

Committee Report

Community Development Committee



Committee Meeting Date: June 17, 2024

For the Metropolitan Council: June 26, 2024

Business Item: 2024-161

City of Lake Elmo Chavez Parcel Comprehensive Plan Amendment, Review File 22215-14

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 2 in the Review Record.
4. Advise the City to implement the advisory comments in the Review Record for Water Resources.

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 17, 2024.



Business Item

Community Development Committee



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City of Lake Elmo Chavez Parcel Comprehensive Plan Amendment, Review File 22215-14

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 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 2 in the Review Record.
4. Advise the City to implement the advisory comments in the Review Record for Water Resources.

Background

The City submitted the Chavez Parcel comprehensive plan amendment on May 9, 2024. The amendment proposes to reguide 11.2 acres from Rural Area Development (RAD) to Village Low Density Residential (V-LDR). The entire property is 11.2 acres; however, only 1.21 acres are above the Ordinary High-Water Level (OHWL) of Sunfish Lake. The amendment will amend the MUSA boundary to include this parcel in the current phase. An extension of the MUSA would change the Community Designation of this parcel from Rural Residential to Emerging Suburban Edge. The amendment site is located near the eastern portion of Sunfish Lake. This is the City's thirteenth 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

Chavez Parcel Comprehensive Plan Amendment

Review File No. 22215-14, Business Item No. 2024-161

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 11,170 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 thirteenth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The City submitted the Chavez Parcel comprehensive plan amendment on May 9, 2024. The amendment proposes to reguide 11.2 acres from Rural Area Development (RAD) to Village Low Density Residential (V-LDR). The entire property is 11.2 acres; however, only 1.21 acres are above the Ordinary High-Water Level (OHWL) of Sunfish Lake. The amendment will amend the MUSA boundary to include this parcel in the current MUSA stage. An extension of the MUSA would change the Community Designation of this parcel from Rural Residential to Emerging Suburban Edge. The amendment site is located near the eastern portion of Sunfish Lake.

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 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 reguided 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 reguided 77 acres from Rural Area Development to Business Park ([Business Item 2021-88](#), Review File No. 22215-5).
- The Council authorized the Tapestry Development comprehensive plan amendment on August 24, 2022. The amendment changed the MUSA boundary and reguided 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).
- The Council administratively reviewed the Amira Lake Elmo comprehensive plan amendment on December 22, 2022. The amendment reguided 11.7 acres from Mixed Use Business Park to High Density Residential (Review File No. 22215-8).
- The Council authorized the 34th & Ideal comprehensive plan amendment on January 25, 2023. The amendment reguided 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)
- 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).
- 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).
- The Council administratively reviewed the Former City Facilities comprehensive plan amendment on December 15, 2023. The amendment reguided 1.2 acres from Institutional to Village Mixed Use to prepare the former city facilities for future development (Review File No. 22215-11).
- The Council administratively reviewed the Bridgewater Village comprehensive plan amendment on January 26, 2024. The amendment reguided 24 acres from 17.67 acres of Village Medium Density Residential and 6.46 acres of Commercial to 16.19 acres of Village MDR and 7 acres of Commercial. to accommodate a future mixed-use development (Review File No. 22215-12).
- The Council authorized the Lake Elmo Elementary comprehensive plan amendment on June 12, 2024. 47.6 acres from Rural Area Development (RAD) to Institutional. The purpose of the amendment its 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 ([Business Item 2024-145](#), Review File No. 22215-13).
- The Council administratively reviewed City's 5193 Keats Ave comprehensive plan amendment on June 4, 2024. The amendment reguides 61.4 acres over 3 parcels from Agricultural Preserve (AP) to Rural Area Development (RAD), (Review File No. 22215-15).

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 amended plan conforms to and is consistent with the Regional Parks and Trails System and Council policy in the *2040 Regional Parks Policy Plan*. The proposed land use change will not have an adverse impact on the planned Central Greenway Regional Trail or the Regional Parks and Trails System more broadly.

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 Metropolitan Disposal System has adequate capacity for this project location.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-5032)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. There will not be an impact on the regional transportation system from this amendment.

Transit

Reviewer: Stephen Blaisden, Metro Transit (MT) (612-349-7361)

Given the current and planned transit investments within this corridor and the type of development proposed at the subject parcel (selling property or construction one single-family house), there will likely be no ridership impact on the existing regular route transit network. This amendment site should not expect additional expansion of the existing fixed-route transit network. 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)

Council staff finds that the plan amendment does not affect the communitywide forecast and no forecast adjustment is needed. The current approved forecasts for the City are shown in Table 1 below.

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 proposed amendment is consistent with *Thrive MSP 2040* (Thrive) and its land use policies. Thrive designates the City as an Emerging Suburban Edge and Rural Residential community. The subject property is currently designated in the Rural Residential portion of the City. The amendment proposes to reguide 11.2 acres from Rural Area Development (RAD) to Village Low Density Residential (V-LDR) which has a density range of 1.5-2 units per acre. The entire property is 11.2 acres. Only 1.21 acres are above the Ordinary High-Water Level (OHWL). The amendment will amend the MUSA boundary to include this parcel in the current phase. An extension of the MUSA would change the Community Designation of this parcel from Rural Residential to Emerging Suburban Edge.

Thrive directs Emerging Suburban Edge communities to plan for sewered residential densities of 3 to 5 units per acre. The proposed amendment site is currently vacant, but the property owners propose to build one home on the site and have the development connected to sanitary sewer. With the addition of this property, the City’s planned residential density is 3.05 units per acre, as shown in Table 2 below.

Table 2. Planned Residential Density City of Lake Elmo

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Urban Low Density	2.5	4	519.49	1299	2078
Urban Medium Density	4	7.5	381.69	1527	2863
Urban High Density	7.5	15	143.37	1075	2151
Golf Course Community	1.4	1.65	192.5	292	292
Village Low Density Res (V-LDR)	1.5	2	<u>253.13</u>	<u>380</u>	<u>506</u>
Village Medium Density Res (V-MDR)	2.5	5	121.7	304	609
Village Mixed Use (VMX)	6	10	164.4	543	1644
TOTALS			1776.28	5420	10,142
			Overall Density	3.05	5.71

Housing

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

The amendment is consistent with the Council’s *Housing Policy Plan*. The City’s share of the region’s affordable housing need from 2021-2030 is 989 units. With this amendment, the City has over 130 acres available guided at densities high enough to support this need. This amendment does not affect the City’s ability to meet its affordable housing need.

Water Resources

Reviewer: Steve Christopher , ES—Surface Water (651-602-1033)

The proposed amendment request is consistent with Council Policy and does not propose any surface water impacts.

Advisory Comments

Any future development should include coordination with the Valley Branch Watershed District to ensure the protection of surface waters.

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



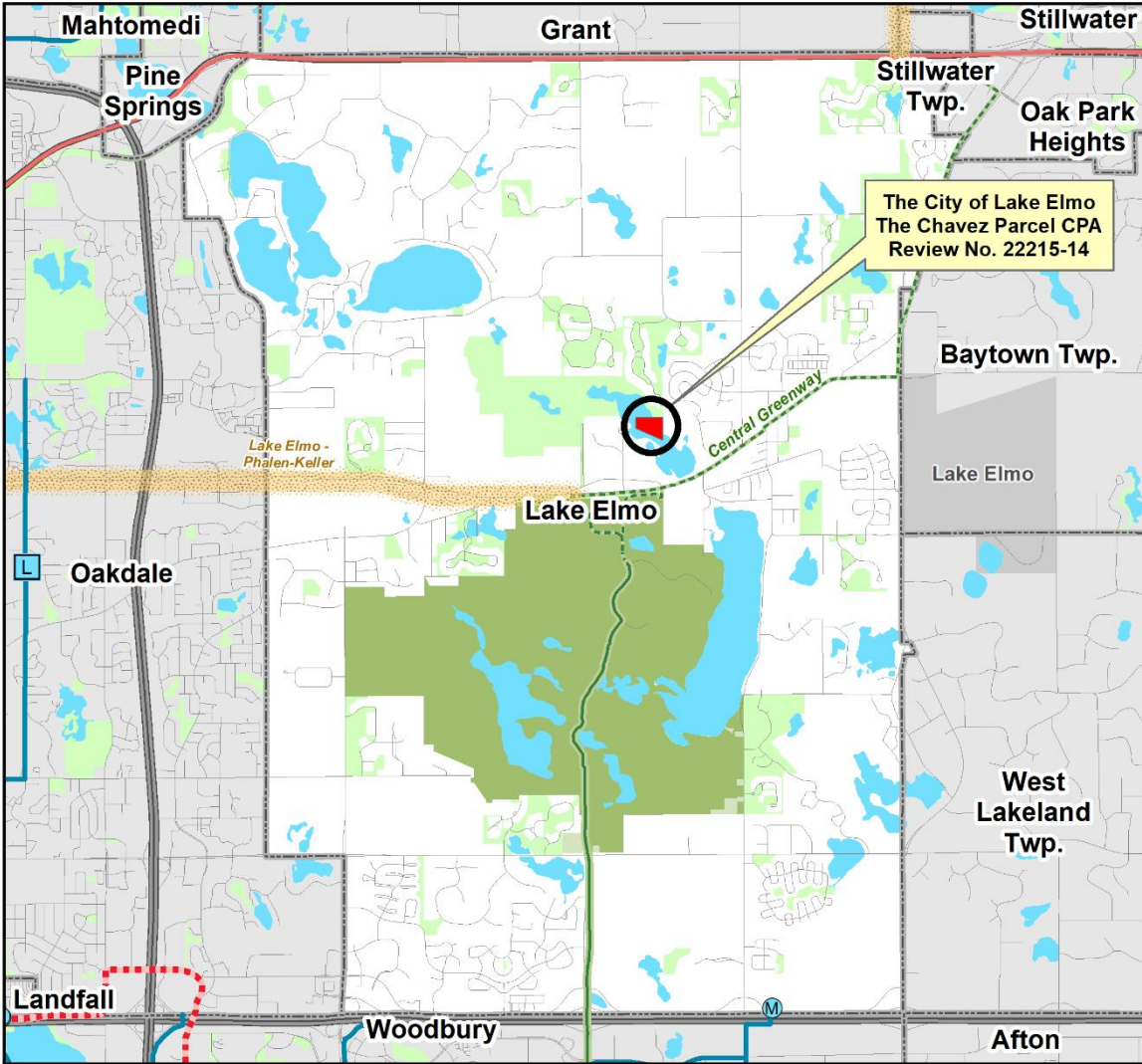
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

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

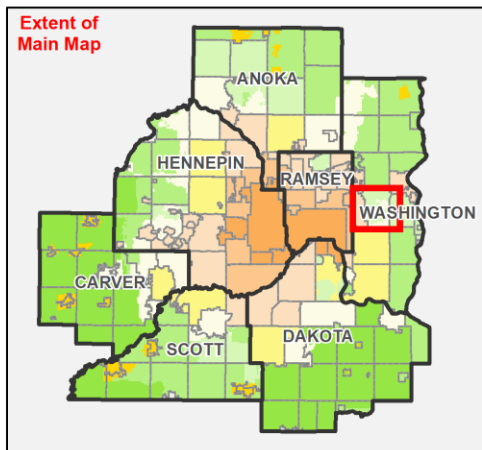
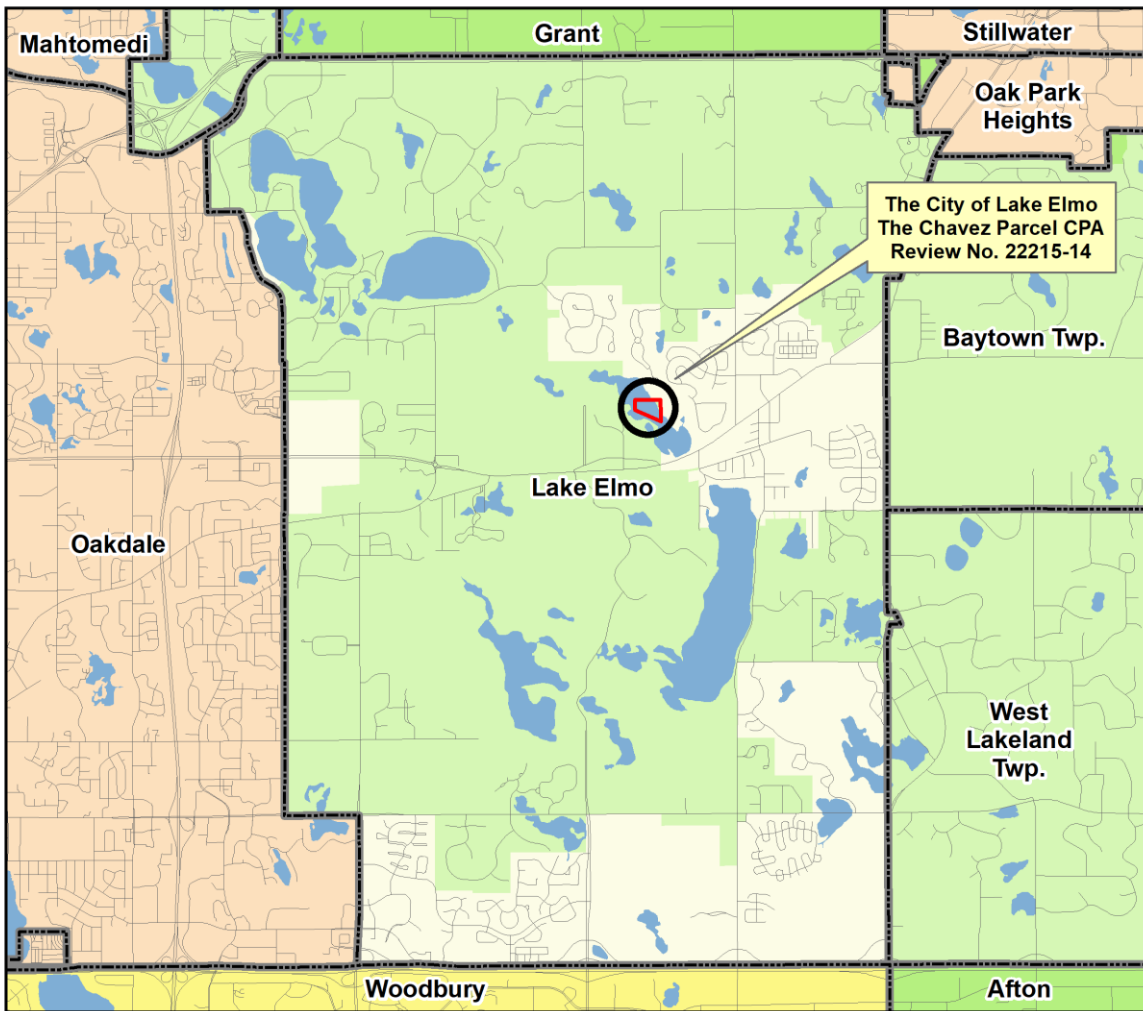


Figure 1. Location Map Showing Regional Systems



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|---|--|
| <p>Regional Systems</p> <p>Regional Transitways</p> <ul style="list-style-type: none"> — Existing — Planned Current Revenue Scenario — Potential Increased Revenue Scenario <p>Wastewater</p> <ul style="list-style-type: none"> M Meters — MCES Interceptors L Lift Stations WTP MCES Treatment Plants | <p>Regional Highway System</p> <ul style="list-style-type: none"> — Interstates — US Highways — State Highways — County Roads — Road Centerlines <p>Regional Parks</p> <ul style="list-style-type: none"> Existing (Open to Public) In Master Plan (Not Open to Public) Planned Units Other Parks, Preserves, Refuges and Natural Areas <p>Regional Trails</p> <ul style="list-style-type: none"> — Existing (Open to Public) — Existing (Not Open to Public) — Planned Regional Trails — Regional Trail Search Corridors |
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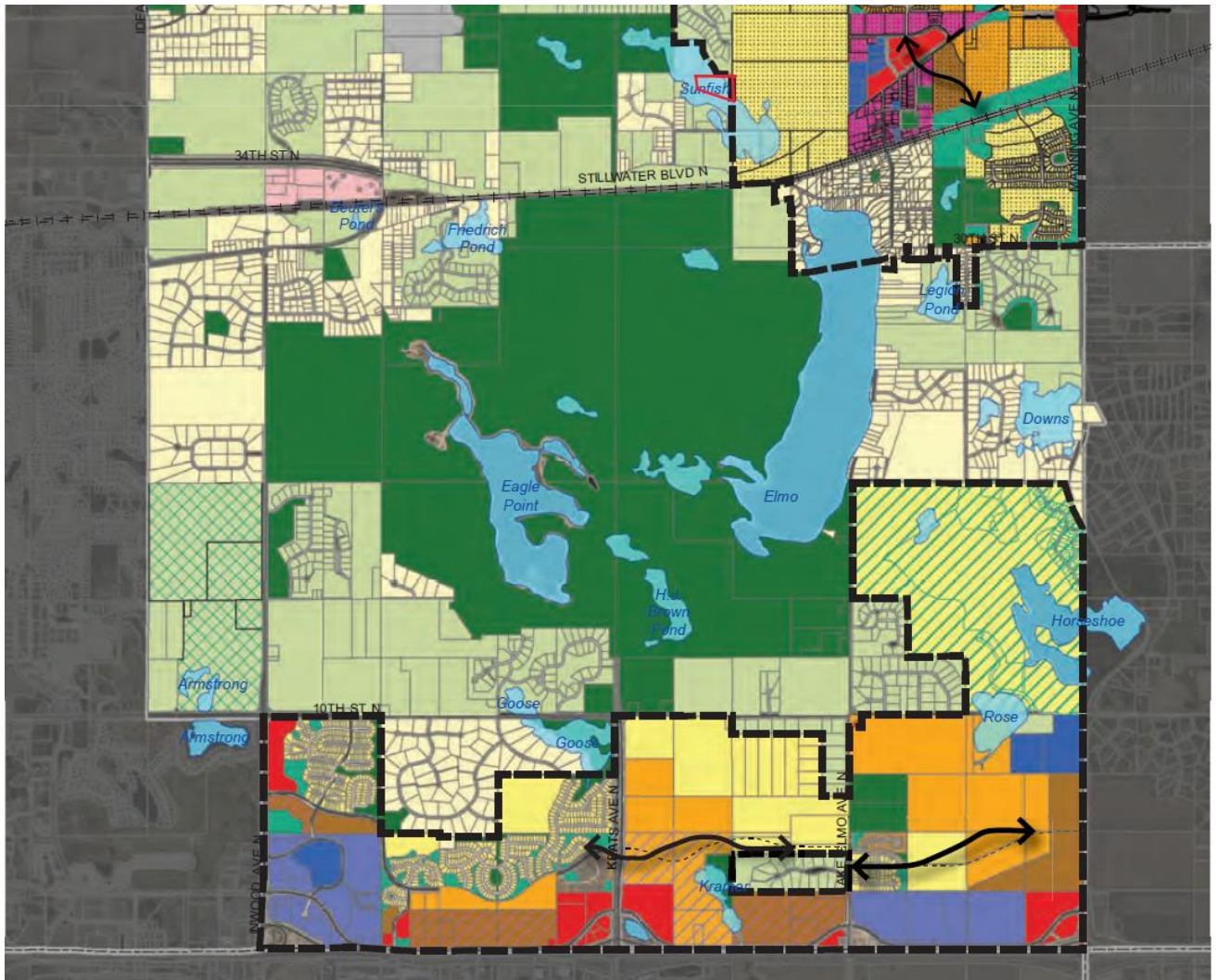
Figure 2. Location Map Showing Community Designations



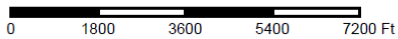
ThriveMSP 2040 Community Designations

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

Figure 3. Current Land Use Guiding



2040 Future Land Use



Map Date: May 2024

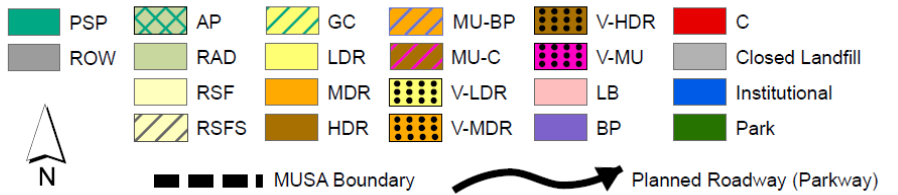
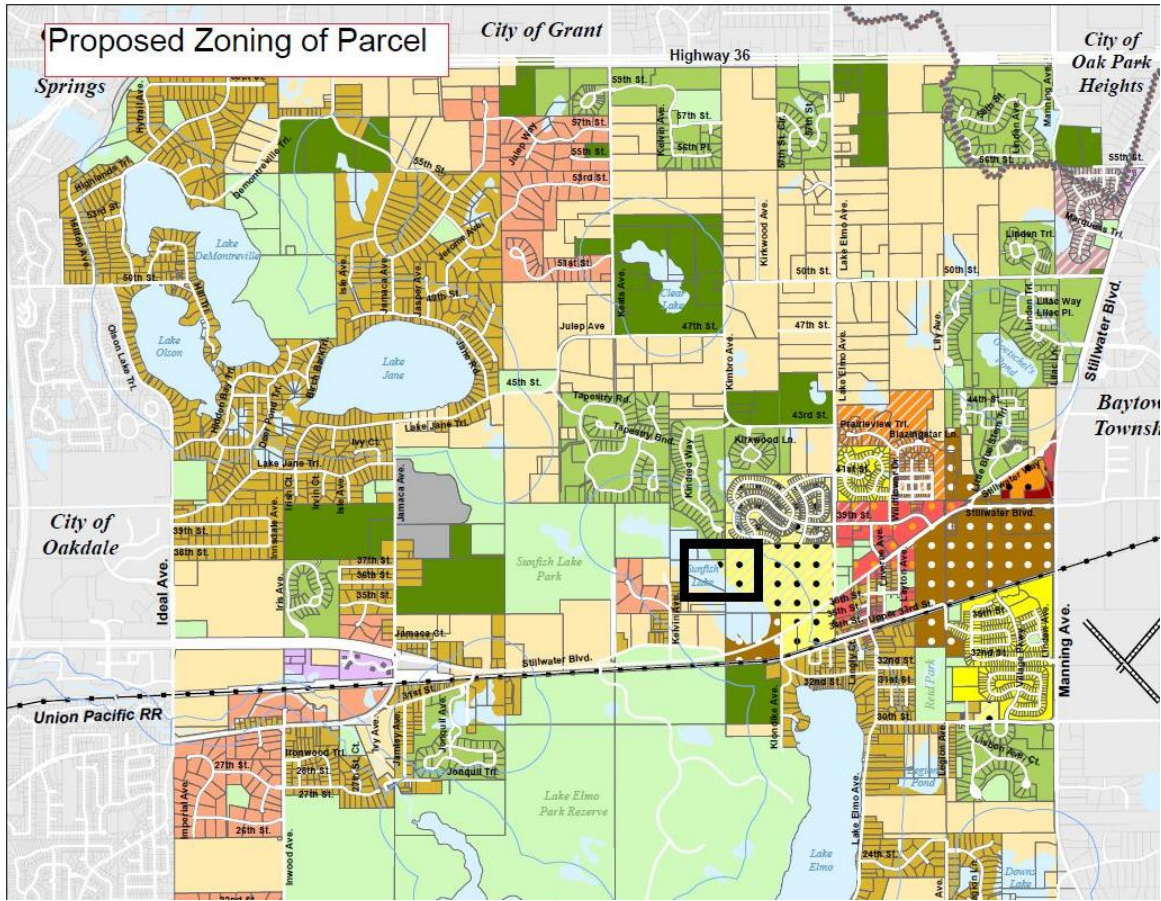


Figure 4. Proposed Land Use Guiding



2040 Future Land Use

0 1800 3600 5400 7200 Ft

Map Date: May 2024

