



STAFF REPORT

DATE: 01/14/2019

REGULAR

ITEM #:5A – Public Hearing

TO: Planning Commission
FROM: Ken Roberts, Planning Director
AGENDA ITEM: **Public Hearing – Draft 2040 Comprehensive Plan Update**
REVIEWED BY: Jennifer Haskamp, Swanson Haskamp Consulting
Kristina Handt, City Administrator

INTRODUCTION

The Planning Commission is being asked to hold a public hearing and consider the final draft of the 2040 Comprehensive Plan Update.

BACKGROUND:

The City has been working with consultant Swanson Haskamp Consulting since February of 2017 on the 2040 Comprehensive Plan Update (Update). As part of the update process, the city held several community engagement events including 4th of July Parade, Arbor Day, Tri-Lakes Ski Show, Farmers Market; Advisory Panel meetings; and two Open Houses. Two public hearings were held at the Planning Commission meetings on May 7, 2018 and May 30, 2018 and two Council Workshops were held at the March 13, 2018 and May 8, 2018.

As explained at the May 15, 2018 City Council meeting, the City's 2040 Comprehensive Plan Update (Update) was originally due to the Metropolitan Council by December 31, 2018. While the City wanted to meet that deadline, an extension request was made (and it was granted) to extend this deadline to February 28, 2019. Before the City can submit the Update to the Metropolitan Council, it must first submit the Update to adjacent jurisdictions for review. These jurisdictions have up to six months to complete this review, although it may not take this long. **(This review period is now complete)**. After the review period, a final public hearing with the Planning Commission is required, and Council must approve with a 4/5 vote that the Update may be officially submitted to the Metropolitan Council for their final review and approval.

On June 5, 2018, the City Council gave preliminary approval to the 2040 Comprehensive Plan Update and authorized staff to send it out for the required adjacent jurisdictional review.

ISSUE BEFORE PLANNING COMMISSION:

Conduct the Public Hearing for the final Draft 2040 Comprehensive Plan Update and make a recommendation about the Update to the City Council.

PROPOSAL DETAILS/ANALYSIS:

Option to Make Changes after Jurisdictional Review. The submittal for adjacent jurisdictional review was sent in draft form. Therefore, the City Council can still make minor changes to the Draft 2040 Comprehensive Plan. These changes cannot be significant however, in that they cannot significantly impact traffic patterns or land use for adjacent jurisdictions. The City could still make changes to the goals and strategies – but staff would not recommend any at this time.

Changes since the 2030 Comprehensive Plan. The City Council requested at the workshop on May 8, 2018 that Staff outline the significant changes since the last Comprehensive Plan Update. Below is a summary of these changes, categorized by Chapter:

- *Chapter 1: Community & Planning Context*
 - This provides a summary of current demographic and socio-economic trends; current market snapshot (both local and regional) and planning context (regional context requirements by the Metropolitan Council and local context and objectives guiding plan development). The regional context requirements reflect the Metropolitan 2015 Systems statement, which forecast that Lake Elmo will more than double its population and add more than 2.5 times the number of households counted in the last census of 2010, and employment will add another 1,000 jobs, increasing by 125% from now until 2040. The local context and objectives guiding plan development describe the process through which the Update was drafted. It also outlines changes from the 2030 Plan, which explains that the Update is a re-write from the previous Plan, taking in to consideration current market place and expected demand.
- *Chapter 2: Vision, Goals & Strategies*
 - This chapter is similar to the 2030 Plan's City-Wide Planning Policy. The former plan's City-Wide Planning Policy outlined goals that pertained to that planning period, including agricultural preservation, goals for residential and non-residential development, housing, environmental protection, municipal services, transportation, I-94 Freeway Corridor Planning Policy, and Village Area Planning Policy. The 2040 Update provides a Vision Statement and outlines goals and strategies. These goals and strategies were derived from a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis exercise by the Advisory Panel. These goals and strategies pertain to character and governance; land use; balanced development and growth; and housing; parks, trails and open space; and transportation and infrastructure.
- *Chapter 3: Land Use*
 - *Sewered Development.* The previous existing land use plan did not include any developed areas that were in the Metropolitan Urban Services Area (MUSA), and the 2040 Update's existing land use includes sewered development (Inwood, Savona, Easton Village, etc.).
 - *Density.* Densities within the plan have changed as follows:
 - Density ranges for Medium Density Residential and High Density Residential were shifted from 4.5-7 units per acre (upa) to 4.5-8 upa and 7.5-15 upa to 8-15 upa, respectively, to allow for a better integration of uses and more flexibility to respond to market demands.

- Density ranges for Village Low Density Residential and Village Medium Density Residential have changed from 1.5-2.49 upa to 1.5-3 upa and 2.5-4.99 upa to 3-7.99 upa, respectively, and a Village High Density Residential Land Use with a density of 8-12 upa in order to provide for an increase in types of housing stock, provide opportunities for a more affordable and lifecycle housing, and bring higher concentration of people living close to Village destinations and amenities.
- *Mixed Use*. Mixed Use south of 10th Street has changed. The 2030 Plan stated that mixed use areas south of 10th Street could be zoned in accordance with either the base or adjacent land use category. This is not actually mixed use. The 2040 Update actually proposes mixed use business and mixed use business park south of 10th Street, which assumes that land will develop with a minimum of 50% residential use.
- *Business Park*. The Business Park land use category specifically exempts residential use, warehousing, manufacturing, distribution, assembly and truck terminals, whereas the 2030 Plan allowed such uses. The aforementioned mixed use business park does, however, allow warehousing, showroom, light manufacturing and residential use.
- *Commercial*. The Commercial category specifies that this land use category is to be used for retail business and not to be used for residential, whereas the 2030 Plan allowed for a broader range of uses, including residential. The mixed use commercial category does allow residential use.
- *Village*.
 - Greenbelt Buffers. These are not within the 2040 Update. Buffering can still be required through ordinance development through required setbacks, landscaping, etc. to buffer less intensive uses from more intensive uses.
 - The center of the Village is guided for Commercial, while it was previously designated as Village Mixed Use. Parcels guided for Rural Single Family north of Stillwater Boulevard and in the southeast portion were changed to Village Mixed Use and Low Density Residential. The northeast area of the Village was changed from Low Density Residential and Commercial to Medium Density Residential and Commercial.
 - There is no longer a Village Plan. Rather, there is reference to creating three districts within the Village: Civic, Elmo Station, and Old Village, which are further described in the Balanced Development & Growth Chapter.
- *Rural Areas*. Residential Estates and Rural Single Family land use designations were combined into one Rural Single Family land use designation, which allows development at a density of 0.1-2 units per acre. Additionally, there is no longer a density requirement for Open Space Preservation developments. The Update simply states that these developments generally average more than one residential unit per 10 acres.
- *Musa*. There is no change to the MUSA except for amendments since the 2030 Plan that have been approved by Council.
- *Staging Plan*. The Staging Plan has changed slightly, and specifies specific development time periods and includes the Village Area. The 2030 Plan designated stages. The 2040 Update still designates the areas south of 10th Street in the same order as the 2030 Plan.

- *Chapter 4: Balanced Development & Growth*
 - This is a new chapter that describes what types of development patterns exist today, where those patterns are changing and evolving, and where they are likely to stay the same.
- *Chapter 5: Housing*
 - The housing chapter presents important housing principles that underscore the dynamics behind the role and importance of housing as a key element within the Plan; focuses on existing housing stock, summarizing important information regarding the overall number, types, affordability, and occupants of housing units; projected need for housing during this planning period; and practical implementation tools to help the City achieve its identified housing goals. The 2030 Plan had similar goals, including providing more affordable and a wider variety of housing.
- *Chapter 6: Parks, Trails, and Open Space*
 - The Parks and Trails chapter focuses on refining and synthesizing information contained within the 2030 Comprehensive Plan and preparing an update that is more concise, clear and direct about the City's goals and objectives for its future in regards to parks and trails. It now functions at a higher level of detail that will focus and more clearly demonstrate the interconnected quality of the Parks and Trails system. There are wider park search areas, and the trail plan identifies a regional trail search corridor and broader trail search corridors. This Chapter will evolve in to an updated Park System Plan and a Trail System Plan that implements this chapter as part of the implementation process.
- *Chapter 7: Transportation*
 - The 2030 Plan has been updated to use new numbers within the 2040 Plan and also includes updated road classification and new improvements to be made.
- *Chapter 8: Surface Water*
 - Information updated.
- *Chapter 9: Wastewater Facilities*
 - Information from the 2030 Plan was updated significantly, as the 2030 Plan only planned for, and did not include, infrastructure.
- *Chapter 10: Water Supply*
 - It is required that this has been updated with the 2015 System Statement projections. The numbers will need to be updated once the final population numbers are determined.
- *Chapter 11: Implementation*
 - Rather than designating implementation within each individual chapter, there is an implementation chapter that describes implementation for each chapter within the 2040 Update.

Changes since Workshop. Through direction of the Planning Commission and Council, the Urban Reserve land use designation, which guided land to develop post-2040, was removed. This has been replaced with various land uses including Village Low Density Residential, Village Medium Density Residential, Low Density Residential, Medium Density Residential, and some High Density Residential.

Jurisdictional Review Comments:

The City received a few comments from adjacent jurisdictions about the proposed 2040 Comprehensive Plan Update. Many of the comments were recommending minor corrections (especially to the maps), were notes of general support or had no comment.

The City of Afton sent comments about the proposed update. I have attached their comments for your consideration. While staff appreciates their concerns and comments, it is our opinion they are not significant enough to warrant changes to the proposed 2040 Comprehensive Plan Update.

Washington County also sent comments about the Draft Plan. I have attached their comments for your consideration. Staff has incorporated many of their comments in this latest version of the plan.

The Metropolitan Airports Commission (MAC) sent the City comments for the Transportation Chapter (Aviation) relating to Lake Elmo Airport, its Master Plan and how that plan relates to the City of Lake Elmo. They noted that they recently updated the Airport Master Plan and that the Airport is now classified as a regional airport. They also noted the ongoing importance of runway and airspace protection zones around the runways and that the City should take these into consideration when reviewing new developments. We have incorporated their relevant comments and changes into the Plan Update as needed.

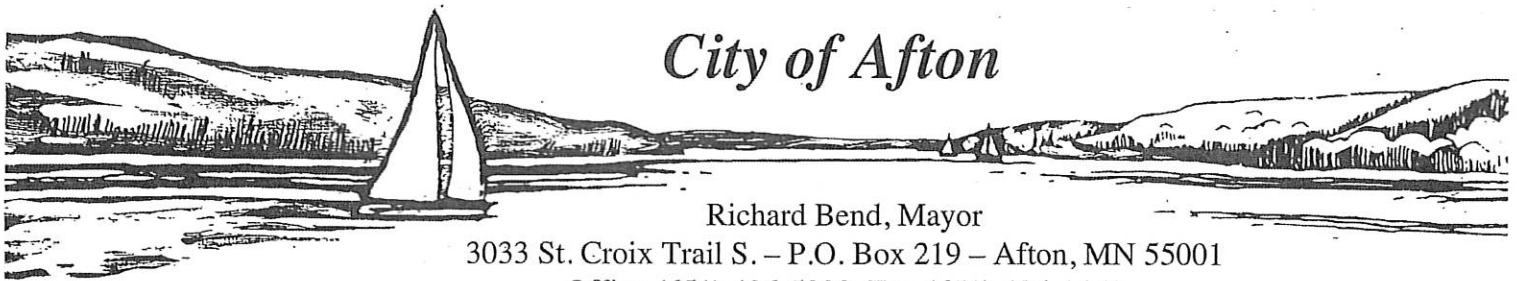
Since June of 2018, staff also made some minor spelling and grammar corrections and clarifications to the draft 2040 Comprehensive Plan Update. They are included in the latest version for your review. The latest version of the 2040 Comprehensive Plan update is available on the City website and is available at lakeelmoplan2040.com/documents/ (To open: Right click then click open hyperlink). This is the version of the proposed Comprehensive Plan the Planning Commission should be considering and making a recommendation on.

RECOMMENDATION:

Staff recommends the Planning Commission hold a public hearing and make a recommendation to the City Council about the Draft 2040 Comprehensive Plan Update.

ATTACHMENTS:

1. City of Afton comments
2. Washington County comments



City of Afton

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December 14, 2018

Emily Becker
Planning Director
City of Lake Elmo
3880 Laverne Avenue N, Ste 100
Lake Elmo, MN 55042

RE: Draft 2040 Comprehensive Plan Comments

Dear Ms. Becker;

Thank you for providing the City of Afton an opportunity to review and comment on the draft 2040 Lake Elmo Comprehensive Plan.

The City of Afton is generally supportive of the draft Plan, and is particularly supportive of the plan to retain the rural character of the majority of the City, but does have concerns related to the following:

Interstate 94 Development. The draft Lake Elmo Land Use Plan directs a mixture of urban uses along the north side of the Interstate 94 corridor. Concerns exist related to the impacts such urbanization will have upon the City of Afton. Of specific concern are the impacts which additional traffic will have upon the I-94 / Manning Avenue interchange area and surrounding lands which lie within the City of Afton.

According to Lake Elmo's draft Transportation Plan, the preparation of an Interstate 94 corridor management plan is expected to be developed in the near future which will examine existing operations and determine future plans. It is assumed that such plan will specifically address long-term capacity issues of the I-94 / Manning Avenue interchange. The City of Afton formally requests an opportunity to collaborate with the City of Lake Elmo, MnDot and other affected communities in this effort.

Beyond the I-94 / Manning Avenue interchange area impacts, the City of Afton also has concerns that new commercial use destinations near the interchange may result in increased traffic volumes within the City's internal transportation network (business patrons who travel through Afton to and from new commercial destinations located in Lake Elmo - along the Interstate corridor). Information related to resulting volumes and likely transportation routes will assist the City of Afton in its future planning efforts.

Water Supply. The City of Afton also has concerns related to the impact which planned urban development along the Interstate 94 corridor will have upon the area's water supply.

It does not appear that the provided draft Lake Elmo Comprehensive Plan includes a water supply plan chapter. It is expected that such a plan includes or will include an examination of the impacts which future urban development is expected have upon groundwater resources in the area.

Recognizing that land use planning decisions play an important role in protecting water resources, additional information related to water supply impacts is requested.

Sincerely,

A handwritten signature in cursive script, appearing to read "Ronald J. Moorse".

Ronald J. Moorse
City Administrator



Board of Commissioners

Fran Miron, District 1

Stan Karwoski, District 2

Gary Kriesel, Chair, District 3

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Lisa Weik, District 5

August 14, 2018

Emily Becker, Planning Director
3880 Laverne Avenue North, Suite 100
Lake Elmo, MN 55042

RE: Review of the draft Lake Elmo Comprehensive Plan

Dear Ms. Becker,

Washington County appreciates the opportunity to review the draft Lake Elmo Comprehensive Plan. These comments are intended to be supportive and constructive in nature. The county recognizes the city's authority to adopt its plan and commends the city on the work performed to-date.

County staff from the departments of Administration, Public Health and Environment, and Public Works, and staff from the Washington County Community Development Agency have reviewed the draft plan. Comments are included as an attachment to this letter.

The comments provided are intended to identify opportunities to improve the draft plan, and provide additional information or context. The comments should be construed as suggestions for the city to consider as it works to finalize its comprehensive plan.

Again, we appreciate the opportunity to review the draft Lake Elmo Comprehensive Plan and look forward to working with the city to create a common vision for the future of the county.

Sincerely,

A handwritten signature in blue ink, appearing to read "Gary Kriesel", with a large, stylized loop at the end.

Commissioner Gary Kriesel
Washington County Board Chair

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Washington County Comments

Draft Lake Elmo Comprehensive Plan

Chapter 2: Vision, Goals and Strategies

- Page 12, Housing: The county supports the main ideas behind Goals #1 and #2 that seek to expand the range of housing options as a way to meet resident housing needs at all stages of life and affordability levels.

Chapter 3: Land Use

- The county supports the city's approach to developing the plan, including:
 - Updating the comprehensive plan for compliance with the Metropolitan Council's minimum requirements, while tailoring the plan to meet the city's long-term vision and aspirations.
 - Simplifying and synthesizing the city's existing adopted plan to make it easier to read, understand and implement for policy makers, staff, residents, stakeholders and developers.
 - Engaging the public early and often, and providing them with opportunities to help guide the development of this plan update.
 - Incorporating goals to provide a mix of housing opportunities
- Page 32: The county is encouraged by Lake Elmo's support of solar resources through the city's adopted ordinances and official controls. The county looks forward to partnering with Lake Elmo when opportunities arise to create a more sustainable region.

Chapter 5: Housing

- Page 4, Housing Principles: The county values the inclusion of this section that describes the benefits of a diverse and affordable housing supply for residents and local businesses.
- Page 21, Implementation Table: The county appreciates the inclusion of several Community Development Agency (CDA) housing programs and initiatives.
- Page 21, Implementation Table, "Protect and Reserve Housing Stock" Goal: The county encourages the city to consider including the CDA's Septic Loan and Grant Program as one of the tools.
- Page 21, Implementation Table, "Explore Ways to Integrate Lifecycle Housing" Goal: The county encourages the city to consider including the CDA's GROW Program and Low Income Housing Tax Credit Program among the tools in the table.

Chapter 6: Parks, Trails and Open Space

- Lake Elmo Regional Park Reserve can be referred to as Lake Elmo Park Reserve.
 - Park Reserves, as the Metropolitan Council defines them, are regional by default.
- Page 129: Lake Elmo Park Reserve is currently 2,178.9 acres
- Page 137:
 - Inwood Avenue N should say south of CSAH 6, not CSAH 14
 - Lake Elmo Avenue N (recently installed sidewalk through Old Village District)
 - Minnesota State Law prohibits biking on sidewalks in a business district, this bullet point should specify where biking is allowed on Lake Elmo Avenue
- Pages 141 - 142: Text and map is showing a "Special Use" Park facility to provide access to Lake Elmo Park Reserve south of Lake Elmo. Access at this location is not in the Lake Elmo Park Reserve Master Plan.

= make changes

- The county is encouraged by the city's commitment to maintain current parks and trails and in exploring new opportunities for parks and trails and enhancing their connectivity. To align with the Washington County Waste Management Master Plan 2018-2036 "in creating away-from-home recycling opportunities based on best practices in parks, athletic fields, arenas, and recreation centers" consider collaborating with the county to potentially plan for and include waste and recycling stations in various areas throughout park and trail systems. *-add to implementation chapter*

Chapter 7: Transportation

- Page 22: The city proposes County State Aid Highway (CSAH) 17's designation to be changed from a B-Minor Arterial to a Major Collector. This is not part of Washington County's Comprehensive Plan as the county has no plans to change the designation of CSAH 17.
- Page 29, Table 7-6, Access Management Guidelines: Consider matching the Washington County Access Spacing Guidelines found on page 5-41 of the Washington County draft 2040 Comprehensive Plan.

Chapter 8: Surface Water Management

- The county is encouraged by the city's water resources goals that recognize the preservation and protection of groundwater resources. The county is also encouraged to see reference to the county Groundwater Plan.
- With regard to the title of this chapter, the city's plan covers preservation and protection of groundwater and surface water, therefore the county recommends the city remove the word "Surface" from the name of the plan and title it "Local Water Management Plan" as it is defined in Minnesota Statute 103b.235. This would require changing the wording throughout the plan to be inclusive of all water resources where appropriate.

Chapter 9: Wastewater Services

- Consider adding the following statement which describes the county's Subsurface Sewage Treatment System (SSTS) program:
 - All systems must be installed and maintained to meet the standards of the Washington County Subsurface Sewage Treatment System (SSTS) ordinance, and Minnesota Rules Chapter 7080-7083. The county SSTS Ordinance is codified in the Development Code as Chapter 4, Ordinance # 206. The county is responsible for implementing the ordinance in the city of Lake Elmo, including requirements for: Compliance Inspections of existing systems, permitting and inspection of new and replacement systems, site review, maintenance requirements, and operating permits for Type IV Advanced Sewage Treatment Systems.
- The SSTS agreement referenced in the city's comp plan as Appendix C in Chapter 9 is no longer in effect and is replaced by Ordinance #206, administered by the County Department of Public Health and Environment.

Healthy Communities Please note: The city does not specifically include a Healthy Communities component in its draft comprehensive plan, but it is a component of the Resiliency and Sustainability chapter of the draft Washington County Comprehensive Plan.

- The county is encouraged by the city's goals and objectives to support the health of their community in numerous ways. The following efforts are of particular note in supporting healthy communities:
 - Recognizing the need for affordable housing and plans to support the development of life-cycle housing for older and low income residents.

- Efforts to engage community members throughout the comprehensive planning process through public input and open houses.
- Endorsing residential developments that integrate pedestrian, bikeway and transit connections to services, commerce and recreational opportunities.
- Preservation and continued support of rural residential landscape, parks, and open space system.
- Providing accessible options to purchase healthy and fresh foods and products.
- Not addressed in plan:
 - Chapter 6: Parks, Trails & Open Space: Consideration for Americans with Disabilities Act (ADA) accessibility in planning, adaptive playground equipment and tobacco free recreation space;
- The county appreciates the inclusion of the following statement on page 28 of Chapter 3: "As part of the 2040 Comprehensive Plan Update process, the City obtained a grant from Washington County Health Services through the State Health and Improvement Program (SHIP) to incorporate living healthy principles into this Comprehensive Plan."
 - We respectfully ask that the wording is updated as follows: "the City obtained a grant from Washington County Department of Public Health and Environment through the Statewide Health Improvement Partnership (SHIP)..."