

# Committee Report

Community Development Committee



**Committee Meeting Date:** June 3, 2024

**For the Metropolitan Council:** June 12, 2024

## Business Item: 2024-145

City of Lake Elmo's Lake Elmo Elementary Comprehensive Plan Amendment, Review File 22215-13

### 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. Find that the amendment does not change the City's forecasts.
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. Advise the City to implement the advisory comments in the Review Record for Transportation/Aviation, Parks, Forecasts, Land Use, and Water Supply.

### 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 June 3<sup>rd</sup> 2024.



# Business Item

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## Business Item: 2024-145

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<b>District(s), Member(s):</b>	District 11, Gail Cederberg
<b>Policy/Legal Reference:</b>	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
<b>Staff Prepared/Presented:</b>	Emma Dvorak, Senior Planner (651-602-1399) Angela R. Torres, Senior Manager (651-602-1566)
<b>Division/Department:</b>	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. Find that the amendment does not change the City's forecasts.
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. Advise the City to implement the advisory comments in the Review Record for Transportation/Avation, Parks, Forecasts, Land Use, and Water Supply.

### Background

The City submitted the Lake Elmo Elementary comprehensive plan amendment on April 23, 2024. The amendment site is located northwest of the intersection of 10th Street North and Lake Elmo Avenue North. The amendment proposes to reguide 47.6 acres from Rural Area Development (RAD) to Institutional. The purpose of the amendment is to extend the Metropolitan Urban Service Area (MUSA) to allow for the provision of regional sewer service to the subject property. This request requires a change to the Community Designation of Rural Residential to Emerging Suburban Edge. This is the City's twelfth 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.



# REVIEW RECORD

City of Lake Elmo

Lake Elmo Elementary Comprehensive Plan Amendment]

Review File No. 22215-13, Business Item No. 2024-145

## 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 11,171 to 22,450 population and 3,850 to 8,250 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 2,900 to 5,400 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 twelfth comprehensive plan amendment since the 2040 Plan was reviewed.

## REQUEST SUMMARY

The City submitted the Lake Elmo Elementary comprehensive plan amendment on April 23, 2024. The amendment site is located northwest of the intersection of 10th Street North and Lake Elmo Avenue North. The amendment proposes to reguide 47.6 acres from Rural Area Development (RAD) to Institutional. The purpose of the amendment is to extend the Metropolitan Urban Service Area (MUSA) to allow for the provision of regional sewer service to the subject property. This request requires a change to the Community Designation of 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.

### 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 reguidded 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 reguidded 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 reguidded 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 reguidded 11.7 acres from Mixed Use Business Park to High Density Residential (Review File No. 22215-8).
8. The Council authorized the 34th & Ideal comprehensive plan amendment on January 25, 2023. The amendment reguidded 110 acres from Rural Area Development and Public/Semi-Public to a mixture of Institutional, Business Park, Low Density Residential, and Park ([Business Item 2023-28](#), Review File No. 22215-7)
9. The Council administratively reviewed the North Star comprehensive plan amendment on October 31, 2023. The amendment expanded MUSA and changed the development staging of a 101.4 acre site to accommodate the development of a 200-unit single-family project (Review File No. 22215-9).
10. The Council administratively reviewed the Drake Land Exchange comprehensive plan amendment on November 9, 2023. The amendment swapped the land use of two 0.04 acres parcels from Right of Way to Commercial, and vice versa to provide additional frontage along Interstate 94 and provided Drake Motor Partners with better signage space (Review File No. 22215-10).
11. The Council administratively reviewed the Former City Facilities comprehensive plan amendment on December 15, 2023. The amendment reguidded 1.2 acres from Institutional to Village Mixed Use to prepare the former city facilities for future development (Review File No. 22215-11).
12. The Council administratively reviewed the Bridgewater Village comprehensive plan amendment on January 26, 2024. The amendment reguidded 24 acres from 17.67 acres of Village Medium Density Residential and 6.46 acres of Commerical to 16.19 acres of Village MDR and 7 acres of Commercial. to accommodate a future mixed-use development (Review File No. 22215-12).

## 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. Regional systems are depicted in Figure 1. Additional review comments are included below.

### Regional Parks

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

The amendment conforms with the *2040 Regional Parks Policy Plan*. The amendment references the proximity of Lake Elmo Park Reserve, noting: “School parcel abuts Lake Elmo Park Reserve. Development standards will include woodland preservation and tree plantings to buffer. Potential exists for shared programming between public schools and county parks.” Building sidewalks and trails will benefit the community. Coordination between the City, School District, and County is essential for planning these routes. Council staff support these improvements. The proposed land use change will not negatively impact Lake Elmo Park Reserve or the Regional Parks and Trails System.

*Advisory Comments*

Council staff support coordination between the City, School District, and the County to plan for sidewalk and trail routes between park and school properties. The Council encourages collaboration on shared programming between public schools and county parks.

**Wastewater Service**

*Reviewer: Roger Janzig, Environmental Services (ES) – Wastewater Planning and Community 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 regional system has adequate capacity to serve the proposed development associated with this amendment.

**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 is consistent with regional policy for Forecasts. The 2023 employment level in Lake Elmo is 3,121 jobs. Council has previously approved and published a forecast of 4,550 jobs in 2030; 5,400 jobs in 2040. There is substantial slack in the employment expectations for the current decade; thus a communitywide forecast revision is unnecessary. However, the Transportation Analysis Zone allocation for Lake Elmo needs revision. The subject site is in the southeastern corner of TAZ #2402. The City’s 2040 Plan expects this zone to have zero (0) employment in 2030 and 2040 which will need to be revised to assign 160 jobs to the zone in 2030 and 2040.

*Advisory Comments*

Separate from this Council action, Council staff will revise the TAZ allocation in TAZ #2402, assigning 160 jobs to the zone in 2030 and 2040. Re-allocated amounts will be balanced with the remainder of the city, leaving the communitywide totals unaffected.

*Table 1. Metropolitan Council City of Lake Elmo Forecasts*

Category	Census 2020	Current Approved Forecast		
		2020	2030	2040
Population	11,335	11,170	18,480	22,450
Households	4,004	3,850	6,670	8,250
Employment	2,521	2,900	4,550	5,400

**Thrive MSP 2040 and Land Use**

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

The amendment is consistent with *Thrive MSP 2040* for Land Use. The land is 47.6 acres in size, and is located generally northwest of the intersection of 10th Street North and Lake Elmo Avenue North (see Figure 2). *Thrive MSP 2040* designates the City as an Emerging Suburban Edge and Rural Residential community. The subject property is 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 revised through Met Council action to accommodate extension of regional services to the school.

The amendment proposes to re-guide land designated as Rural Area Development (RAD) (1 unit per 10 acres) (Figure 3) to Institutional (INST) (Figure 4) to accommodate a new elementary school. The Institutional land use category identifies land that is used for schools, religious institutions, City hall, municipal buildings, libraries, and other institutional uses. This land use is found throughout the City. The proposed Institutional guiding is consistent with the use (school) proposed with this development.

#### *Advisory Comments*

Council staff encourages the City to consider a longer term strategy for sewer service and land uses along the Lake Elmo Avenue corridor between the south of 10th Street area and the Village. We have seen piecemeal requests over the years, and encourage the City to consider a comprehensive approach to land use and sewer connections in this corridor. Council staff are happy to assist the City.

#### **Housing**

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

The amendment is consistent with the *Housing Policy Plan*. There are no changes to residential land uses and therefore the amendment does not inhibit Lake Elmo from implementing their housing element nor from promoting sufficient land to address their share of the region's affordable housing need for 2021-2030.

#### **Water Resources**

*Reviewer: Lanya Ross, ES – Water Supply (651-602-1803)*

The proposal is consistent with regional policy for water supply, as the proposal is for a new school that would replace an existing school and the city is proposing no change in projected water demand.

#### *Advisory Comments*

Lake Elmo is in an area of known groundwater and surface water quantity and quality challenges. Should the City propose to amend their Minnesota Department of Natural Resources water appropriation permit, additional information and planning work is likely to be needed. As the new school is designed and built, it will be valuable to incorporate a range of water efficiency measures. It is also important to note that the proposed site for the new school is located in the highly vulnerable drinking water supply management area for Cimarron Park and measures to reduce and carefully manage potential contaminants are strongly encouraged.

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

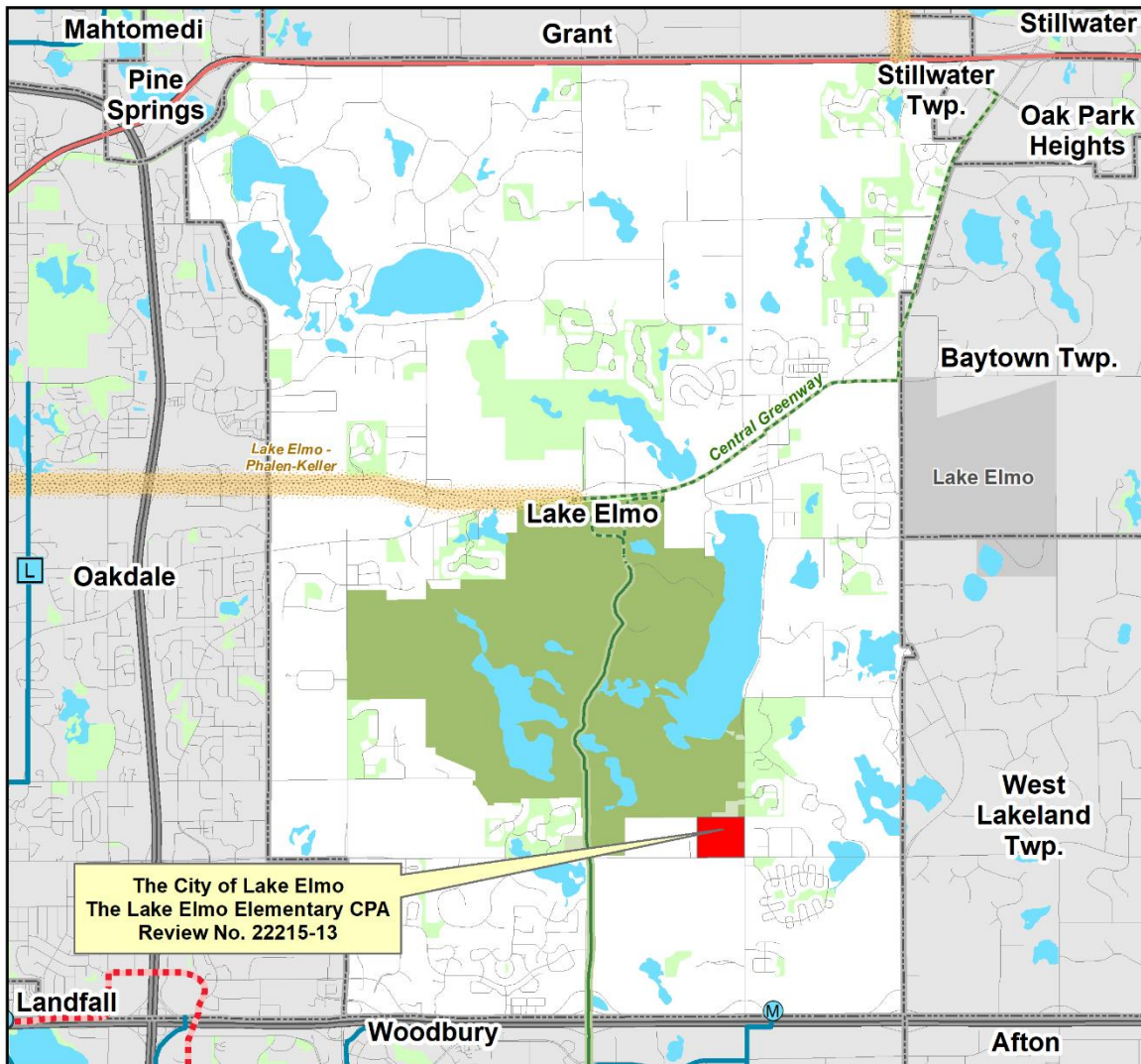
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

#### **ATTACHMENTS**

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



Figure 1. Location Map Showing Regional Systems



Metro Council Imagery, 2016



**Regional Systems**

**Regional Transitways**

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

**Wastewater**

- M Meters
- MCES Interceptors
- L Lift Stations
- WTP 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

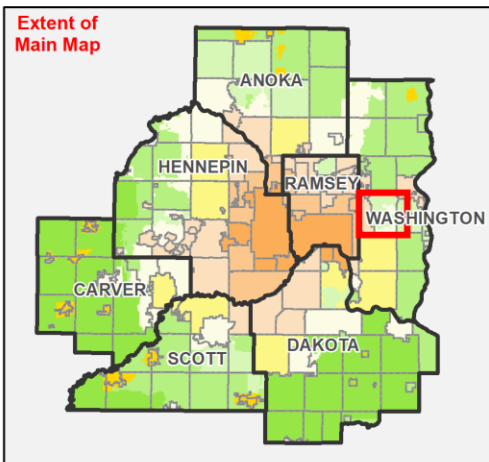
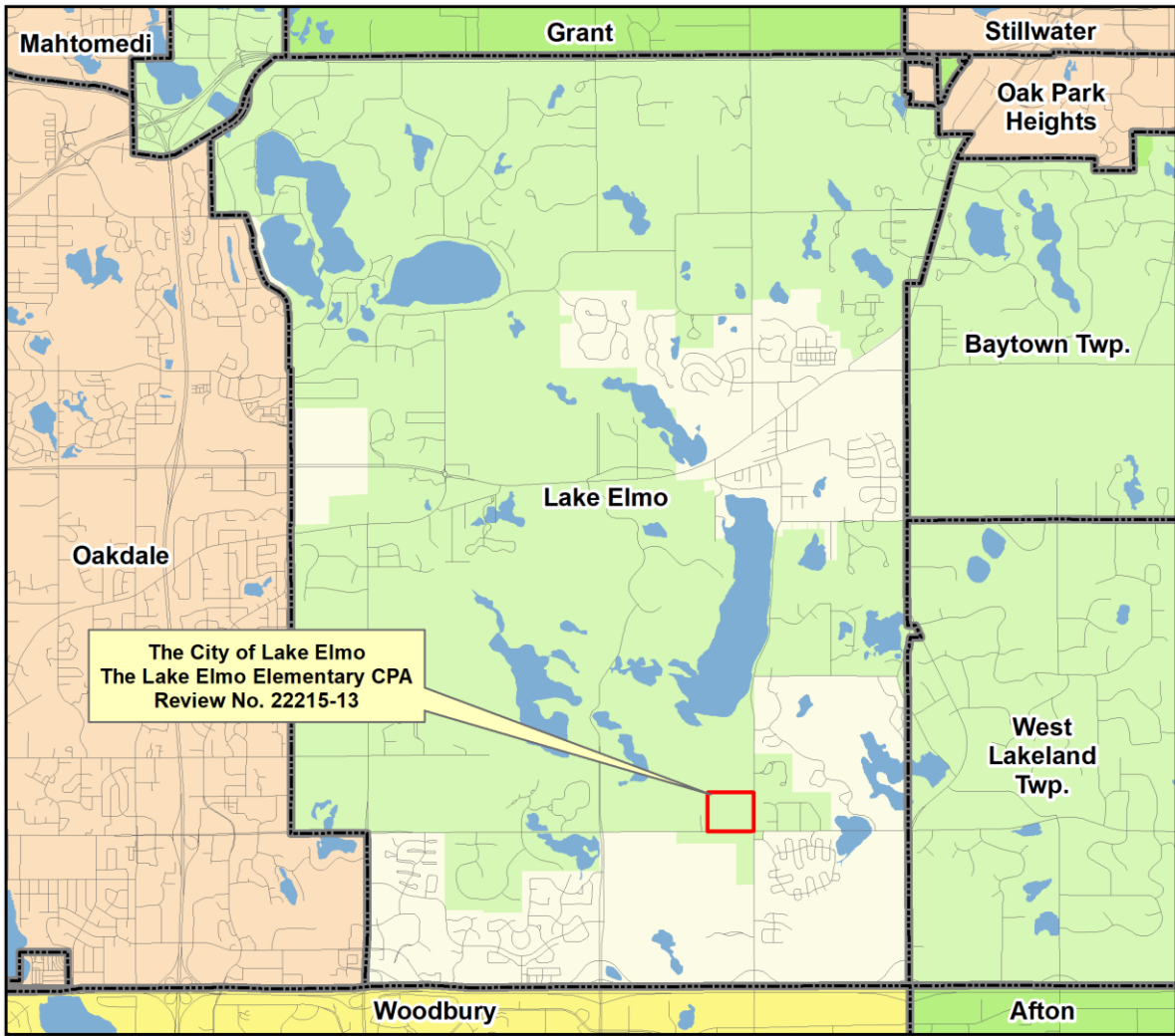
**Regional Trails**

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





**Figure 2. Location Map Showing Community Designations**



**ThriveMSP 2040 Community Designations**

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



Figure 3. Current Future Land Use Guiding

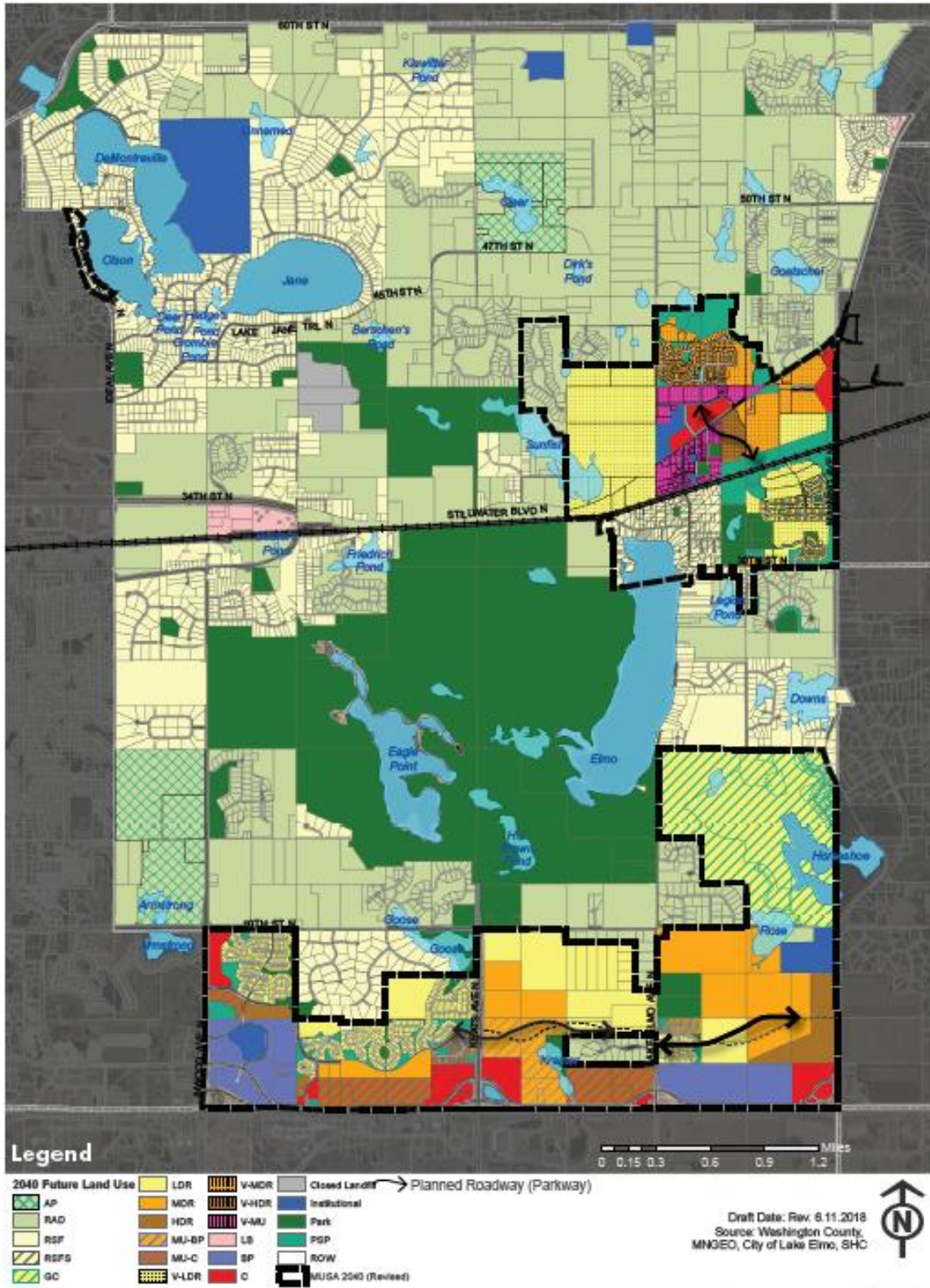


Figure 4. Proposed Future Land Use Guiding

