

Committee Report

Community Development Committee



Committee Meeting Date: January 17, 2023

For the Metropolitan Council: January 25, 2023

Business Item: 2023-28

City of Lake Elmo 34th & Ideal Comprehensive Plan Amendment, Review File 22215-7

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 comprehensive plan amendment into effect.
2. Revise the City's forecasts and sewer-served forecasts upward in 2020, 2030, and 2040 as shown in Tables 1 and 2 in the Review Record.
3. Revise the *Thrive MSP 2040* community designation for the amendment site from Rural Residential to Emerging Suburban Edge as shown in Figure 3 in the Review Record.
4. Revise the City's affordable housing need allocation for 2021 -2030 to 989 units.
5. Advise the City to implement the advisory comments in the Review Record for Transportation.

Summary of Community Development Committee Discussion/Questions

The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on January 17, 2023.



Business Item

Community Development Committee



Committee Meeting Date: January 17, 2023

For the Metropolitan Council: January 25, 2023

Business Item: 2023-28

City of Lake Elmo 34th & Ideal Comprehensive Plan Amendment, Review File 22215-7

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, Planning Analyst (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 of Lake Elmo to place its comprehensive plan amendment into effect.
2. Revise the City's forecasts and sewer-served forecasts upward in 2020, 2030, and 2040 as shown in Tables 1 and 2 in the Review Record.
3. Revise the *Thrive MSP 2040* community designation for the amendment site from Rural Residential to Emerging Suburban Edge as shown in Figure 3 in the Review Record.
4. Revise the City's affordable housing need allocation for 2021-2030 to 989 units.
5. Advise the City to implement the advisory comments in the Review Record for Transportation.

Background

The City submitted the 34th & Ideal comprehensive plan amendment on September 15, 2022. The amendment proposes to reguide 110 acres from Rural Area Development (1 unit per 10 acres) and Public/Semi-Public to a mixture of Institutional, Business Park, Low Density Residential (2.5-4 units per acre), and Park. The amendment site is located north of 34th Street North along the border with the City of Oakdale. The City acquired this site in 2019 as part of the settlement with 3M. The purpose of the amendment is to extend the local sewer service area, expand the Metropolitan Urban Service Area (MUSA), revise forecasts, and amend the guiding land uses of the site to prepare for future development. The request requires a change to the Community Designation from Rural Residential to Emerging Suburban Edge. This is the City's sixth 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

34th & Ideal Comprehensive Plan Amendment

Review File No. 22215-7, Business Item No. 2023-28

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 MSP2040 (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 sixth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The City submitted the 34th & Ideal comprehensive plan amendment on September 15, 2022. The amendment proposes to reguide 110 acres from Rural Area Development (1 unit per 10 acres) and Public/Semi-Public to a mixture of Institutional, Business Park, Low Density Residential (2.5-4 units per acre), and Park. The amendment site is located north of 34th Street North along the border with the City of Oakdale. The City acquired this site in 2019 as part of the settlement with 3M. The purpose of the amendment is to extend the local sewer service area, expand the Metropolitan Urban Service Area (MUSA), revise forecasts, and amend the guiding land uses of the site to prepare for future development. 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 MSP2040*, 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

1. The Council acted on the 2040 Plan on October 23, 2019 ([Business Item 2019-271 JT](#), Review File No. 22215-1).
2. 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).
3. 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).
4. 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 regraded these acres from Rural Area Development to Village Low Density Residential ([Business Item 2020-266](#), Review File No. 22215-4).
 5. The Council authorized the West Lake Elmo MUSA Planning Area comprehensive plan amendment on April 28, 2021. The amendment changed the MUSA boundary and regraded 77 acres from Rural Area Development to Business Park ([Business Item 2021-88](#), Review File No. 22215-5).
 6. The Council authorized the Tapestry Development comprehensive plan amendment on August 24, 2022. The amendment changed the MUSA boundary and regraded 156.4 acres from Rural Area Development to Rural Single Family Sewered for an existing subdivision currently served by a failing communal Subsurface Sewage Treatment System ([Business Item 2022-228](#), Review File No. 22215-6).
 7. The Council administratively reviewed the Amira Lake Elmo comprehensive plan amendment on December 22, 2022. The amendment regraded 11.7 acres from Mixed Use Business Park to High Density Residential (Review File No. 22215-8).

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.

Transportation

Reviewer: Jed Hanson, Metropolitan Transportation Services (MTS) (651-602-1716); Steve Baisden, Metro Transit (MT) (612-349-7361)

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

Routes 219 and 294 offer the nearest transit service, with route 294 offering the nearest weekday-only peak period express service 0.5 mile south of Ideal Avenue and 34th Street North along Stillwater Boulevard in Lake Elmo. There are no bus stops located within walking distance of the proposed development. Considering the current and planned transit investments in the area, the amendment may have a marginal impact on the existing transit network, but not to a level warranting the implementation of new transit service. No additional expansion of the existing transit network is expected in the area.

Advisory Comments

Additional sidewalks should be considered within the proposed development to facilitate safe pedestrian access. Rights-of-way should be set aside for the eventual construction of sidewalks if they are not planned to be constructed with the proposed 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, Community Development (CD) – Research (651-602-1322)

The City discusses forecasts revisions as part of this amendment. The City requests to revise the sewer-serviced forecast, increasing the 2040 forecast by 50 households, 150 population, and 800 jobs. The City-requested revision assumes that the business park will be fully utilized by 2040, and the 14 acres of residential land will be developed at the upper end of the allowable density range.

The City and Council staff have agreed on the following forecast revisions as shown in Tables 1 and 2 below, with revisions underlined. Because the increment of growth between 2020 and 2030 remains the same with the proposed forecast revision, no revisions to the affordable housing allocation are generated from this proposed amendment. Additional discussion about the City’s affordable housing need allocation can be found in the Housing section below.

Table 1. City of Lake Elmo Forecasts (sewer-serviced and unserviced)

Category	Estimates 2021	Current Forecast			Revised Forecast		
		2020	2030	2040	2020	2030	2040
Population	12,655	11,020	18,330	22,300	<u>11,170</u>	<u>18,480</u>	<u>22,450</u>
Households	4,504	3,800	6,620	8,200	<u>3,850</u>	<u>6,670</u>	<u>8,250</u>
Employment	2,939	2,900	4,150	4,600	2,900	<u>4,550</u>	<u>5,400</u>

Table 2. City of Lake Elmo sewer-serviced forecast

Category	Current Sewered Forecast			Revised Sewered Forecast		
	2020	2030	2040	2020	2030	2040
Population	4,834	11,002	15,163	<u>4,984</u>	<u>11,152</u>	<u>15,313</u>
Households	1,667	3,967	5,567	<u>1,717</u>	<u>4,017</u>	<u>5,617</u>
Employment	2,338	3,588	4,038	2,338	<u>3,988</u>	<u>4,838</u>

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 98.7 acres of Rural Area Development (1 unit per 10 acres) and 11.5 acres of Public/Semi-Public (a total of 110 acres) to 11.5 acres of Institutional, 72 acres of Business Park, 14 acres of Low Density Residential (2.5-4 units per acre), 8 acres of Park, and 4.7 acres of Commercial (see Figure 1). The purpose of the amendment is to extend MUSA, expand sewer service to the site, revise forecasts, and prepare the site for future development, including a part of it for the City’s Public Works Department.

The amendment site is located within the area of the City designated as Rural Residential (see Figure 2). 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 this site. Council staff recommend revising the community designation of the subject site to Emerging Suburban Edge consistent with the community designation of the site just south of this development and found throughout the remainder of the city (see Figure 3).

Thrive directs Emerging Suburban Edge communities to plan for development at overall minimum densities of 3-5 units per acre. As shown in Table 3 below (changes underlined), the proposed amendment minimally decreases the overall net residential density in the Emerging Suburban Edge community designation of the City from 3.33 to 3.32 units per acre. The City’s overall density continues to be consistent with the regional land use policies.



Table 3. Planned Residential Density, City of Lake Elmo

Category	2018-2040 Change			Min Units	Max Units
	Min Density	Max Density	Net Acres		
Rural Single Family Sewered	0.10	2.00	206.4	109	0
Low Density Residential	2.50	4.00	224.0	560	896
Medium Density Residential	4.01	8.00	134.0	537	1,072
High Density Residential	8.01	15.00	83.7	670	1,256
Mixed Use Commercial*	10.00	15.00	59.0	590	885
Mixed Use Business Park*	6.00	10.00	41.0	246	410
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			3,289	5,763
	Overall Density			3.32	5.81

*50% residential

Housing

Reviewer: Hilary Lovelace, CD – Housing (651-602-1555)

The amendment is consistent with the Council’s *Housing Policy Plan*. The amendment does not involve existing or proposed guiding land uses that are at densities high enough to support the development of affordable housing. Therefore, the amendment does not impact the supply of land available to support the development of affordable housing.

In 2021, the Council’s review of the West Lake Elmo MUSA Planning Area amendment (Review File 22215-5) found that the Plan became inconsistent with the Council’s housing policy. This was due to a forecast change, which increased the City’s share of the region’s affordable housing need. At that time, the City did not have sufficient land supply to support the increased allocation.

The Council’s review of a subsequent amendment (Tapestry Development, Review Number 22215-6) reduced the City’s households forecasts for both 2020 and 2030, which resulted in a lower share of the region’s affordable housing need of 989 units. The Plan’s inventory of land available to support the development of affordable housing was sufficient again to meet this lower allocation. Consequently, the City’s Plan became consistent with the *Housing Policy Plan*. The Review Record for that business item (2022-228), however, did not document this finding nor was the revised housing need allocation included as an action item. The action item to revise the allocation is now included as an action item in this review.

As of this amendment, the Plan will be guiding approximately 150 acres of higher density residential land such that at least 1,025 units could be built (see Figure 6), now 36 units in excess of their Need.

Communities that are consistent with the Council’s *Housing Policy Plan* may participate in Livable Communities Account (LCA) grant programs. Lake Elmo is not a current participant in LCA, and did not participate in the 2011-2020 decade, but they are eligible to enroll.

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

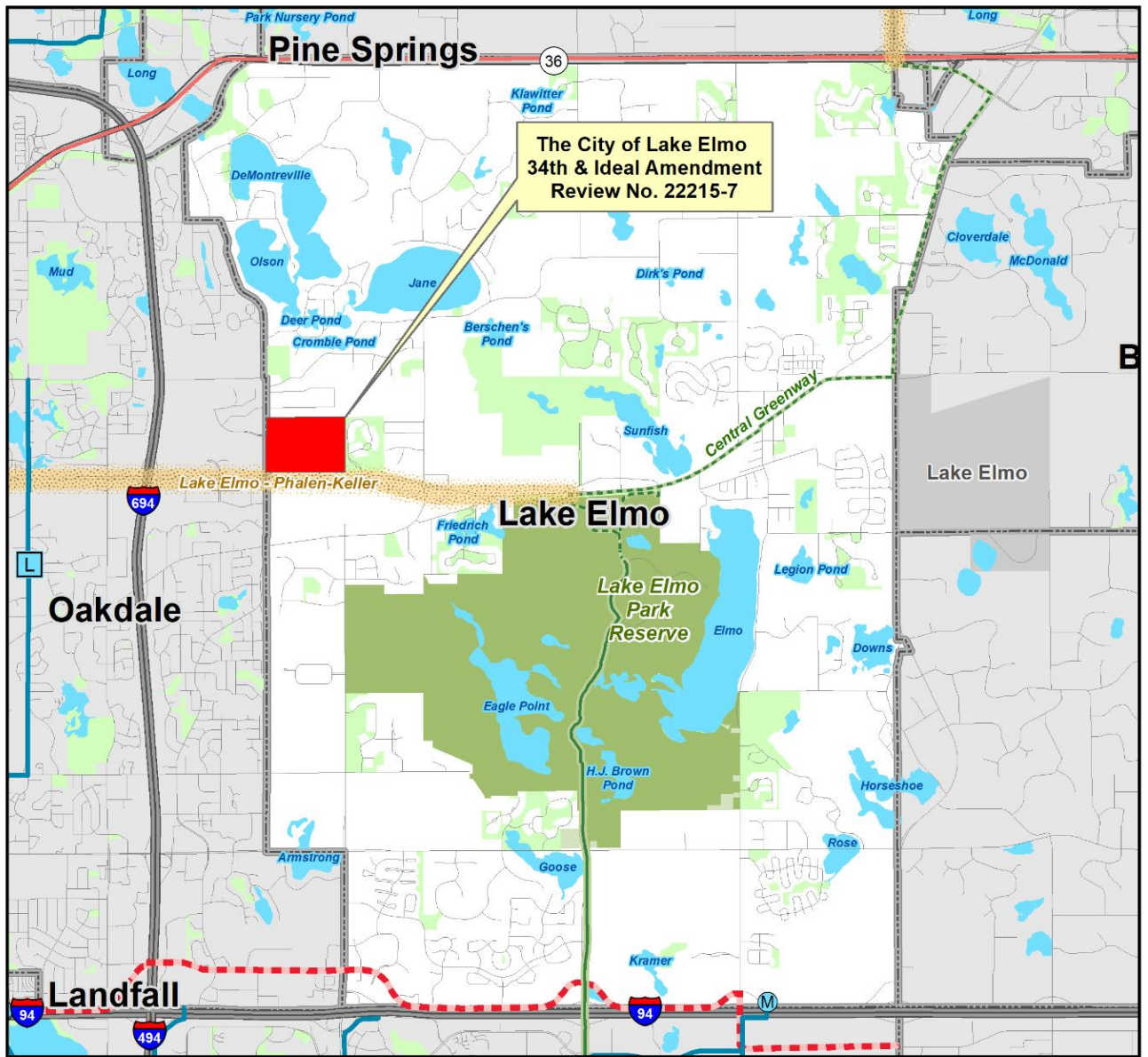
Figure 1: Location Map Showing Regional Systems



- Figure 2: Location Map Showing Current Community Designations
- Figure 3: Location Map Showing New Community Designations
- Figure 4: Current Guiding Land Use
- Figure 5: Proposed Guiding Land Use
- Figure 6: 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

- 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

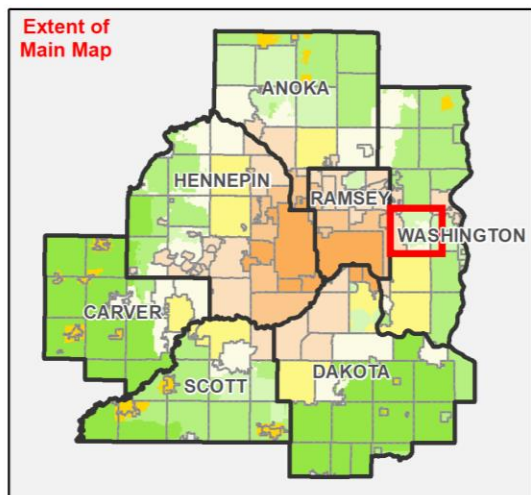
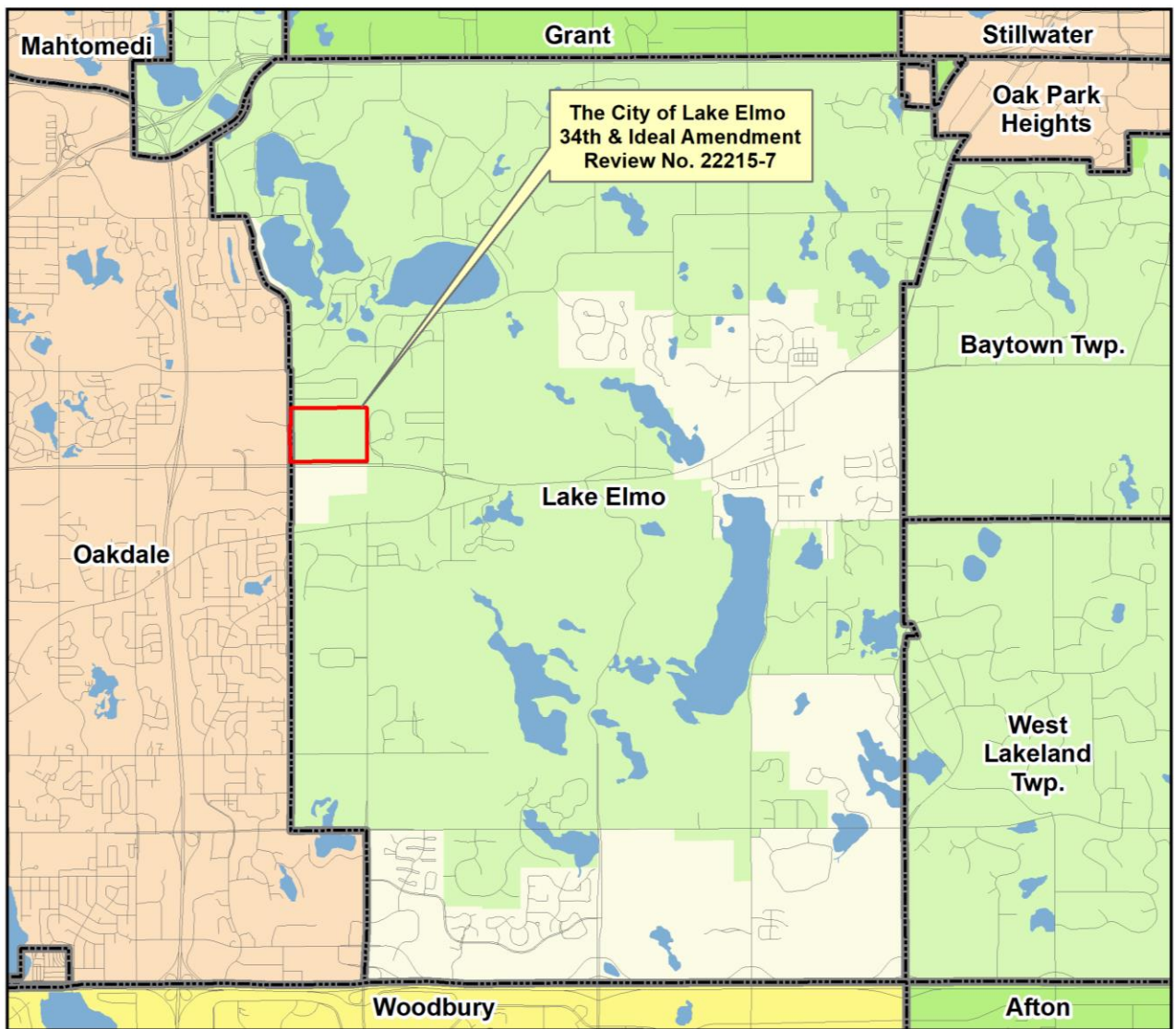
Regional Trails

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



Metropolitan Council

Figure 2. Location Map Showing Current Community Designations



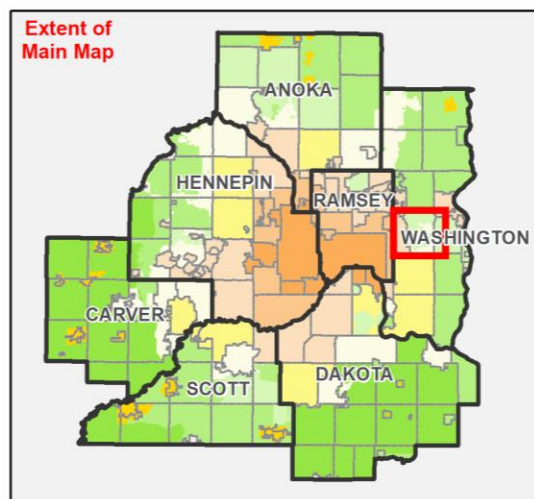
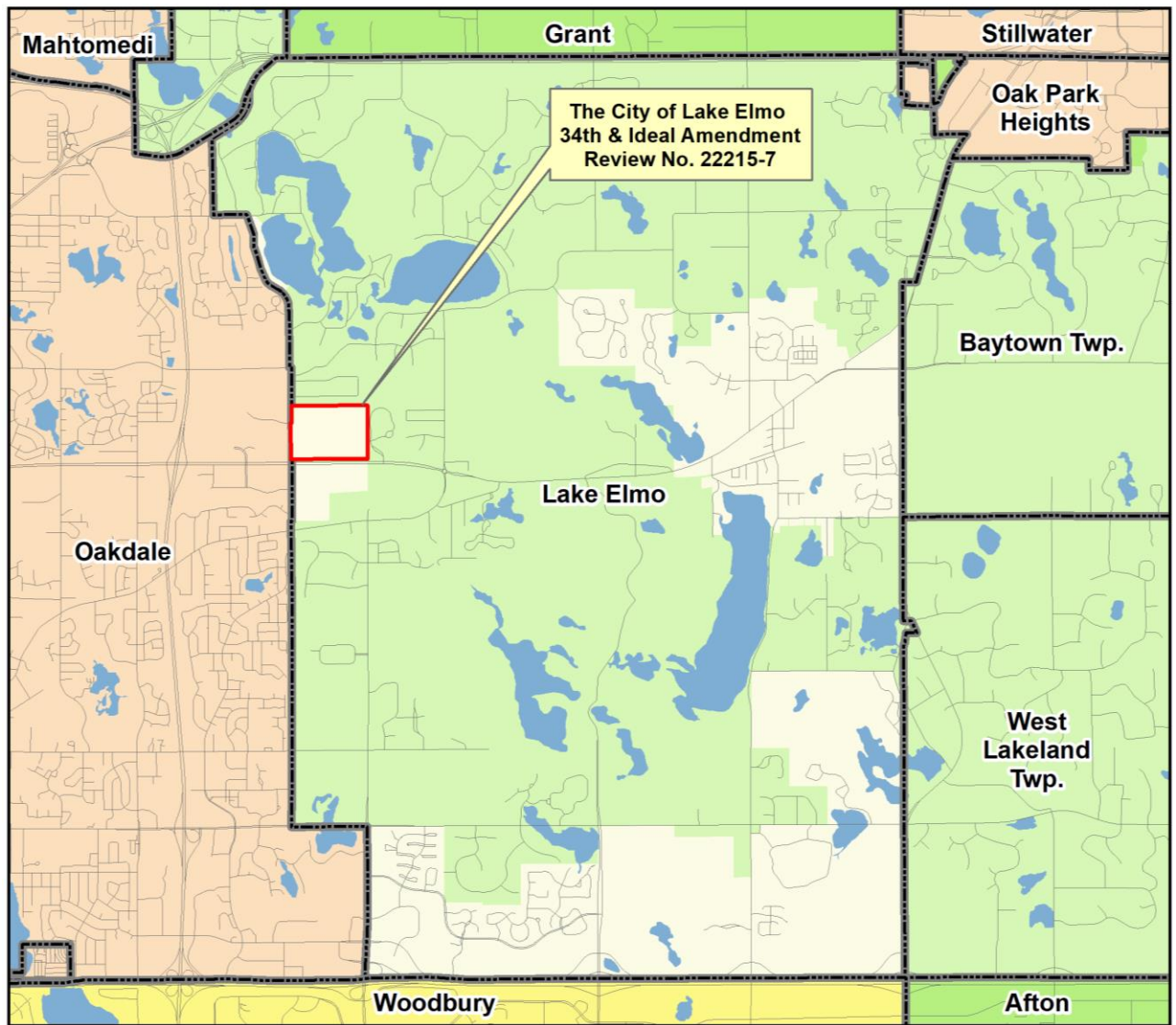
ThriveMSP 2040 Community Designations

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



Metropolitan Council

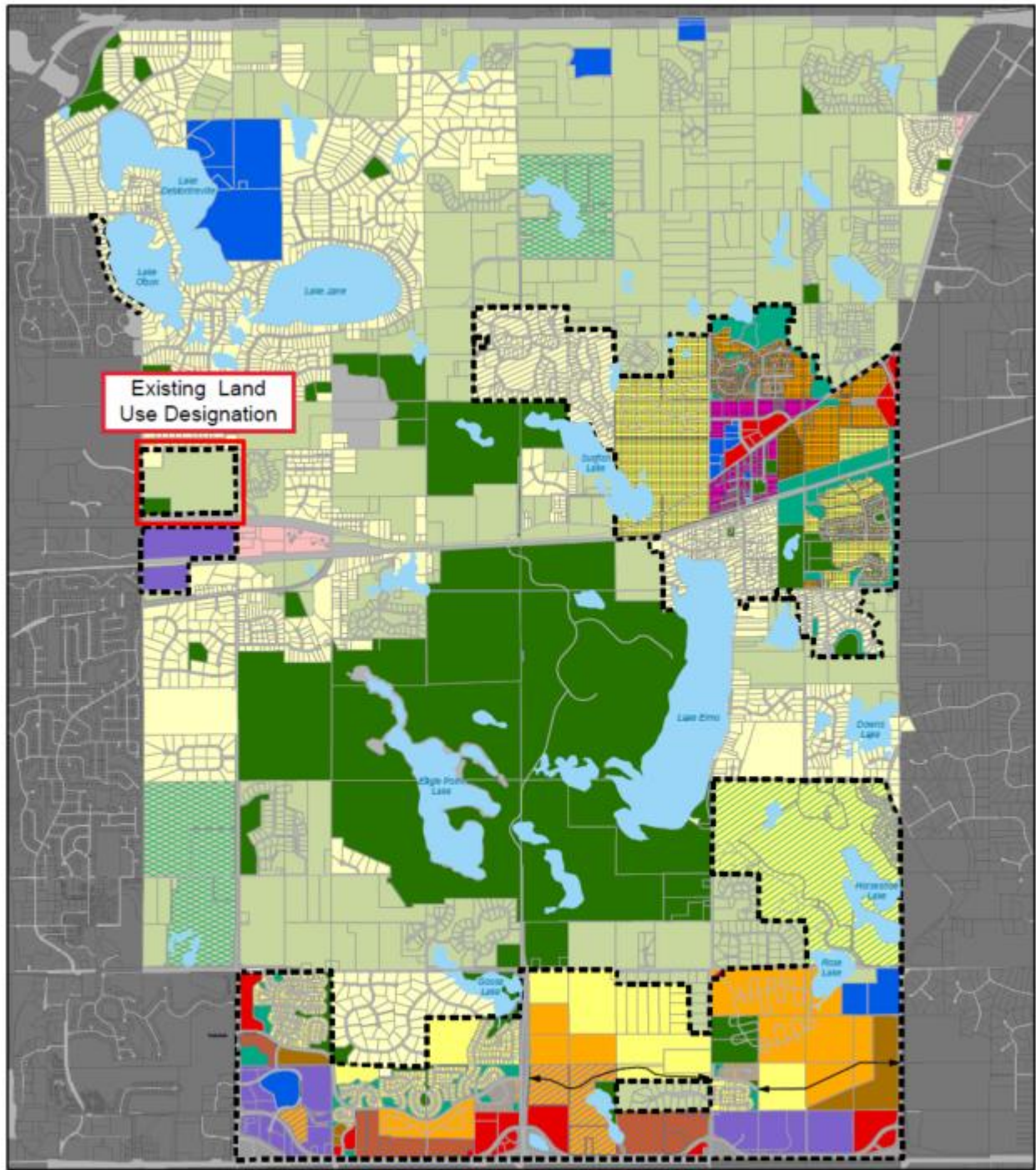
Figure 3. Location Map Showing New Community Designations



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 Guiding Land Use

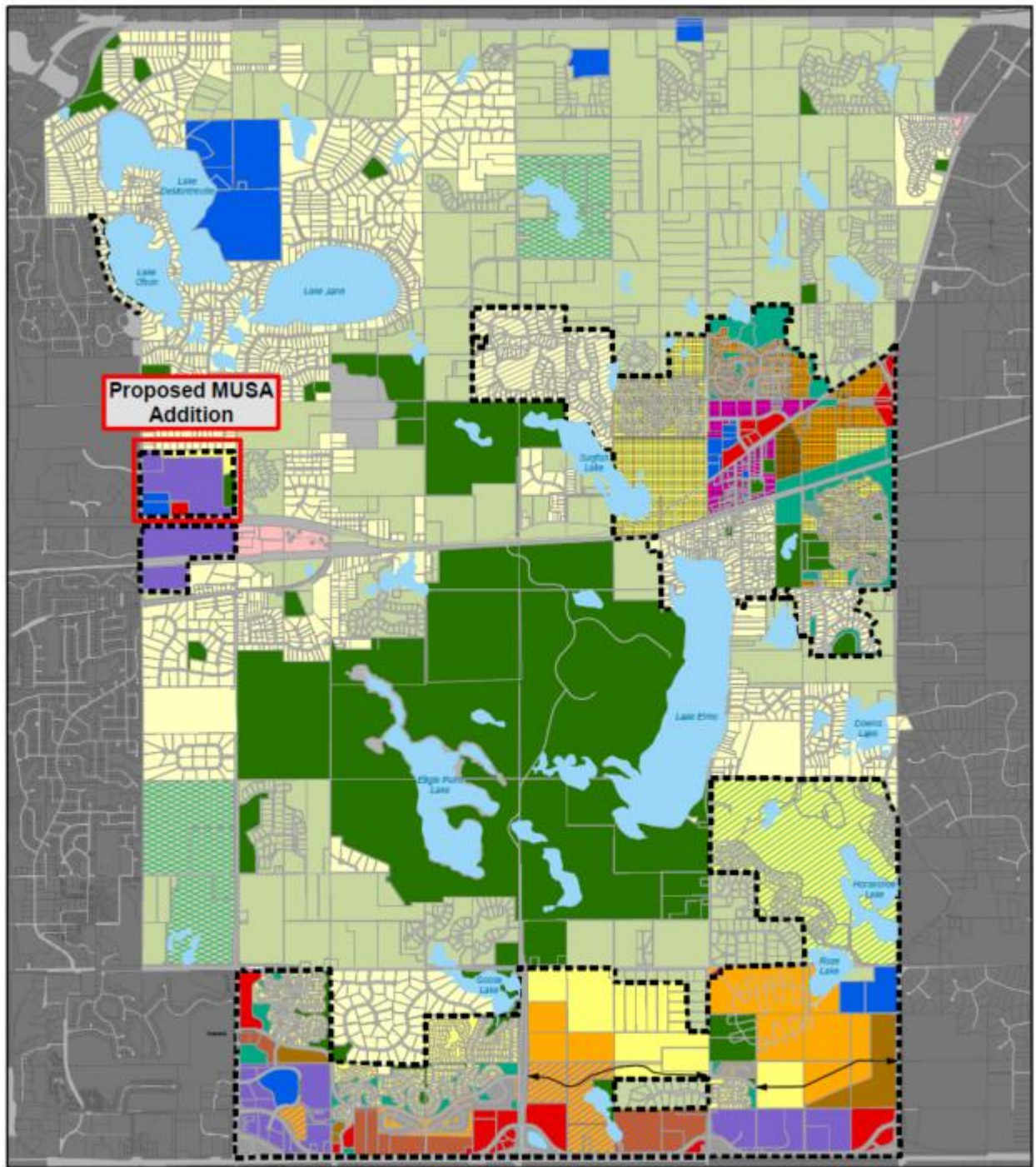


Existing Land Use

Map Date: May, 2022

- | | | | | | |
|-----|------|-----|-------|-------|-----------------|
| PSP | AP | GC | MU-BP | V-HDR | C |
| ROW | RAD | LDR | MU-C | V-MU | Closed Landfill |
| | RSF | MDR | V-LDR | LB | Institutional |
| | RSFS | HDR | V-MDR | BP | Park |
- MUSA Boundary
 Planned Roadway (Parkway)

Figure 5. Proposed Guiding Land Use



2040 Future Land Use

Map Date: May, 2022

0 1800 3600 5400 7200 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
 Planned Roadway (Parkway)

Figure 6. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **989 units**
 2021-2030 total regional need for Affordable Housing: **37,900 units**

	Available Acres	×	Minimum Density <i>(units per acre)</i>	×	Expected % Residential <i>(if mixed use)</i>	=	Minimum Units Possible
High Density Residential	72.00		8.01		100%		577
Village High Density Residential	19.00		8.01		100%		153
Mixed Use Commercial	59.00		10.00		50%		295
Total	150						1,025

Sufficient/*(insufficient)* units possible against share of regional need: **36**
 Affordable units built since 2021: **0**
 Sufficient/*(insufficient)* units possible adjusted for affordable units built: **36**

