

Committee Report

Community Development Committee



Committee Meeting Date: October 7, 2024

For the Metropolitan Council: October 23, 2024

Business Item: 2024-270

City of Elko New Market R&F Properties Comprehensive Plan Amendment, Review File 22468-5

Proposed Action

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

1. Authorize the City of Elko New Market 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 Transportation, Land Use, Surface Water, and Water Supply.

Summary of Community Development Committee Discussion/Questions

Senior Planner, MacKenzie Young-Walters presented the staff's report to the Committee. No representatives from the City of Elko New Market were in attendance. The Community Development Committee unanimously recommended approval of the proposed action as part of its consent agenda at its meeting on October 7, 2024.



Business Item

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City of Elko New Market R&F Properties Comprehensive Plan Amendment, Review File 22468-5

District(s), Member(s):	District 4, Deb Barber
Policy/Legal Reference:	Metropolitan Land Planning Act (Minn. Stat. § 473.175)
Staff Prepared/Presented:	Mackenzie Young-Walters, Senior Planner (651-602-1373) 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:

4. Authorize the City of Elko New Market to place its comprehensive plan amendment into effect.
5. Find that the amendment does not change the City's forecasts.
6. Advise the City to implement the advisory comments in the Review Record for Transportation, Land Use, Surface Water, and Water Supply.

Background

The City of Elko New Market submitted the R&F Properties comprehensive plan amendment on August 1, 2024. The City submitted supplemental information regarding wastewater flow projections and land uses on August 22, 2024. The purpose of this amendment is to facilitate the residential and mixed-use redevelopment of the Elko Speedway site. The amendment accomplishes this by regrading approximately 130 acres as follows: 97 acres of Commercial land to High Density Residential (1.9 acres), Mixed Use Commercial/Residential (1.8 acres), Low Density Residential (85 acres), and Medium Density Residential (8 acres); and 33 acres of Medium Density Residential to Low Density Residential. As part of the amendment, the City is creating a new land use category (Mixed Use Commercial/Residential) and are updating their Land Use Chapter (maps, tables, and text) to reflect the creation of the new land use category and fully incorporate prior amendments into the 2040 Comprehensive Plan. 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.



REVIEW RECORD

City of Elko New Market

R&F Properties Comprehensive Plan Amendment

Review File No. 22468-5, Business Item No. 2024-270

BACKGROUND

The City of Elko New Market is located in southeastern corner of Scott County and is completely surrounded by New Market Township.

Thrive MSP 2040 (Thrive) designates Elko New Market as a “Rural Center” community designation. The Council forecasts from 2020 to 2040 that the City will grow from 6,000 to 11,800 population and from 1,970 to 4,370 households. The Council also forecasts that between 2020 and 2040, the City’s employment will increase from 1,630 to 1,940 jobs.

The Metropolitan Council reviewed the City of Elko New Market 2040 Comprehensive Plan ([Business Item 2021-151JT](#), Review File No. 22468-1) on July 14, 2021. This is the fifth comprehensive plan amendment since the 2040 Plan was reviewed.

REQUEST SUMMARY

The purpose of this amendment is to facilitate the redevelopment of the Elko Speedway site. The amendment accomplishes this by reguiding approximately 97 acres of Commercial land to the following: High Density Residential (1.9 acres); Mixed Use Commercial/Residential (1.8 acres); Low Density Residential (85 acres); and, Medium Density Residential (8 acres), and approximately 33 acres of land from Medium Density Residential to Low Density Residential. As part of this amendment, the City is creating a new land use category (Mixed Use Commercial/Residential) and are updating their Land Use Chapter (maps, tables, and text) to reflect the creation of the new land use category and fully incorporate prior amendments into the 2040 Comprehensive Plan.

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 reviewed and approved the City of Elko New Market 2040 Comprehensive Plan on July 14, 2021 ([Business Item 2021-151JT](#), Review File No. 22468-1).
- The Council reviewed the Adelman Family Property Final Alternative Urban Areawide Review (FAUAR) on February 4, 2022 (Review File No. 22418-2). The FAUAR considered development scenarios for a 242.5-acre portion of the city for a business/limited industrial park including commercial and residential uses.
- The Council reviewed the Elko New Market Alternative Urban Areawide Review (AUAR) Update on February 23, 2022 (Review File No. 21338-4). The AUAR update considered development scenarios for a 265-acre portion of the city for a proposed industrial park.



- The Council administratively reviewed the Geiger/Mohs comprehensive plan amendment on October 11, 2022 (Review File No. 22468-2). The amendment reguided approximately 4.16 acres from Commercial to High Density Residential to facilitate a future multi-family development.
- The Council administratively reviewed the R&F Properties comprehensive plan amendment on March 22, 2023 (Review File No. 22468-3). The amendment reguided 24 acres from Commercial to Medium Density Residential (16.3 acres) and High Density Residential (7.7 acres) to facilitate the future development of 51 to 120 housing units.
- The Council administratively reviewed the R&F comprehensive plan amendment on September 22, 2023 (Review File No. 22468-4). The amendment reguided 22.64 acres from Medium Density Residential to Low Density Residential to facilitate the future development of 11 to 22 housing units.
- The Council administratively reviewed the August Ventures & Winkler Land Co. comprehensive plan amendment on August 23, 2024 (Review File No. 22468-6). The amendment reguided 17 acres from Medium Density Residential to Low Density Residential to facilitate an 86-unit single-family detached development.

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* and is consistent with Council policy. There are no existing or planned units of the Regional Parks and Trails System in the vicinity of the proposed amendment (see Figure 1). The nearest unit, the Doyle-Kennefick Regional Park, is approximately 7.3 miles northwest of the proposed land use change. The proposed land use change will not have an impact on the Doyle-Kennefick Regional Park or the Regional Parks and Trails system more broadly.

Wastewater Service

Reviewer: Kyle Colvin, Environmental Services (ES) – Wastewater Planning and Community Programs (651-602-1151)

The comprehensive plan amendment covers an area approximately 130 acres, of which approximately 42 acres is developable land, and re-guides this area from medium density residential land uses and commercial land uses to various density residential uses and mixed uses. The amendment area is located in the City's wastewater service district IS-1, which is eventually served by a local 18-inch pipe connected to the very upstream end (MH 1) of interceptor 8016. The interceptor at this connection is an existing 42-inch Fiber Reinforced Pipe that was constructed in 2006. The amendment includes revised 2040 wastewater flow projection from this service district that reflects a reduction of flow of approximately 0.17 million gallons per day or about 17% less than what was projected from this service area, and less than 1% in city wide flow,

as reflected in the City’s original 2040 Comprehensive Sewer Plan. Therefore, the proposed amendment does not represent a departure from, nor an impact to, the Regional Wastewater System Plan.

Transportation

Reviewer: Joe Widing, Metropolitan Transportation Services (MTS) (651-602-1822)

The proposed amendment conforms to the *2040 Transportation Policy Plan (TPP)*. The proposal looks to redevelop the existing speedway into a low-density single-family neighborhood with potentially 106 single-family detached homes, 38 townhome units, and a mixed-use area with a potential 111-unit apartment and standalone retail. The regional roadway system, Scott County State Aid Highway 2 (CSAH 2), should have enough capacity for this potential increase. This comprehensive plan amendment is not expected to have any other roadway impacts to the regional system. The comprehensive plan amendment will not impact the regional freight system or the regional aviation system. There are currently no Regional Bicycle Trail Network (RBTN) alignments or corridors near the site to consider, and there are currently no fixed route transit services to consider.

Advisory Comments

This redevelopment could bring an increase in expected traffic trips of between 2,500 to 3,500 new trips per day. Scott County staff should monitor the France Avenue and CSAH 2 intersection to determine if turning volumes warrant upgrades to the intersection. Additionally, the attached project site plan does not indicate if pedestrian facilities will be constructed. Metropolitan Council staff advise that sidewalks should be installed along the proposed local streets and that easements or other means of preserving right-of-way be considered along Market Place Boulevard to connect the development to existing multi-use trails along France Avenue and CSAH 2.

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. The City offers that the amendment does not affect the community wide forecast. The amendment revises Table 6.3 of the 2040 Comprehensive Plan to add an additional 214 housing units allowed by the planned land uses; however, the Metropolitan Council and the City are satisfied with the reasonableness of the approved forecast and a forecast adjustment is not required.

Table 1. Metropolitan Council City of Elko New Market Forecasts

Category	Census 2020	Current Approved Forecast		
		2020	2030	2040
Population	4,846	6,000	8,500	11,800
Households	1,538	1,970	3,000	4,370
Employment	393	1,630	1,780	1,940

Thrive MSP 2040 and Land Use

Reviewer: MacKenzie Young-Walters, CD – Local Planning Assistance (651-602-1373)

Thrive MSP 2040 identifies the City as a Rural Center Community. The amendment proposed to reguide approximately 97 acres of Commercial land to High Density Residential (1.9 acres), Mixed Use Commercial/Residential (1.8 acres), Low Density Residential (85 acres), and Medium Density Residential (8 acres), and 33 acres of land from Medium Density Residential to Low Density Residential to facilitate a residential and mixed-use redevelopment of the Elko Speedway site. As part of the amendment, the City is creating a new land use category (Mixed Use Commercial/Residential) and are updating their Land Use Chapter (maps, tables, and text) to reflect the creation of the new land use category and its application. The site is located southwest of the intersection of 260th Street East and France Avenue (see Figure2).



The amendment will decrease the City’s overall minimum density for areas of new development and redevelopment from 3.15 units per acre to 3.11 units per acre. The resulting community-wide density is consistent with Thrive’s requirement that Rural Center Community’s plan for a density range of 3 to 5 units per acre. No other aspect of Thrive’s land use policy is impacted by the proposed amendment.

Table 2. Planned Residential Density, City of Elko New Market

Category	2018-2040 Change				
	Min	Density Max	Net Acres	Min Units	Max Units
Low Density Residential	2.5	5	<u>1,943</u>	4,858	9,716
Medium Density Residential	5	10	<u>317</u>	1,585	3,170
High Density Residential	10	30	<u>70.4</u>	704	2,111
Town Center*	10	20	28.5	142	285
Mixed Use Commercial/Residential*	8	30	<u>1.8</u>	7	27
TOTALS			2,360.7	7,296	15,308
Overall Density				3.1	6.5

*50% residential

Advisory Comments

The concept plan provided in the staff report that the City submitted with the amendment shows proposed apartments with a density of 33.64 units per acre within the High Density Land use category; however, the established land uses have a maximum density of 30 units per acre. The final project design must align with the land uses’ density ranges or the density range maximum may be adjusted upwards to accommodate the development through a comprehensive plan amendment.

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 326 units. With this amendment, the City slightly increases the City’s inventory of land guided to support the development of low- and moderate-income housing. As of this amendment, the Plan guides approximately 49 acres of higher density residential land such that at least 442 units could be built.

The City is a participant in Livable Communities Act (LCA) programs.

Surface Water

Steve Christopher, Environmental Service – Water Resources (651-602-1033)

The amendment is consistent with the *2040 Water Resources Policy Plan*.

Advisory Comments

The applicant should complete a site investigation for potential soil contamination due to historical use as the Elko Speedway.

Water Supply

Reviewer: Lanya Ross, Environmental Services – Water Resources (651-602-1803)

This amendment does not impact the community’s local water supply plan information; therefore, the City’s Comprehensive Plan remains consistent with *2040 Water Resources Policy Plan* policies related to sustainable water supplies.

Advisory Comments

The project site is located in the Drinking Water Supply Management Area. As the city proceeds through the environmental review and development planning process, we encourage the City to



consider and implement management strategies to protect water sources. This includes water use and management strategies that conserve water, enhance groundwater recharge, and increase preparedness to lessen the impacts of climate change on water resources and water services. Some of these strategies might include drought tolerant native landscaping, the use of smart irrigation controllers, water reuse systems, pervious surfaces, and other “green” infrastructure.

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

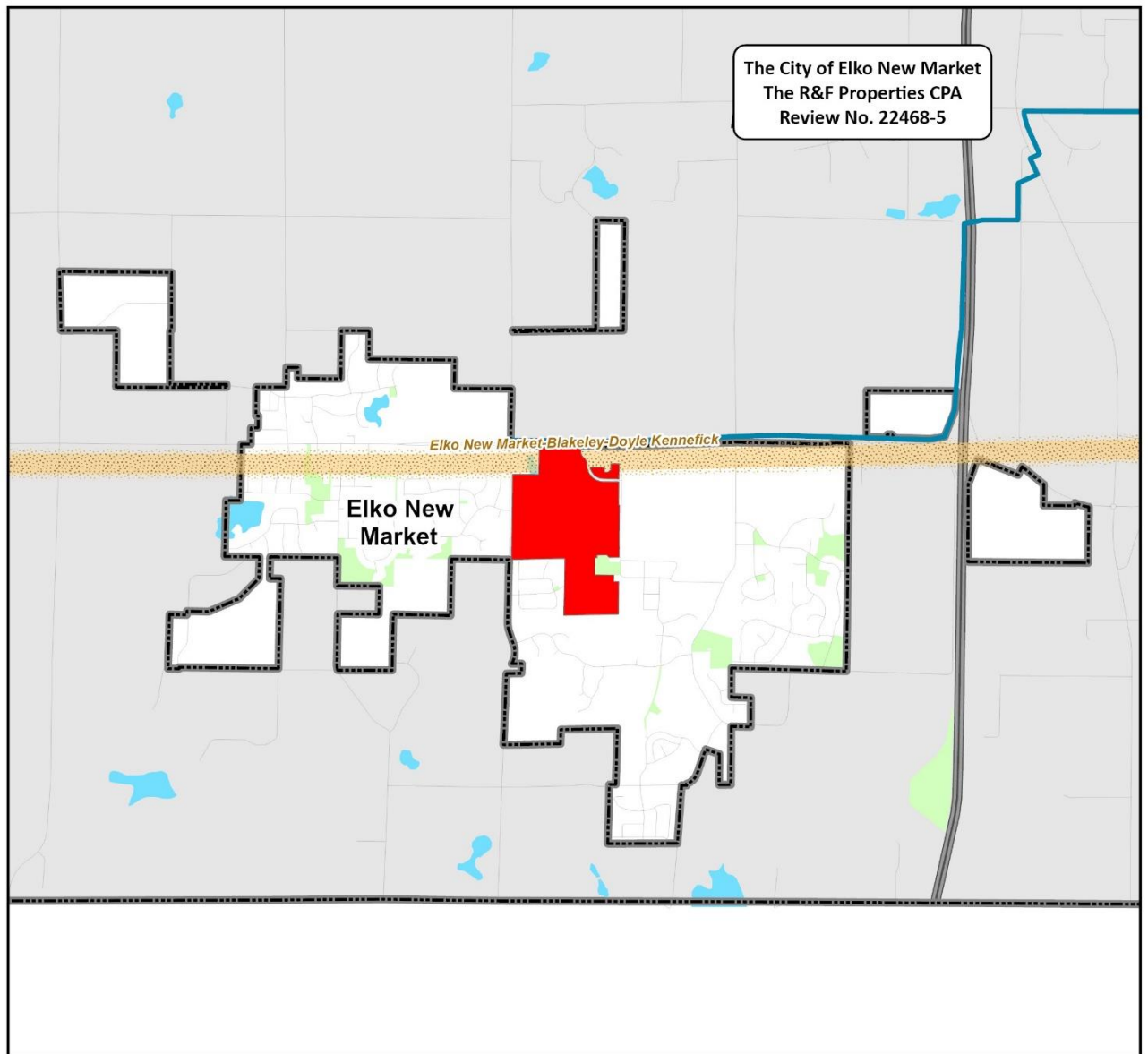
The proposed amendment is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

ATTACHMENTS

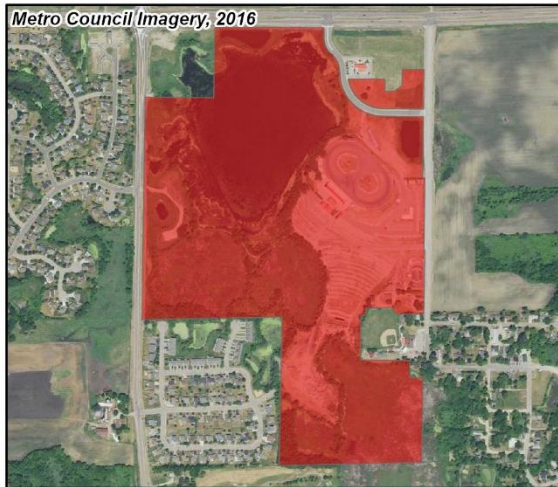
- Figure 1: Location Map Showing Regional Systems
- Figure 2: Location Map Showing Community Designations
- Figure 3: Current Land Use Guiding
- Figure 4: Proposed Land Use Guiding
- Figure 5: Land Guided for Affordable Housing



Figure 1. Location Map Showing Regional Systems



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Regional Systems

Regional Transitways

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

Wastewater Treatment

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

Regional Highway System

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

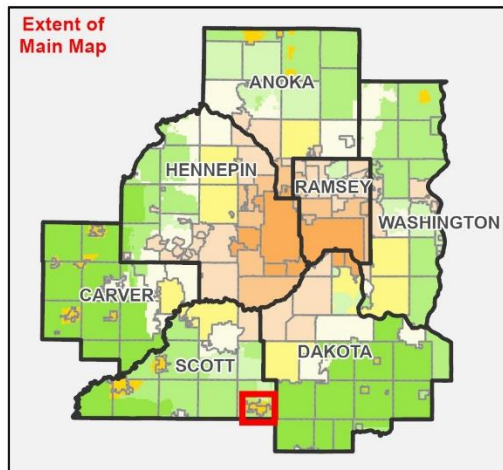
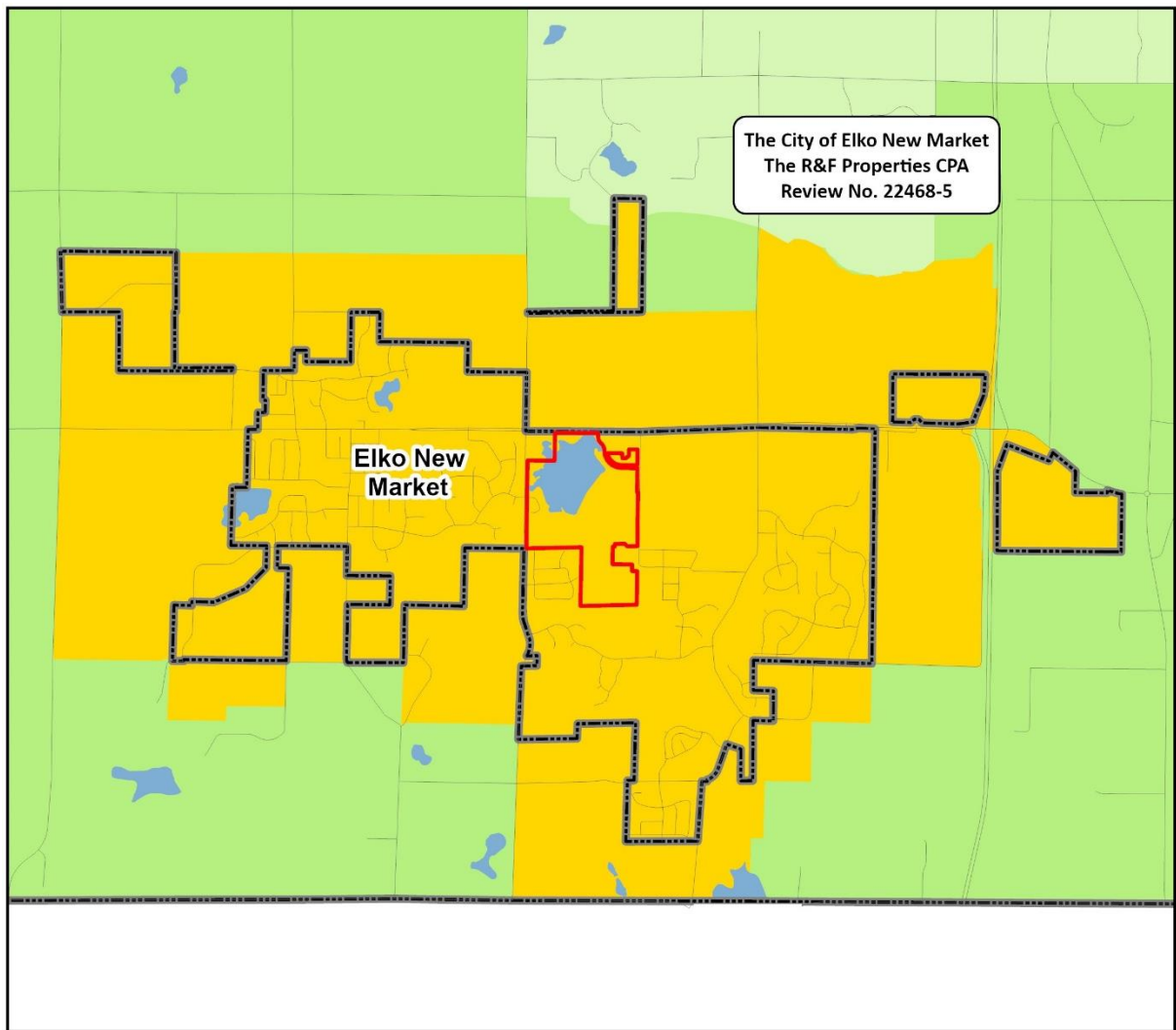
Regional Parks

- 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 Community Designations



ThriveMSP 2040 Community Designations

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



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Figure 3. Current Land Use Guiding

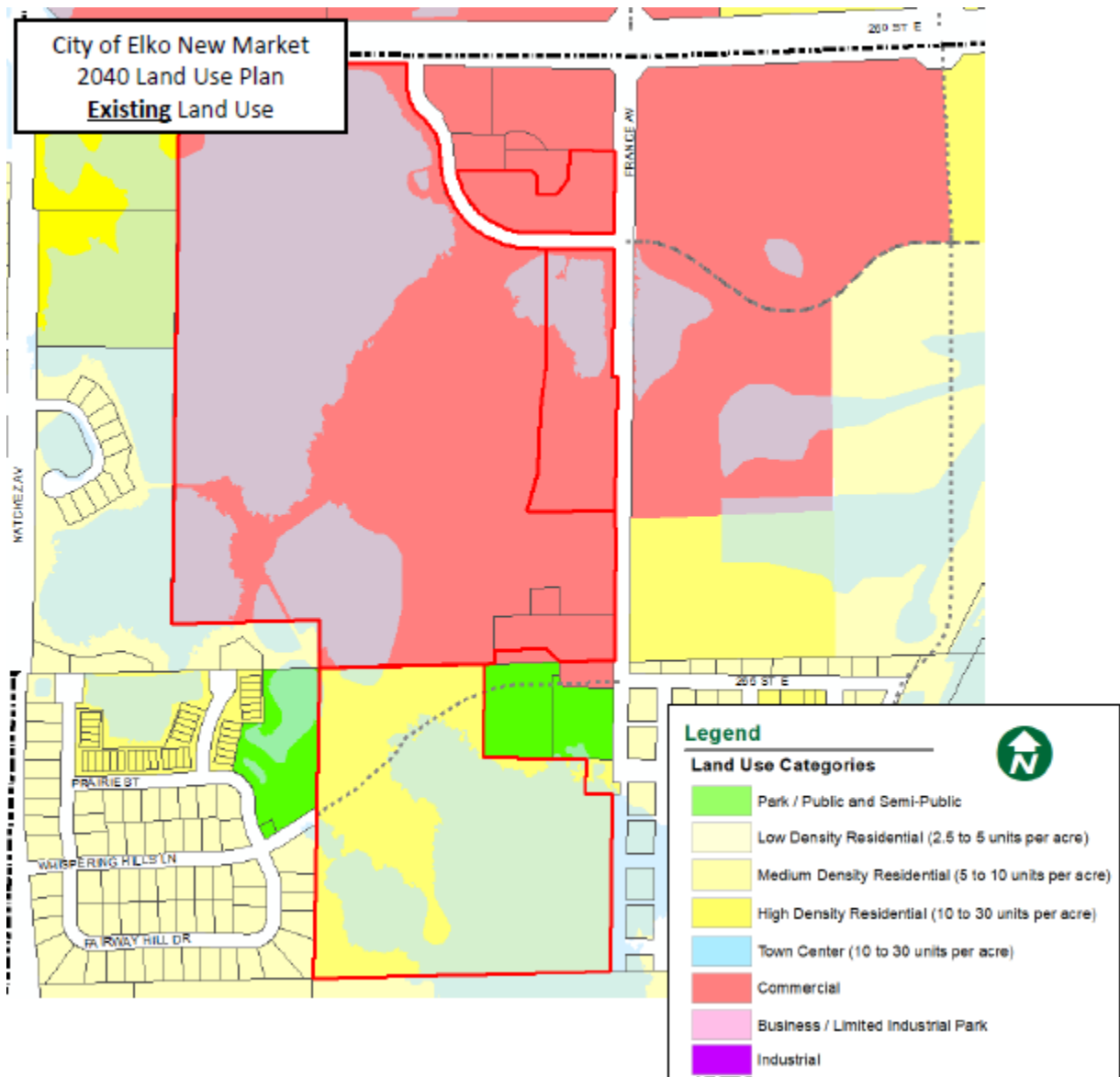


Figure 4. Proposed Land Use Guiding

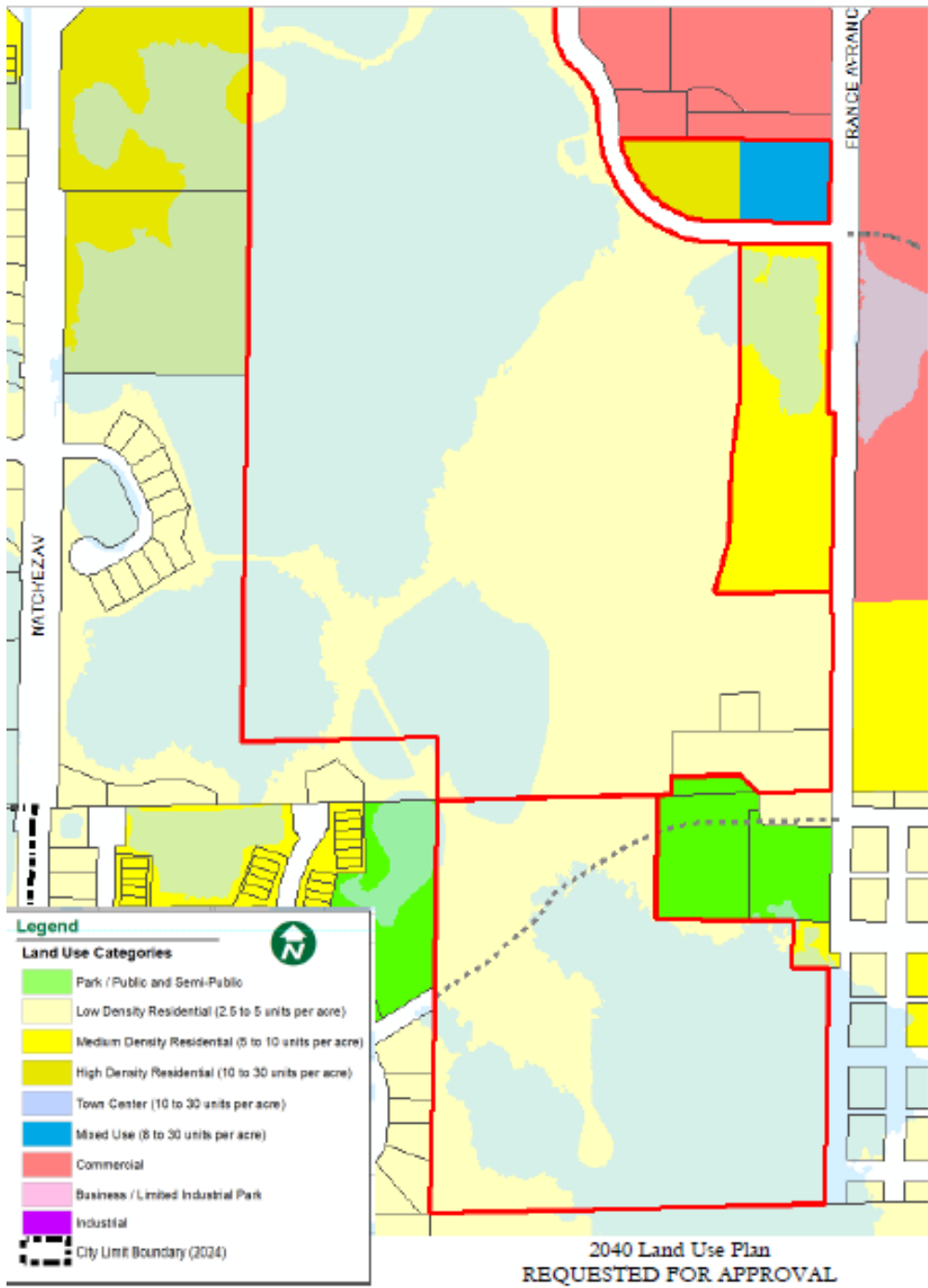


Figure 5. Land Guided for Affordable Housing

2021-2030 share of regional need for Affordable Housing: **326 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	40		10		100%		399
Town Center	8		10		50%		39
Mixed Use - Commercial/Residential	1		8		50%		4
Total	49						442

Sufficient/(insufficient) units possible against share of regional need: **116**

Affordable units built since 2021: **0**

Sufficient/(insufficient) units possible adjusted for affordable units built: **116**

