3.1	62	94
<b>TOTALS</b>			<b>2,508</b>	<b>8,534</b>	<b>16,269</b>
<b>Overall Density</b>				<b>3.4</b>	<b>6.5</b>

\*50% residential

### Housing

Reviewer: Hilary Lovelace (651-602-1106)

The proposed amendment is consistent with the Council’s policies for housing. This amendment both corrects technical errors in the originally submitted 2040 Plan that impact land use at high densities that could support affordable housing and offers a change to intended land use for a specific project.

The Plan currently provides sufficient land to address its share of the region’s 2021-2030 need for affordable housing, which is 648 units. The proposed amendment for Headwaters 123 decreases the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan will be guiding approximately 108 acres of higher density residential land such that at least 880 units could be built.

The proposed amendment will remove land guided at higher densities. This amendment will allow the City to implement their housing element and does not hinder their efforts to address its share of the region’s need for affordable housing in the 2021-2030 decade (see Figure 4).

### Natural Resources

Reviewer: Cameran J. Bailey, CD – Local Planning Assistance (651-602-1212)

The proposed amendment is consistent with the Council’s natural resources policies. Stormwater generated from the site will be managed by regional stormwater management facilities built by the property users as a condition of City development approval. The Rice Creek Watershed District is currently conducting a study on how to plan for joint treatment facilities so that each individual property does not have to accommodate its stormwater management on-site.

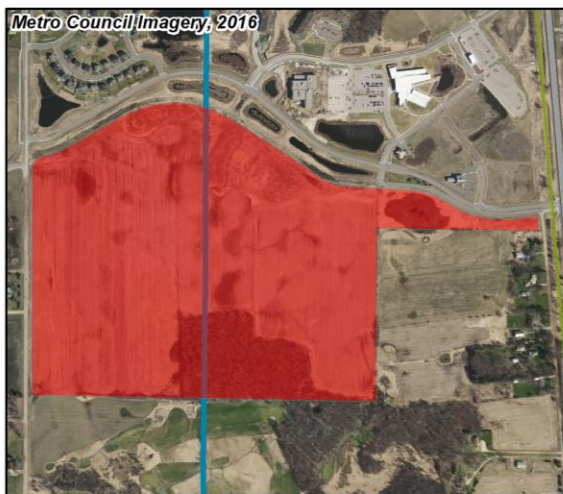
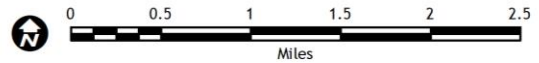
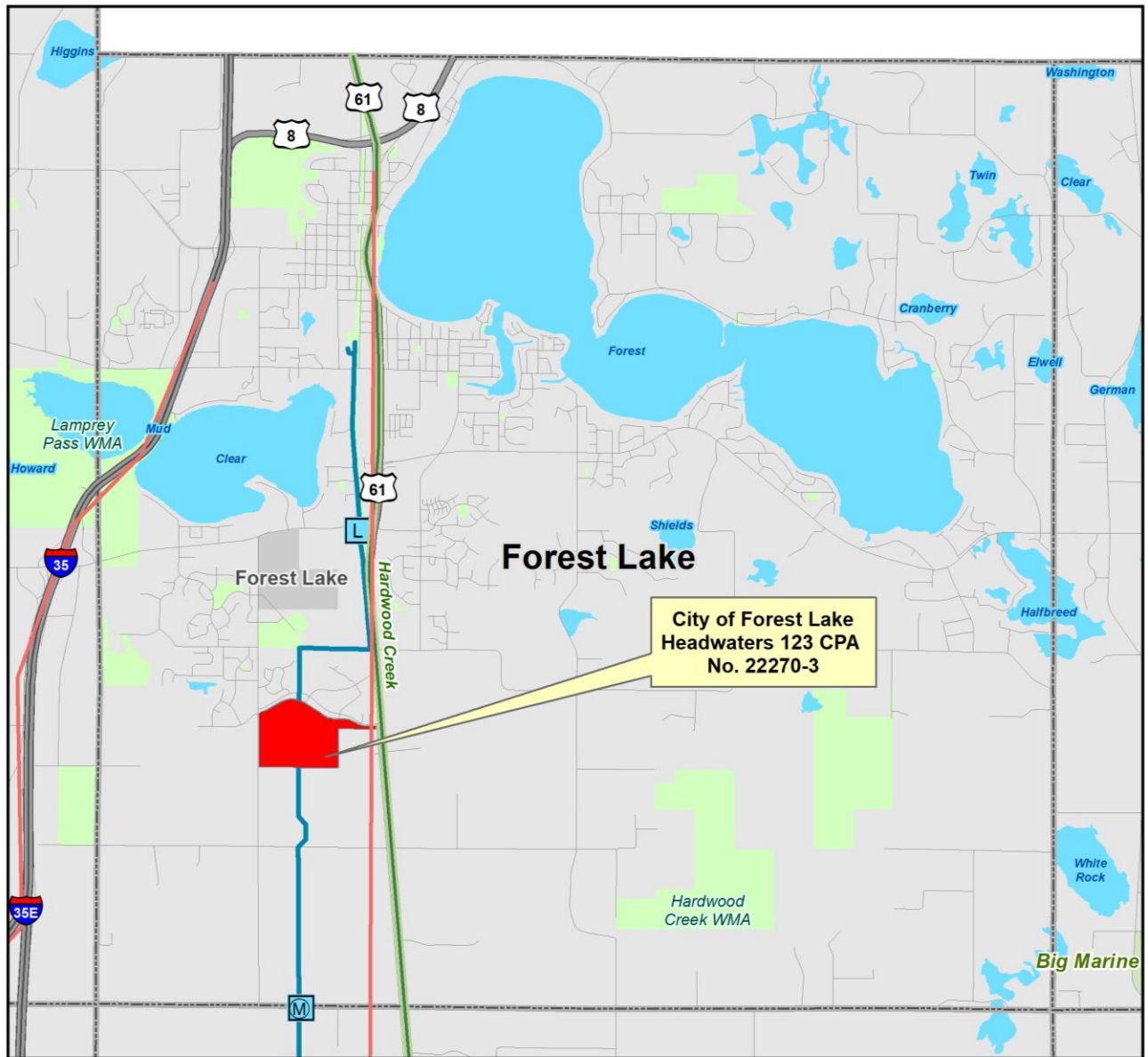
### Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

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

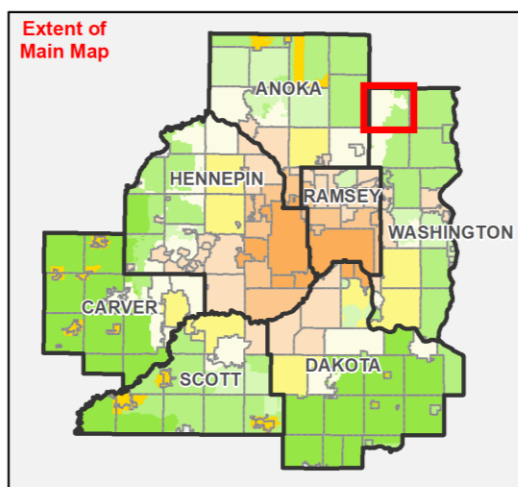
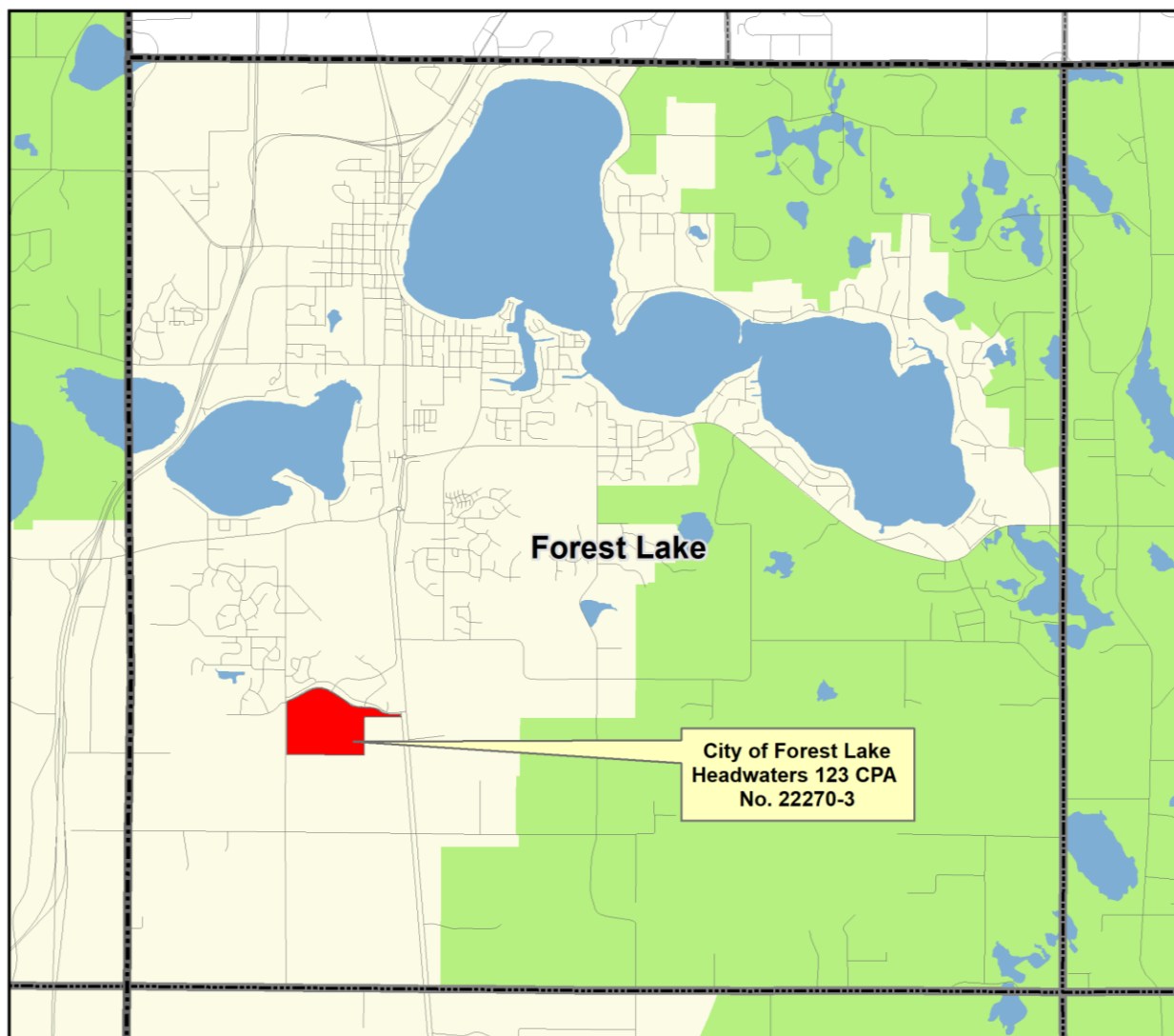
- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Land Guided for Affordable Housing

Figure 1: Location Map Showing Regional Systems



- Regional Systems**
- Regional Transitways**
    - Existing
    - Planned Current Revenue Scenario
    - Planned Current Revenue Scenario - CTIB Phase 1 Projects
    - Potential Increased Revenue Scenario
  - Wastewater Treatment**
    - Meters
    - Lift Stations
    - WTP MCES Treatment Plants
  - Regional Highway System**
    - Interstates
    - US Highways
    - State Highways
    - County Roads
    - Ncompass Street Centerlines
  - Regional Parks**
    - Existing (Open to Public)
    - In Master Plan (Not Open to Public)
    - Planned Units
    - Planned Regional Trails
    - Airports
    - Regional Trail Search Corridors
  - Regional Trails**
    - Existing (Open to Public)
    - Existing (Not Open to Public)
    - Planned
    - Other Parks, Preserves, Refuges and Natru

Figure 2: Location Map Showing 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 and Proposed Land Use Guiding



# Forest Lake

AS GOOD AS IT SOUNDS



### Existing Future Land Use

Mixed-Use & Low-Medium Density Residential



### Proposed Future Land Use

Business Park

### Legend

City Limits	Aggregate Resources
County Boundary	Rivers and Streams
Parcels	

Agriculture	Highway Business
Rural Residential	Highway Commercial
Low Density Residential	Business Park
Low-Medium Density Residential	Industrial
Medium Density Residential	Conservancy
High Density Residential	Park and Recreation
Mixed Use	Public / Institutional
Downtown Mixed Use	ROW
Neighborhood Commercial	Water
General Business	



Figure 4: Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **648 units**  
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	<b>Available Acres</b>	<b>×</b>	<b>Minimum Density</b> <i>(units per acre)</i>	<b>×</b>	<b>Expected % Residential</b> <i>(if mixed use)</i>	<b>=</b>	<b>Minimum Units Possible</b>
<b>High Density Residential</b>	24.10		15		100%		362
<b>Mixed Use (only residential acres)</b>	64.00		10		50%		320
<b>Downtown Mixed Use (only residential acres)</b>	19.80		20		50%		198
<b>Total</b>	<b>108</b>						<b>880</b>

Sufficient/*(insufficient)* units possible against share of regional need: **232**  
 Affordable units built since 2021: **0**  
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **232**  
 Number of Comp Plan Amendments approved since Comp Plan Update: **0**

