

Committee Report

Community Development Committee



Committee Meeting Date: August 15, 2022

For the Metropolitan Council: August 24, 2022

Business Item: 2022-228

City of Lake Elmo Tapestry Development Comprehensive Plan Amendment, Review File 22215-6

Proposed Action

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

1. Authorize the City to place its comprehensive plan amendment into effect.
2. Revise the City's sewer-serviced forecasts upward for population and households as shown in Table 1 in the Review Record.
3. Revise the *Thrive MSP 2040* community designation for the amendment site from Rural Residential to Emerging Suburban Edge.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts.

Summary of Community Development Committee Discussion/Questions

Senior Planner Raya Esmaeili presented the staff's report to the Committee. No representatives from the City of Lake Elmo were in attendance. Council member Chamblis inquired about the cost of failing communal systems. Kyle Colvin, Manager of Wastewater Planning and Community Programs, responded that the cost depends on environmental conditions of the site and level of system maintenance. The design life of such systems is around 30 years, but may need to be upgraded sooner, which may cost several hundred thousand dollars.

The Community Development Committee unanimously recommended approval of the proposed actions at its meeting on August 15, 2022.



Business Item

Community Development Committee



Committee Meeting Date: August 15, 2022

For the Metropolitan Council: August 24, 2022

Business Item: 2022-228

City of Lake Elmo Tapestry Development Comprehensive Plan Amendment, Review File 22215-6

District(s), Member(s):	District 12, Francisco J. Gonzalez
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Raya Esmaeili, Senior Planner (651-602-1616) Angela R. Torres, Senior Manager (651-602-1566)
Division/Department:	Community Development / Regional Planning

Proposed Action

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

1. Authorize the City to place its comprehensive plan amendment into effect.
2. Revise the City's sewer-serviced forecasts upward for population and households as shown in Table 1 in the Review Record.
3. Revise the *Thrive MSP 2040* community designation for the amendment site from Rural Residential to Emerging Suburban Edge.
4. Advise the City to implement the advisory comments in the Review Record for Forecasts.

Background

The amendment reguides a total of 156.4 acres from Rural Area Development (RAD) to Rural Single Family Sewered (RSFS) for the existing subdivision known as Tapestry at Charlotte's Grove. The purpose of the amendment is to extend the Metropolitan Urban Services Area (MUSA) and provide sanitary sewer service to the existing 65 single-family residential properties, which are all currently served by a failing communal Subsurface Sewage Treatment Systems (SSTS). The request requires a change to the Community Designation from Rural Residential to Emerging Suburban Edge. This is the City's fifth 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 Lake Elmo

Tapestry Development Comprehensive Plan Amendment

Review File No. 22215-6, Business Item No. 2022-228

BACKGROUND

The City of Lake Elmo (City) is located in central Washington County. It is surrounded by the communities of Grant, Stillwater, Stillwater Township, Oak Park Heights, Baytown Township, West Lakeland Township, Afton, Woodbury, Oakdale, and Pine Springs.

Thrive MSP 2040 (Thrive) designates Lake Elmo with “Emerging Suburban Edge” and “Rural Residential” community designations. The Council forecasts from 2020 to 2040 that the City will grow from 11,020 to 22,300 population and 3,800 to 8,200 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 2,900 to 4,600 jobs.

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

REQUEST SUMMARY

The amendment reguides a total of 156.4 acres from Rural Area Development (RAD) to Rural Single Family Sewered (RSFS) for the existing subdivision known as Tapestry at Charlotte’s Grove. The purpose of the amendment is to extend the Metropolitan Urban Services Area (MUSA) and provide sanitary sewer service to the existing 65 single-family residential properties, which are all currently served by a failing communal Subsurface Sewage Treatment Systems (SSTS). The request requires a change to the Community Designation from Rural Residential to Emerging Suburban Edge.

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, with revisions.

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 October 23, 2019 ([Business Item 2019-271 JT](#), Review File No. 22215-1).
- The Council administratively reviewed the Heritage Farms comprehensive plan amendment on March 11, 2020. The amendment reguided 50 acres from Rural Area Development to Rural Single Family Sewered (Review File No. 22215-2).
- The Council authorized the Applewood Pointe comprehensive plan amendment on August 12, 2020. The amendment reguided 11.7 acres from Business Park to Mixed Use Business Park ([Business Item 2020-214](#), Review File No. 22215-3).
- The Council authorized the Pott and Weir Properties comprehensive plan amendment on



October 28, 2020. The amendment added approximately 26.9 gross acres to the MUSA and re-guided these acres from Rural Area Development to Village Low Density Residential ([Business Item 2020-266](#), Review File No. 22215-4).

- The Council authorized the West Lake Elmo MUSA Planning Area comprehensive plan amendment on April 28, 2021. The amendment changed the MUSA boundary and re-guided 77 acres from Rural Area Development to Business Park ([Business Item 2021-88](#), Review File No. 22215-5).

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.

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 re-guides 156.43 acres from Rural Area Development (RAD) to Rural Single Family Sewered (RSFS) and includes the area in the current 2030 MUSA to serve 65 existing single-family homes through the Metropolitan Disposal System. The 65 homes are currently being served by a failing communal wastewater treatment system. The regional system has adequate capacity to serve these 65 homes. The City submitted documentation demonstrating the failure of the existing communal SSTS that serves the neighborhood, consistent with the Council's MUSA Implementation Guidelines.

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, Community Development (CD) – Research (651-602-1322)

The City requests to revise the sewer-serviced forecast to accommodate this amendment. The revised forecasts per the request show an increase of 109 households and 316 population to the 2020, 2030, and 2040 sewer-serviced forecast (specifically Eagles Point Wastewater Treatment Plant). This forecast revision includes the 65 households in this amendment, as well as 44 existing units that were part of the Heritage Farms amendment (22215-2). This request is acceptable, and the Council will approve the revised sewer-serviced forecasts as shown in Table 1 below (changes are underlined):

Table 1. Metropolitan Council City of Lake Elmo Sewer-Serviced Forecasts

	Current Wastewater Forecast			Forecast Revision		
	2020	2030	2040	2020	2030	2040
Population	4,518	10,686	14,847	<u>4,834</u>	<u>11,002</u>	<u>15,163</u>
Households	1,558	3,858	5,458	<u>1,667</u>	<u>3,967</u>	<u>5,567</u>
Employment (Revised 2021)	2,338	3,588	4,038	2,338	3,588	4,038

Advisory Comments

The sewer-serviced employment forecast for Lake Elmo was previously revised, with Council’s action on the West Lake Elmo MUSA Planning Area amendment on April 28, 2021. The City’s Plan should reflect the current and previous approved amendments.

Thrive MSP 2040 and Land Use

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

The Plan, with the proposed amendment, is consistent with the land use policies of *Thrive MSP 2040* (Thrive). Thrive identifies the City as an Emerging Suburban Edge and Rural Residential community. The amendment proposes to reguide a total of 156.4 acres from Rural Area Development (RAD) to Rural Single Family Sewered (RSFS) for the existing subdivision known as Tapestry at Charlotte’s Grove (see Figure 1). The neighborhood consists of 65 existing single family homes clustered on lots with an average size of one acre each. The remainder of the neighborhood consists of large privately-owned open space lots, generally not intended for future development.

The purpose of the amendment is to extend the Metropolitan Urban Services Area (MUSA) and provide sanitary sewer service to the existing 65 single-family residential properties, which are all currently served by a failing communal Subsurface Sewage Treatment Systems (SSTS). The proposed change expands the MUSA boundary to include the subject sites.

The amendment site is located within the area of the City designated as Rural Residential. As stated in Thrive (p. 108), the Rural Residential community designation precludes the provision of wastewater services. In order for this site to be added to the MUSA, the community designation needs to be changed to accommodate extension of regional services to incorporate the failing communal SSTS. Council staff recommend revising the community designation of the subject site to Emerging Suburban Edge consistent with the community designation adjacent to this development and found throughout the remainder of the city (see Figure 2).

According to the [MUSA Implementation Guidelines](#), areas with failing SSTS and no on-site alternative SSTS locations will not be counted in a city’s density calculations. However, these guidelines only refer to individual properties with failing SSTSs and no other on-site options, and do not apply to a communal SSTS. Therefore, the area referenced in this amendment is included in the City’s overall density calculations. The amendment reduces the City’s overall minimum density from 3.8 units per acre to 3.3 units per acre, as shown in Table 2 below (changes underlined). Thrive directs Emerging Suburban Edge communities to plan for development and redevelopment at minimum overall densities of 3 to 5 units per acre. The City’s overall density continues to be consistent with regional land use policy.



Table 2. Planned Residential Density, City of Lake Elmo

2018-2040 Change

Category	Density		Net Acres	Min Units	Max Units
	Min	Max			
Rural Single Family Sewered	0.10	2.00	206.4	109	-
Low Density Residential	2.50	4.00	210.0	525	840
Medium Density Residential	4.01	8.00	134.0	537	1,072
High Density Residential	8.01	15.00	72.0	577	1,080
Mixed Use Commercial*	10.00	15.00	59.0	590	885
Mixed Use Business Park*	6.00	10.00	46.9	281	469
Village - Low Density Residential	1.50	3.00	154.9	232	465
Village - Medium Density Residential	3.01	8.00	63.0	190	504
Village - High Density Residential	8.01	12.00	8.0	64	96
Village Mixed Use*	5.00	10.00	18.0	90	180
TOTALS			972.2	3,195	5,590
			Overall Density	3.3	5.8

*50% residential

Housing

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

The amendment is consistent with the Council’s *Housing Policy Plan*. There are no changes to residential land uses considered in the Land Guided for Affordable Housing and therefore the amendment does not inhibit the City from implementing their housing element nor from promoting sufficient land to address their share of the region’s affordable housing need for 2021-2030.

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

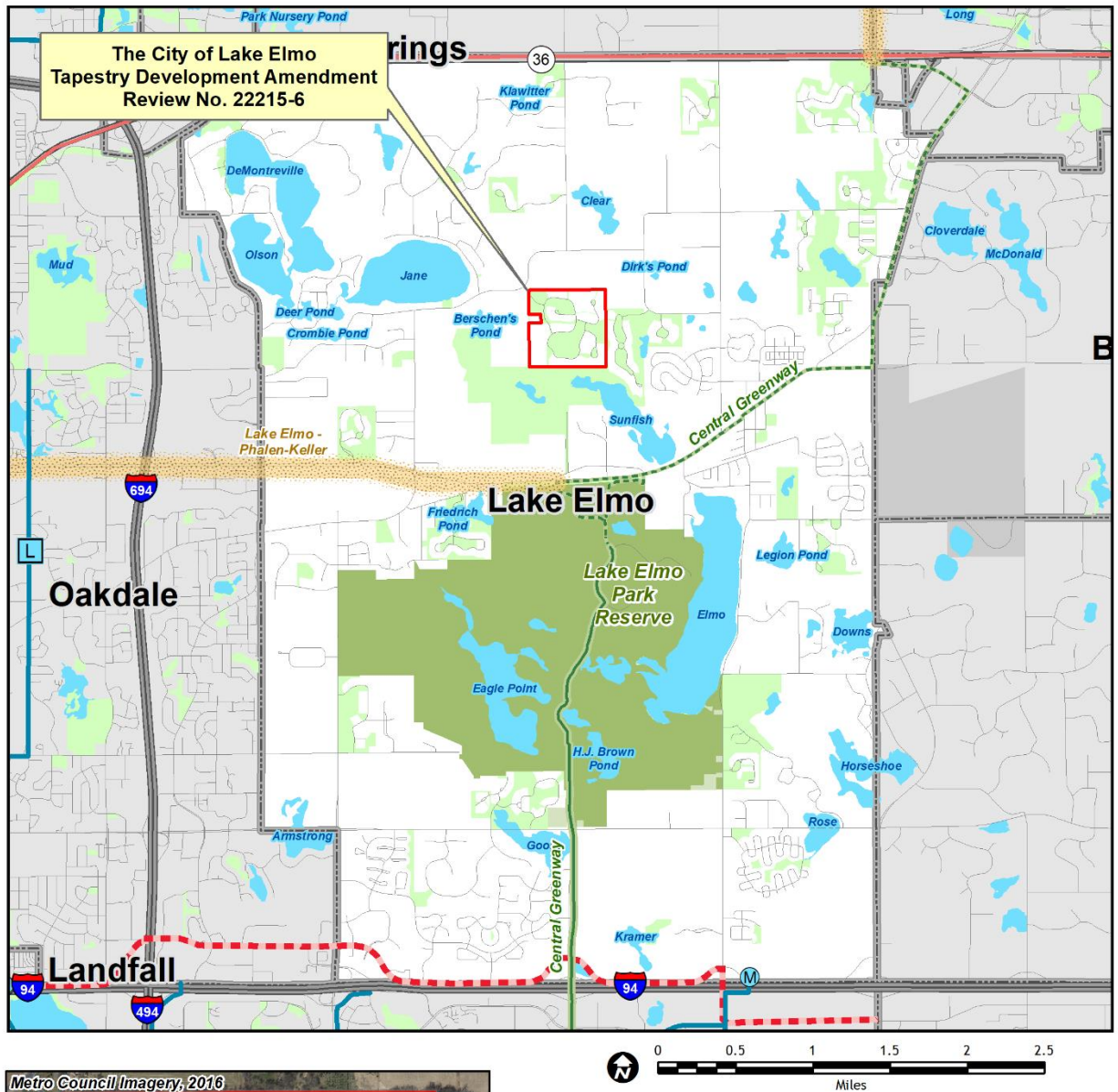
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Current Community Designations
- Figure 3: Location Map Showing New Community Designations
- Figure 4: Current Land Use Guiding
- Figure 5: Proposed Land Use Guiding



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

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

Regional Highway System

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

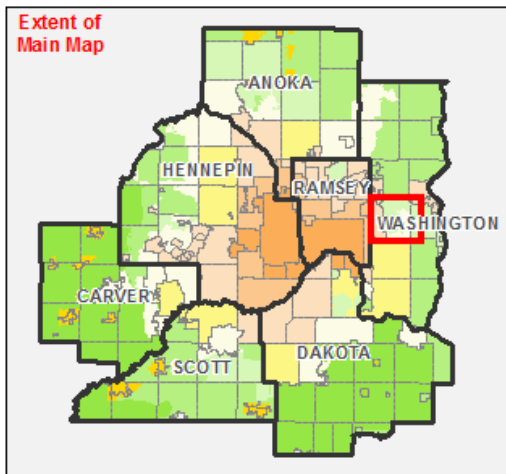
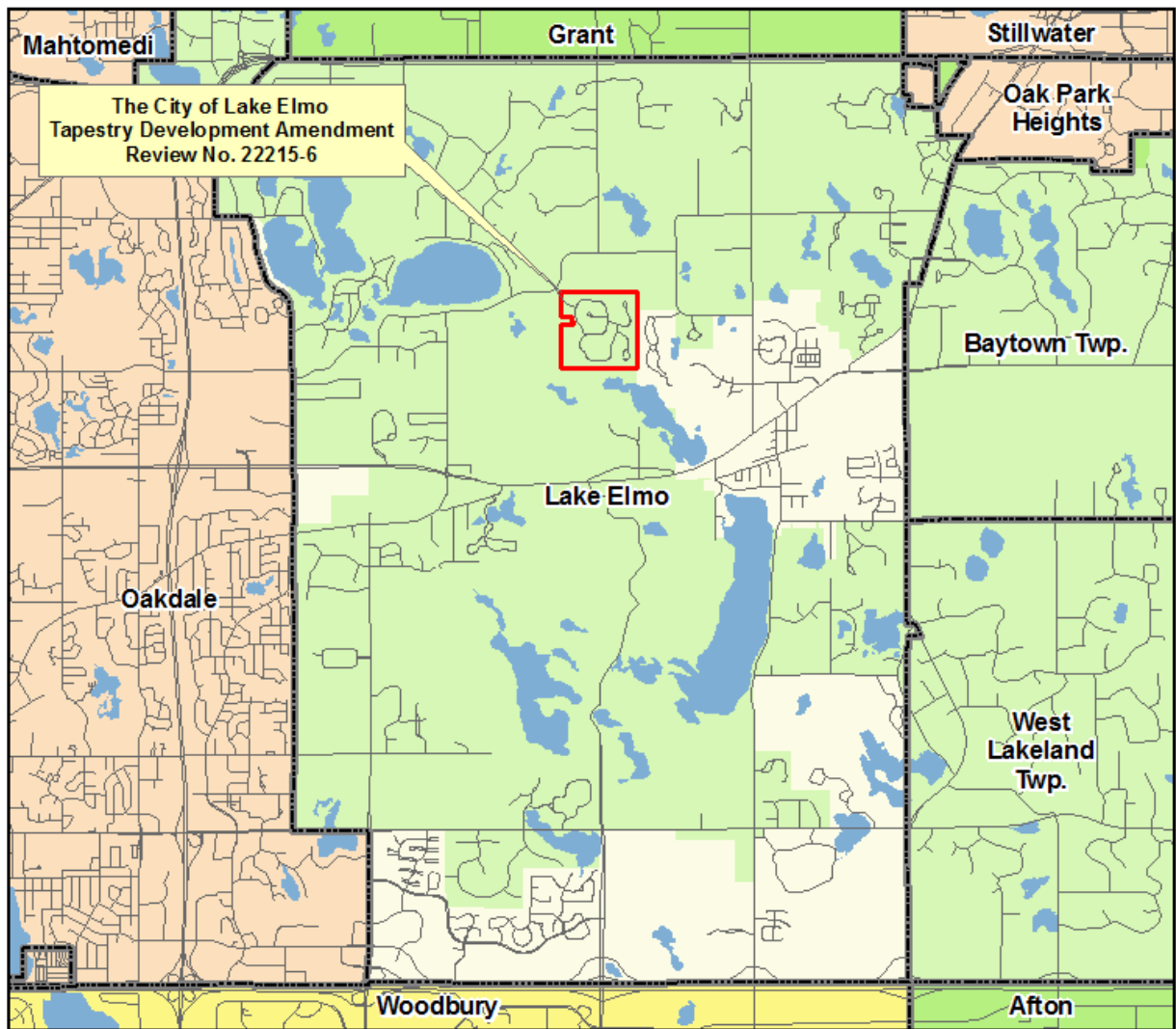
Regional Parks

- 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

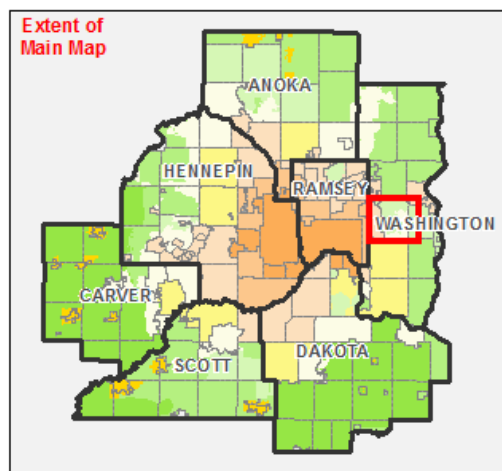
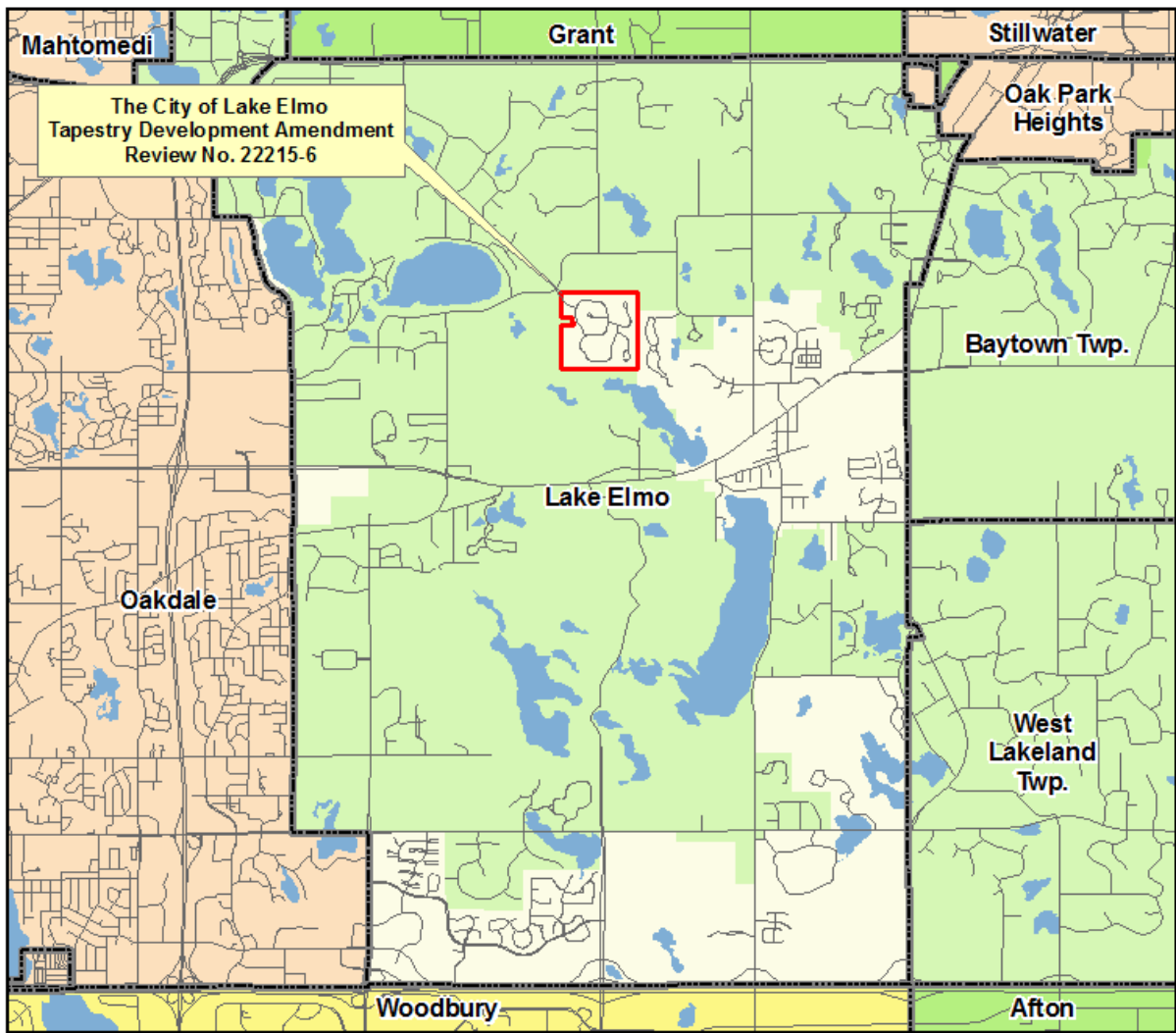
Figure 2. Location Map Showing Current Community Designations



ThriveMSP 2040 Community Designations

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

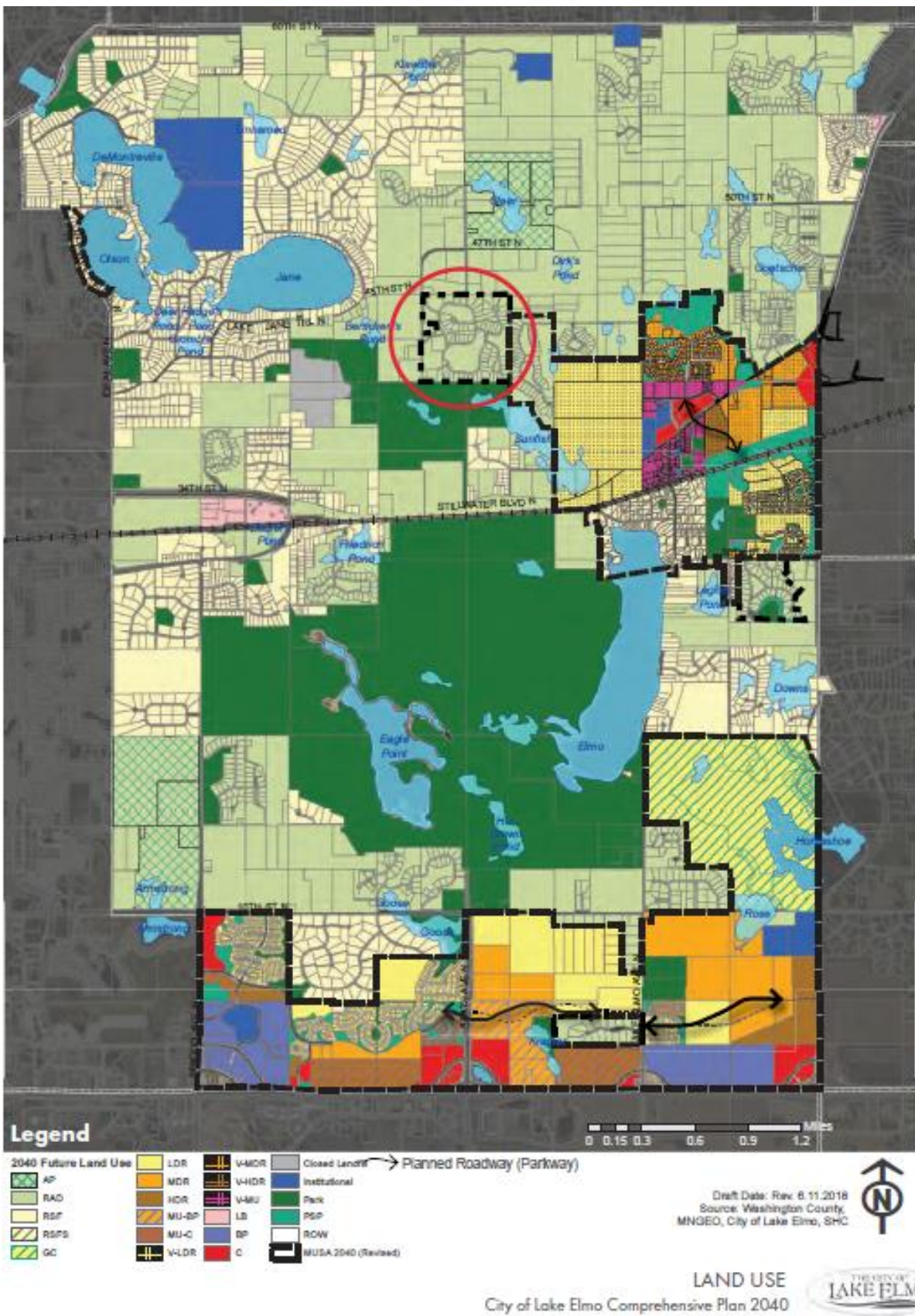
Figure 3. Location Map Showing New Community Designations



ThriveMSP 2040 Community Designations

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

Figure 4. Current Land Use Guiding



Metropolitan Council

Figure 5. Proposed Land Use Guiding

