



STAFF REPORT

DATE: March 13, 2018

DISCUSSION

ITEM #02

AGENDA ITEM: Comprehensive Plan Update

SUBMITTED BY: Emily Becker, Planning Director

BACKGROUND:

The City has been holding a number of pop up sessions, Advisory Panel meetings, and an open house to gain feedback on the City's long-term vision, goals, strategies and policies for guiding future changes and investments. The City's Comprehensive Plan Consultant, Swanson Haskamp Consulting, will be providing the Council on update on the Comprehensive Plan process.

ISSUE BEFORE COUNCIL:

The Council is being provided an update on the Comprehensive Plan process in order to be prepared for resident questions prior to the Open House on April 11th, which will provide residents an opportunity to provide feedback on a draft of the Comprehensive Plan.

PROPOSAL DETAILS/ANALYSIS:

The City's Consultant will be presenting an update on the process. A draft of the Land Use Plan is included in this packet in order to familiarize the Council with the draft prior to the Open House.

FISCAL IMPACT:

Consultant time (hourly rate of \$105-\$150/flat in-person meeting rate of \$500).

OPTIONS:

The Council is being provided an update in preparation for potential questions prior to the Comprehensive Plan Open House April 11th, 2018. The Council is not being asked to provide feedback on the content of the Plan at this time.

ATTACHEMENT:

- Draft Comprehensive Plan

Chapter 3: Land Use

Existing & Future





INTRODUCTION

The City of Lake Elmo is a growing, dynamic, and diverse community that has experienced significant change over the past planning period. The City's proximity to jobs, access and regional amenities means that the City will likely continue to experience external pressures to grow. Consequently, it is essential for the City to develop a thoughtful, well-planned approach to its future land uses and growth strategy. The following chapter will focus first on existing land uses that will provide a baseline from which the Future Land Use Plan ("FLU") was derived. The FLU guides anticipated densities of new neighborhoods, locations of future mixed-use and employment centers, and guides land for commercial and retail services through 2040. The community understands that while there is significant growth pressure and demand today for certain types of development, that demand is likely to ebb and flow and change over the next several decades as market trends fluctuate. More detail regarding current market trends and development can be found in Chapter 4. Balanced Development & Growth within this Plan; however, the pace of growth is addressed through the Staging Plan that is included in subsequent sections of this chapter. The Staging Plan provides sequential geographic areas available for development and growth during prescribed time periods that methodically allows for contiguous development and cost-effective expansion of municipal services to undeveloped areas of the community.

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The Future Land Use, Staging and Special Area plans contained within this chapter, if consistently followed and implemented, directly support the goals and objectives contained within Chapter 1: Vision, Goals & Strategies. The intent of this chapter is to demonstrate where land use changes are anticipated, where existing land use patterns are guided to stay the same, and how these land uses patterns will continue to support the identity and character of the community through this planning period.

2040 Land Use Highlights – What’s to Come

- » The Existing Land Use Patterns in the Rural Residential areas should be protected through this planning period; some new rural residential neighborhoods, including open space developments, are anticipated to develop consistent with the City’s rural tradition.
- » New Future Land Use designations will allow for a better response to market conditions and will allow a greater options in land use choices.
- » Integration of more diverse neighborhood patterns and densities will allow for a stronger commitment to the staging plan.
- » Refinement of staging and infrastructure phasing to promote contiguous, well-planned development.

Existing Land Use

The existing land use patterns reflect the City's past commitment to the rural landscape and investment in development of primarily single-family detached housing. Rural residential neighborhoods with conventional rural subdivisions and open space development subdivisions are sprinkled throughout much of the community's landscape. The many lakes of the City are dotted with smaller residential lots that once were dominated by vacation homes that have now transitioned to full-time residences. The Lake Elmo Regional Park Reserve is centered in the City providing a hub of natural and recreational resources for both City and metro-area residents. The "Old Village" is the historical hub of activity in the City, and a mix of uses is present today including some residential, commercial and office users. Business uses, employment pockets and retail/service users are primarily located in or near the "Old Village", along the I-94 corridor, or at major intersections and thoroughfares.

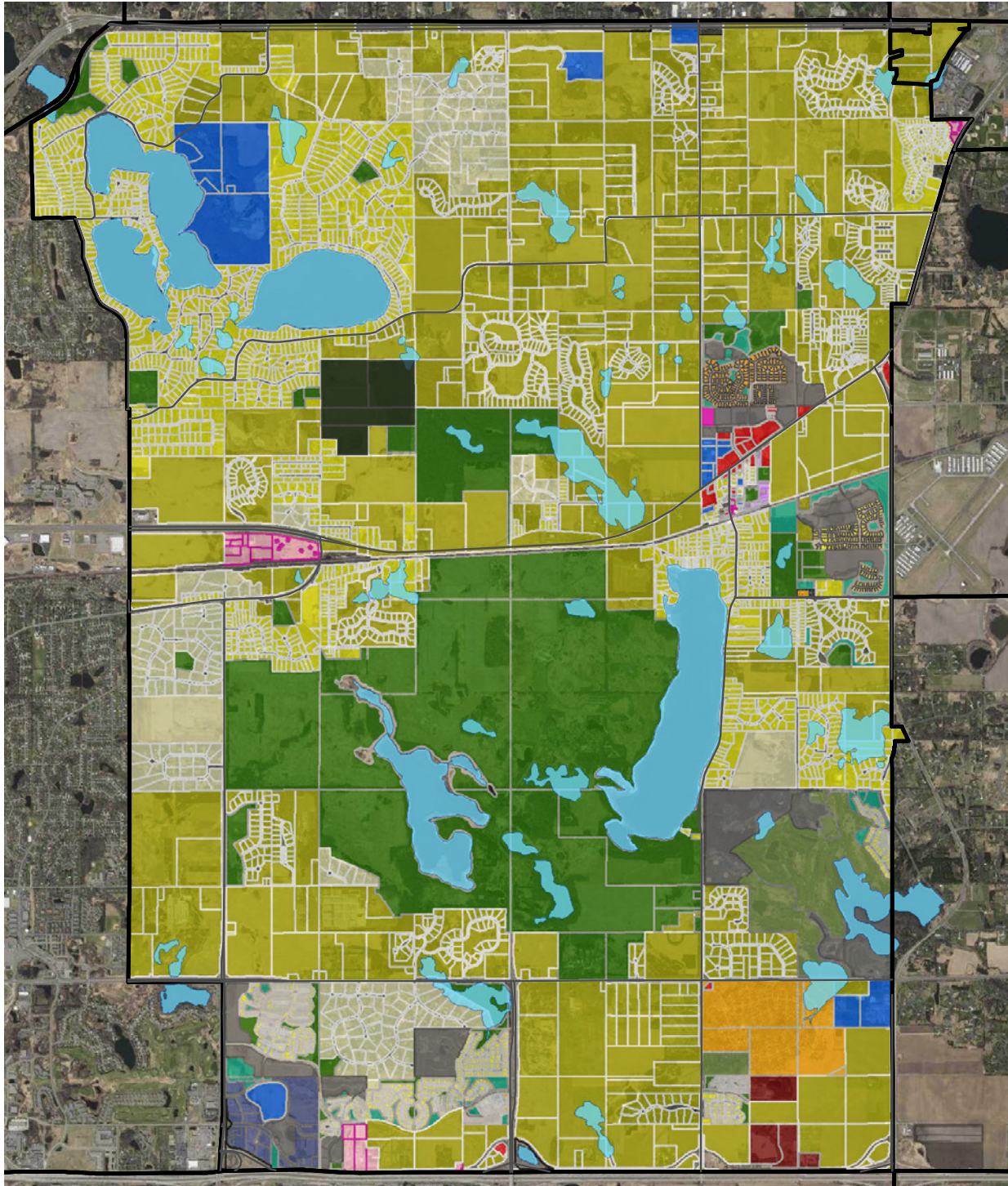
In Lake Elmo's 2030 Comprehensive Plan, the City's existing land uses did not include any areas that were connected to municipal services or located within the Metropolitan Urban Service Area ("MUSA"). Now, in this 2040 Plan, the existing land use patterns include neighborhoods that have been developed or are under construction that were guided in the MUSA in the previous plan. The availability of municipal services has allowed for the addition of new land use patterns that can be found in developing neighborhoods such as Inwood, Savona, and Easton Village. Additionally, the Old Village area has been incrementally served and connected to municipal services over the past decade, which has allowed for existing small-lot residential neighborhoods to be served, as well as new neighborhoods under development. While the developing neighborhoods in the MUSA continue to be dominated by single-family detached uses, some diversification has started to emerge as a few small pockets of medium-density residential uses are under construction and development.

Table 3-1. Existing Land Use

Existing Land Uses	Residential Density (dwelling units/acre)	Acres	% Total Acres
Agricultural Preserve (AP)	0.025	414.70	2.67%
Rural Area Development (RAD)	0.1	6,040.82	38.96%
Rural Estate (RE)	0.1 -0.4	815.26	5.26%
Rural Single Family (RSF)	0.66 - 2.0	1,754.14	11.31%
Low Density Residential (LDR)	2 - 4	182.06	1.17%
Medium Density Residential (MDR)	4 - 8	231.41	1.49%
Village - Low Density Residential (V-LDR)	1 - 4	36.08	0.23%
Village - Medium Density Residential (V-MDR)	4 - 6	48.18	0.31%
Mixed Use (MU)	5 - 12	4.93	0.03%
Undeveloped (U)	Various	392.15	2.53%
Limited Business (LB)	NA	71.79	0.46%
Business Park (BP)	NA	88.01	0.57%
General Business (GB)	NA	70.09	0.45%
Commercial (C)	NA	50.27	0.32%
Institutional (INST)	NA	305.40	1.97%
Closed Landfill (CL)	NA	67.53	0.44%
Public/Semi-Public (PSP)	NA	123.55	0.80%
Golf Course (GC)	NA	267.36	1.72%
Parks & Open Space (POS)	NA	2,593.74	16.72%
Right of Way (ROW)	NA	594.18	3.83%
Open Water	NA	1,355.29	8.74%
TOTAL		15,506.96	100.00%

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Map 3-1: Existing Land Use Map 2018



Existing Land Use

Lake Elmo Parcels

ELU

- | | | | |
|-------|-------------|---------------|-----------------|
| RAD | LDR | LB | Golf Course |
| RE | V-MDR | BP | PSP |
| RSF | MDR | GB | Park/OS |
| V-LDR | HDR | C | Closed Landfill |
| | MXD | Industrial | ROW |
| | Undeveloped | Institutional | |



Existing Land Use Definitions

Agricultural Preserve (AP)

This land use designation identifies land that is enrolled in the Agricultural Preserves program. Land in this designation is required to be guided for no more than 1 dwelling unit per 40 acres, and is protected from further subdivision during the contract period.

Rural Area Development (RAD)

This land use designation represents the large areas of rural residential development and agricultural uses within the City. Common uses found in these areas include working farms, alternative agricultural uses as defined by City Code, and rural single family detached residences. Development in these areas requires 10+ acres, or a conditional use permit to authorize a cluster development meeting the City's Preserved Open Space regulations.

Rural Estate (RE)

This land use designation defines areas developed specifically for large lot single-family detached housing typically on two or more acres of land, but developed at densities less than one unit per ten acres.

Rural Single Family (RSF)

This land use designation identifies land that was platted for conventional subdivision prior to 2005, and includes large lots that are primarily serviced by private on-site well and septic system.

Low Density Residential (LDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 2.5 and 4 dwelling units per acre. This existing land use is only located within the South MUSA.

Medium Density Residential (MDR)

This land use designation identifies land that has been developed primarily with a mix of attached and detached single-family housing with urban services between 2010 and 2018 at densities between 4.5 and 7 dwelling units per acre, and the manufactured home park that was developed in the 1960s. This existing land use is only located within the South MUSA.

Village - Low Density Residential (V-LDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 1.5 and 2.5 dwelling units per acre. This existing land use is only located within the Village Planning MUSA.

Village - Medium Density Residential (V-MDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 2.5 and 5 dwelling units per acre. This existing land use is only located within the Village Planning MUSA.

Mixed Use (MU)

This land use designation identifies land developed with a mix of commercial and residential uses and is limited to land within the Village Planning Area.

Undeveloped (U)

This land use designation identifies land within the South MUSA and Village MUSA that have been approved for future sewered development through a Preliminary Plat or PUD process, but Final Plat has not been completed.

Limited Business (LB)

This land use designation identifies areas that are developed with commercial users that were not served by urban services. Users in this designation are generally less intense than would be permitted in the planned MUSA designations.

Business Park (BP)

This land use designation identifies areas used for professional businesses including medical and research facilities, offices and corporate headquarters. Users specifically excluded for existing park areas include warehousing, manufacturing, distribution, assembly and truck terminals. Retail sales of goods and services are allowed by conditional use permit.

General Business (GB)

This land use designation identifies areas used for general business activities that currently include warehousing, light industrial and manufacturing uses.

Commercial (C)

This land use designation identifies areas that are used for retail and service businesses. This land use can be found within the Village MUSA and South MUSA.

Institutional (INST)

This land use designation identifies lands that are developed with public or semi-public uses including users such as, but not limited to, religious institutions, schools, libraries and other civic buildings.

Public/Semi-Public (PSP)

This land use designation identifies lands that support adjacent development with stormwater ponds and other utilities and may include ancillary uses such as trails and small open spaces.

Golf Course (GC)

This land use designation identifies land that is used for a private golf course and ancillary uses that may include, but not be limited to, driving range, clubhouse and other amenity centers.

Park & Open Space (POS)

This land use designation identifies land that is used for park, recreation, trails, other natural resources preservation. Land within this designation is publicly owned by either the City, county, or other public agency.

Closed Landfill Restricted (CL)

This land use designation identifies former landfills that are qualified to be under the Closed Landfill Program of the Minnesota Pollution Control Agency (MPCA). The purpose of this category is to limit uses of land within the closed landfill, both actively filled and related lands, to minimal uses in order to protect the land from human activity where response action systems are in place and, at the same time, are protective of human health and safety.

Right of Way (ROW)

This land use designation includes all publicly dedicated areas that are used for roadways, shoulders, ditches, and other improvements. It should be noted that not all roads in the City are platted, and many are dedicated by easement and therefore this land area is accounted for through associated land use designation. As a result there is more land dedicated to use roads that identified within the acreages identified on the existing land use table.

FUTURE LAND USE

The Future Land Use Plan (“FLU”) was developed by building on stated goals and strategies as identified through the planning process and documented in Chapter 1: Vision, Goals & Strategies. The resulting FLU carefully balances the recommendations and considerations of residents, stakeholders, staff, and policy-makers while responding to and incorporating the regulatory requirements of the Metropolitan Council.

LU Goal #1. Work with residents, developers, land owners and other stakeholders through the development process and require development that is consistent with the future Land Use Plan.

- Chapter 1: Vision, Goals & Strategies

The FLU is in part shaped by the policy designations the City is required to meet as part of the Metropolitan Council’s Thrive MSP 2040 Land Use Policy as provided within the 2015 Lake Elmo System Statement. Lake Elmo falls into two categories of Community Designation, as described in Chapter 2: Community Context. Each of these designations carries responsibility for the related Community Role in the regional growth of the metropolitan area in relation to future land use. These roles are outlined in the Metropolitan Council’s Thrive 2040 Land Use Policy and include the following land use practices for Lake Elmo:

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Emerging Suburban Edge

- Plan and stage development for forecasted growth through 2040 and beyond at overall average net densities of at least 3-5 dwelling units per acre in the community. Target higher-intensity developments in areas with better access to regional sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities. Future land use must therefore plan to accommodate a minimum residential density of 3 du/acre within this designation.
- Identify and protect an adequate supply of land to support growth for future development beyond 2040, with regard to agricultural viability and natural and historic resources preservation.
- Incorporate best management practices for stormwater management and natural resources conservation and restoration in planning processes.
- Plan for local infrastructure needs including those needed to support future growth.

Rural Residential

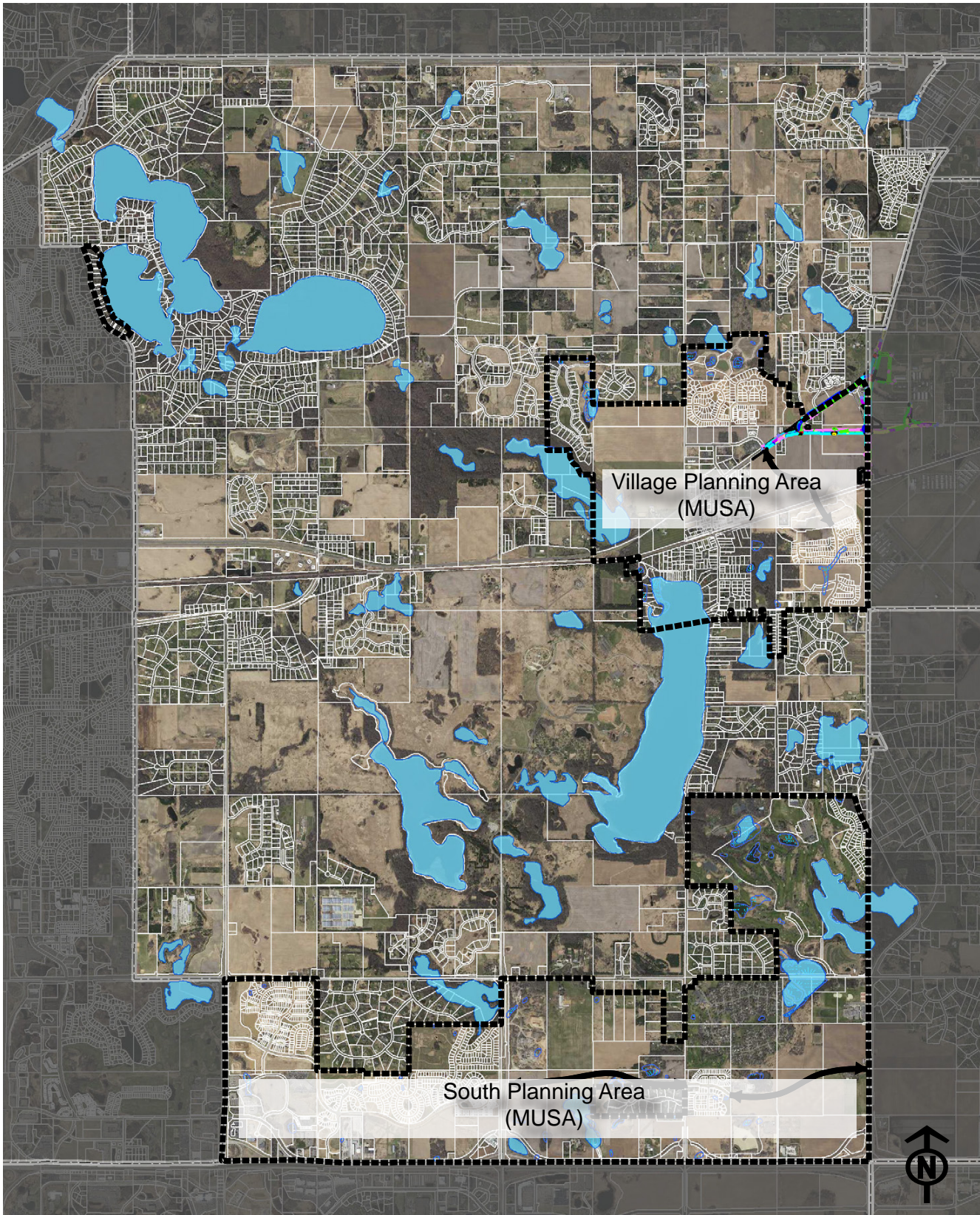
- Discourage future development of rural residential patterns (unsewered lots of 2.5 acres or less) and where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres. Future land use must therefore plan to limit development to a maximum residential density of 0.1 du/acre within this designation.
- Implement conservation subdivision ordinances, cluster development ordinances, and environmental protection provisions in local land use ordinances, consistent with the Council's flexible residential development guidelines.
- Promote best management practices for stormwater management, habitat restoration, and natural resource conservation in development plans and projects.

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The two distinctive Community Designations require the City to adopt and implement a FLU that provides a minimum residential density within the areas defined as Emerging Suburban Edge (where MUSA is designated), while implementing a maximum residential density for the areas identified as Rural Residential (areas not included within the MUSA in this planning period).

The FLU must also identify appropriate land use designations and guide corresponding acreages that support the forecasted employment growth as identified within the System Statement. Additionally, the FLU must guide adequate land area, at appropriate densities, that may accommodate the City's allocated number of affordable housing units for the period between 2021 and 2030. The employment and affordable housing requirements will be provided for within the MUSA, and are not expected to be met within the Rural Residential Areas. The Emerging Suburban Areas are generally consistent with the MUSA areas identified in the 2030 Comprehensive Plan with two exceptions; 1) the existing single-family homes on the south side of Olson Lake are now served by MUSA; and 2) the newly designated Golf Course Community located on the east side of the community was incorporated into the MUSA through a Comprehensive Plan Amendment in October 2017. With the exception of these two areas, the MUSA and corresponding Emerging Suburban Area designations are unchanged from the previous planning period, and all projected urbanized growth can be accommodated within the boundaries as shown on Map 3-2. 2018-2040 MUSA.

Map 3-2. 2018 – 2040 MUSA



Future Land Use Definitions

Agricultural Preserve (AP)

This land use designation identifies land that is enrolled in the Agricultural Preserves program. Land in this designation is required to be guided for no more than 1 dwelling unit per 40 acres, and is protected from further subdivision during the contract period.

Rural Area Development (RAD)

A large percentage of land in Lake Elmo falls within the Rural Area Development designation, including single-family detached homes, working farms and agricultural uses where land is undeveloped, cultivated in crops, or used for livestock. This designation includes open space developments developed with clustered housing and may be served by a community septic system. The open space developments generally average less than 1 residential unit per 10 acres and include a dedicated open space protected through a conservation easement. This designation is inclusive of large-lot rural single family detached residential uses, and future conventional subdivision is planned for densities that do not exceed 1 residential dwelling unit per 10 acres. This land use designation is limited to areas not within the MUSA planning areas.

Rural Single Family (RSF)

This land use designation combines the previous Residential Estate and Rural Single-Family categories into one designation to simplify intended land use guidance. Development with this designation includes single-family detached housing served by private on-site well and septic systems. Some areas with this designation are allowed to have two-family dwellings based on zoning.

Golf Course Community (GC)

In recognition that a Golf Course on the land known as Tartan Park is a local and regional amenity the City wishes to maintain, this specialized land use category has been crafted to maximize the likelihood that a golf course can be maintained on the property should a development proposal for the land come forward.

Low Density Residential (LDR)

Approximately 20% of the planned land uses in the South Planning Area are guided or developed with low density residential land uses. This category includes development of single-family detached housing and two-family attached dwellings with a density of 2.5 to 4 units per acre (2.5 – 4 du/acre) and are planned to be serviced by public sewer and water. This land use is limited to the part of the City within the South Planning Area.

Medium Density Residential (MDR)

Approximately 12% of the planned land uses in the South Planning Area are guided for medium density residential uses. This category allows for a variety of housing types including single-family detached, duplexes, townhomes, and small two- and three-story apartment buildings and/or senior living centers. The Medium Density Residential development is intended for a density of 4.5 to 8 units per acre (4.5 – 8 du/acre). This land use is limited to the part of the City within the South Planning Area.

High Density Residential (HDR)

Approximately 4% of the planned land uses in the South Planning Area are guided for high density residential uses. This land use designation guides land for higher density residential development including townhomes, small apartment buildings, and multi-family dwellings. Residential density ranges between 8.5 and 15 units per acre (8.5 – 15 du/acre) and provides opportunities for affordable housing to be incorporated into future developments. This land use is limited to the part of the City within the South Planning Area.

Mixed Use Commercial (MU-C)

Approximately 8% of the planned land uses in the South Planning Area are guided as mixed-use commercial. This designation is a new land use designation and identifies where a mix of commercial and residential uses may be integrated to benefit from proximity and adjacencies to each other. Commercial uses in this category include service and retail uses such as, but not limited to, restaurants, shops, convenience stores, salons, studios and dry cleaners. Land with this designation is assumed to develop with a minimum of 50% residential use with a density ranging from 12 to 15 dwelling units per acre (12 – 15 du/acre).

Mixed Use - Business Park (MU-BP)

Approximately 8% of the planned land uses in the South Planning Area are guided as mixed-use business park. This land use designation is new and identifies where a mix of general business, business park, and residential uses may benefit or be compatible due to proximity of uses. Business uses in this category include office and service uses such as, but not limited to, offices and agencies, warehouse/showroom, light manufacturing, and live/work development. Land with this designation is assumed to develop with a minimum of 50% residential use with a density ranging from 6 to 10 dwelling units per acre (6 – 10 du/acre).

Village – Low Density Residential (V-LDR)

This land use designation is planned for areas within the Village Planning Area and identifies land intended for single-family detached housing development serviced by municipal sewer and water. Density ranges between 1.5 and 3 dwelling units per acres (1.5 – 3 du/acre). This land use already exists, or is developing, in much of the outside edges of the Village Planning Area, transitioning from the village center districts to the rural land use pattern not designated within the MUSA areas.

Village – Medium Density Residential (V-MDR)

This land use designation identifies proposed land use within the Village Planning Area guided for single-family detached, duplexes, and townhomes/ villa housing types. Residential density ranges between 3 and 5 dwelling units per acre (3 – 5 du/acre). This land use allows for a greater variety in housing stock and brings more people closer to living within easy access of Village destinations and amenities.

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Village – High Density Residential (V-HDR)

This land use designation is a new planned land use within the Village Planning Area and is guided for apartment buildings and multi-family dwellings with a density between 8 and 12 units per acre (8 – 12 du/acre). This land use is intended to provide for an increase in types of housing stock, provide opportunities for more affordable and lifecycle housing, and bring a higher concentration of people living closer to Village destinations and amenities.

Village – Mixed Use (V-MU)

This land use designation is used in the center of the Village Planning Area to identify an area where a mix of vertically integrated commercial/business and residential uses provide development types that benefit from proximity to each other. More residents in closer proximity to businesses bring greater traffic to the businesses while these same businesses offer convenient and necessary services and amenities to nearby residents. Together, the dynamics of a mixed-use district can establish unique vitality, synergy of activity, and a true community destination. Land with this designation is assumed to redevelop or develop with a minimum of 50% residential use with a density ranging from 5 to 10 dwelling units per acre (5 – 10 du/acre).

Limited Business (LB)

This land use designation identifies areas that are developed with commercial users that were not served by urban services. Users in this designation are generally less intense than would be permitted in the planned MUSA designations.

Commercial (C)

The commercial land use includes areas that are used for retail business and are primarily located within MUSA boundaries of the City. Small pockets of commercial land can also be found where retail goods and services are located at transportation intersections. This category excludes any residential use.

Business Park (BP)

This land use provides for a wide variety of professional businesses such as medical and research facilities, offices and corporate headquarters. Uses specifically excluded from existing business park areas include warehousing, manufacturing, distribution, assembly and truck terminals. Retail sales of goods and services are allowable uses by conditional use permit provided such uses are goods and services for the employees of the permitted business use. This category excludes any residential use.

Urban Reserve (UR)

The Urban Reserve land use category identifies land that is currently undeveloped or in a low-intensity residential or agricultural use but is located within the current MUSA boundary. The land is identified to develop in a similar pattern to other surrounding uses that are serviced with municipal sewer and water; however, it is not intended to do so until after the 2040 planning period. Land within the Urban Reserve is therefore not included in the sewerable developable land acreages for 2040 population and household calculations. It is assumed to have a residential density no less than 1 unit per 10 acres (< 0.1 du/acre).

Institutional (INST)

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.

Public/Semi-Public (PSP)

The Public/Semi-Public land use category identifies land that is generally owned by the City or other agency, whose primary purpose is to support adjacent developments with stormwater management and other utilities. This land use may also include some secondary uses such as public trails or small open spaces.

Closed Landfill Restricted (CL)

This land use designation identifies former landfills that are qualified to be under the Closed Landfill Program of the Minnesota Pollution Control Agency (MPCA). The purpose of this category is to limit uses of land within the closed landfill, both actively filled and related lands, to minimal uses in order to protect the land from human activity where response action systems are in place and, at the same time, are protective of human health and safety.

Park & Open Space (Parks)

This land use identifies land used for public recreation and protected open space managed for park uses. Most land within this designation is owned by Washington County or the City of Lake Elmo, but also includes land owned by other public and semi-public agencies.



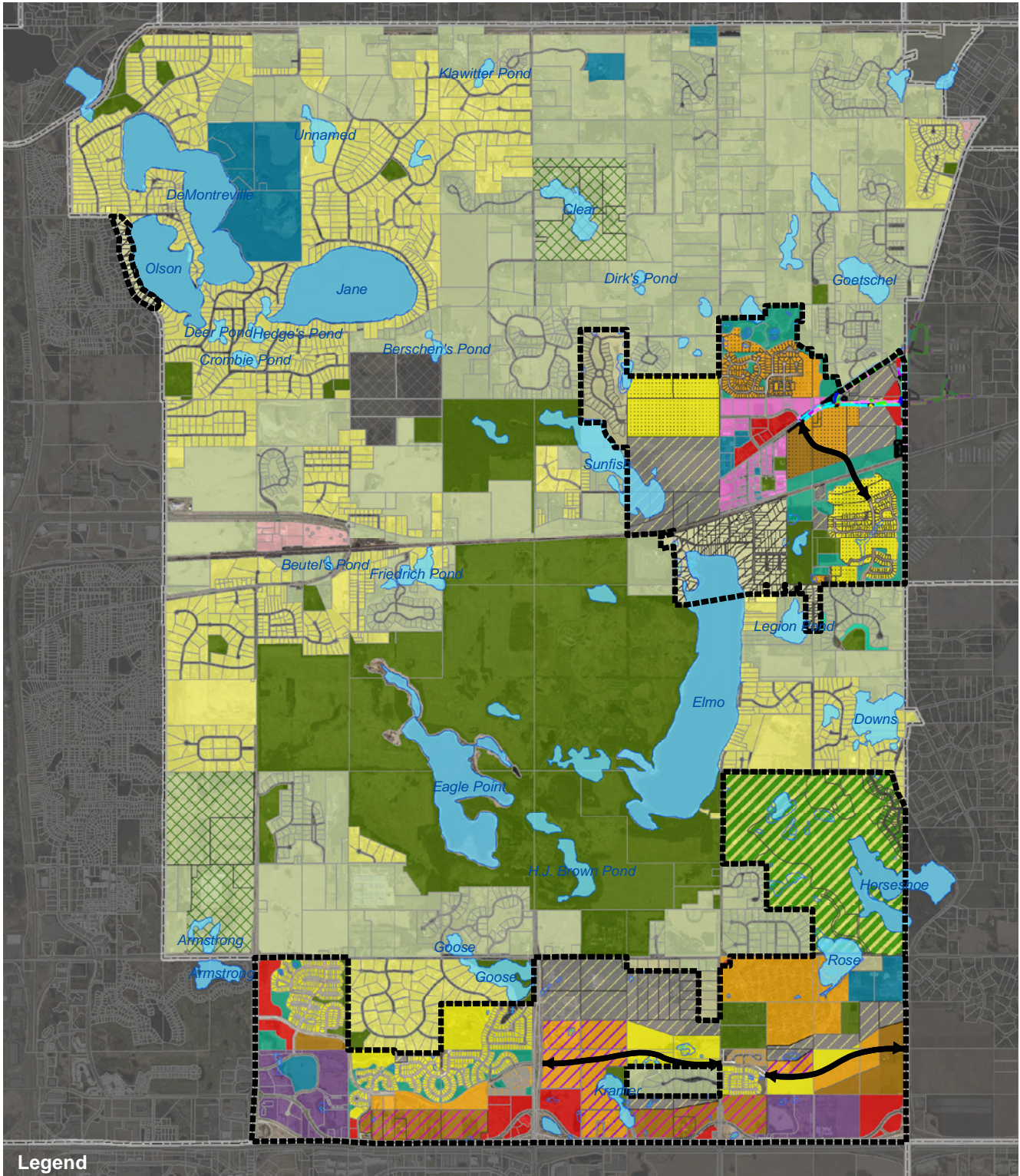
The following table identifies the total land area within the community and comprehensively includes all existing land uses, not guided for change, and planned land uses. The planned land use designations are generally consistent with the 2030 Land Use Plan, with some exceptions as noted:

- The nomenclature regarding sewer residential uses has been changed from “Urban Low Density” to “Low Density Residential, “Urban Medium Density” to “Medium Density Residential” and so forth. This change did not in all cases alter the definition or density ranges but was renamed to better describe the planned land uses.
- The density ranges for Medium Density Residential and High Density Residential were shifted to align with the required affordable housing density requirements as noted within the Metropolitan Council’s Housing Policy Plan.
- Two mixed use residential land uses were added to areas within the MUSA to allow for a better integration of uses and more flexibility to respond to market demands. These use designations require a minimum residential component as described within the Future Land Use definitions.

Table 3-2. Future Land Use Plan and Total Acreage

Future Land Use	Residential Density (dwelling units/acre)	Total Acres	% of Total Acres
Agricultural Preserve (AP)	0.025	414.70	2.67%
Rural Area Development (RAD)	0.1	4,805.93	30.99%
Rural Single Family (RSF)	0.1-2.0	2553.12	16.46%
Golf Course Community (GC)	1.5-2.49	436.04	2.81%
Low Density Residential (LDR)	2.5 - 4	307.74	1.98%
Medium Density Residential (MDR)	4.5 - 8	240.88	1.55%
High Density Residential (HDR)	8 - 15	66.16	0.43%
Mixed Use – Commercial (MU-C)	12 - 15	137.39	0.89%
Mixed Use - Business Park (MU-BP)	6 - 10	146.25	0.94%
Village – Low Density Residential (V-LDR)	1.5 - 3	201.78	1.30%
Village – Medium Density Residential (V-MDR)	3 - 5	108.96	0.70%
Village – High Density Residential (V-HDR)	8 - 12	31.07	0.20%
Village – Mixed Use (V-MU)	5 - 10	76.94	0.50%
Urban Reserve (UR)	0.1	467.04	3.01%
Commercial (C)	NA	158.58	1.02%
Business Park (BP)	NA	179.01	1.15%
Institutional (INST)	NA	301.27	1.94%
Closed Landfill	NA	67.53	0.44%
Public/Semi-Public (PSP)	NA	195.63	1.26%
Park/Open Space (POS)	NA	2615.72	16.87%
Open Water	NA	1355.29	8.74%
Right of Way (ROW)	NA	594.18	3.83%
Total		15,506.97	100.00%

Map 3-3. Future Land Use Map



Legend

AP	LDR	V-LDR	C	PSP
RAD	MDR	V-MDR	BP	Park
RSF	HDR	V-HDR	Urban Reserve	Closed Landfill
RSFS	MU-BP	V-MU	Institutional	ROW
GC	MU-C	LB		



Planned Growth Areas

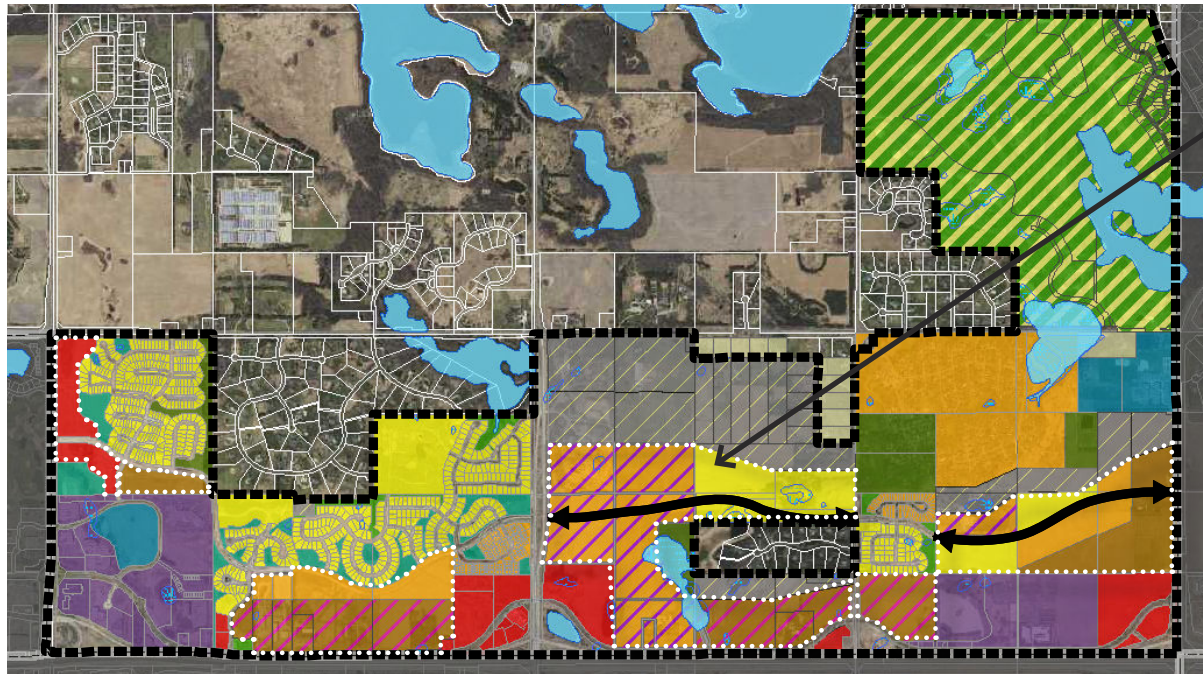
Growth within Lake Elmo is expected to primarily occur in areas designated within the MUSA, consistent with the Metropolitan Council's 2015 System Statement Projections. The City geographically describes their primary growth areas the South Planning Area and the Village Planning Area. Within both of these MUSA boundaries, there is adequate land to serve the projected population, households and employment through 2040. As shown on Map 3-4 and Map 3-5, the areas planned for growth and change in this planning period are identified. Corresponding Table 3-3. Net Developable Acreage of Residential Land Uses provides the calculated density, and expected households, based on the FLU in each of these areas. In addition to the anticipated growth in the areas served within the MUSA, the City also anticipates some growth within the Rural Residential areas consistent with previous land use plan designations and as projected within the 2015 System Statement. Further description regarding the development of the FLU and the growth strategy are provided within Chapter 4: Balanced Development & Growth.

LU Goal #3. Continue to educate residents, developers, and stakeholders about the guided land uses and where sewered and non-sewered development is guided.

- Chapter 1: Vision, Goals & Strategies

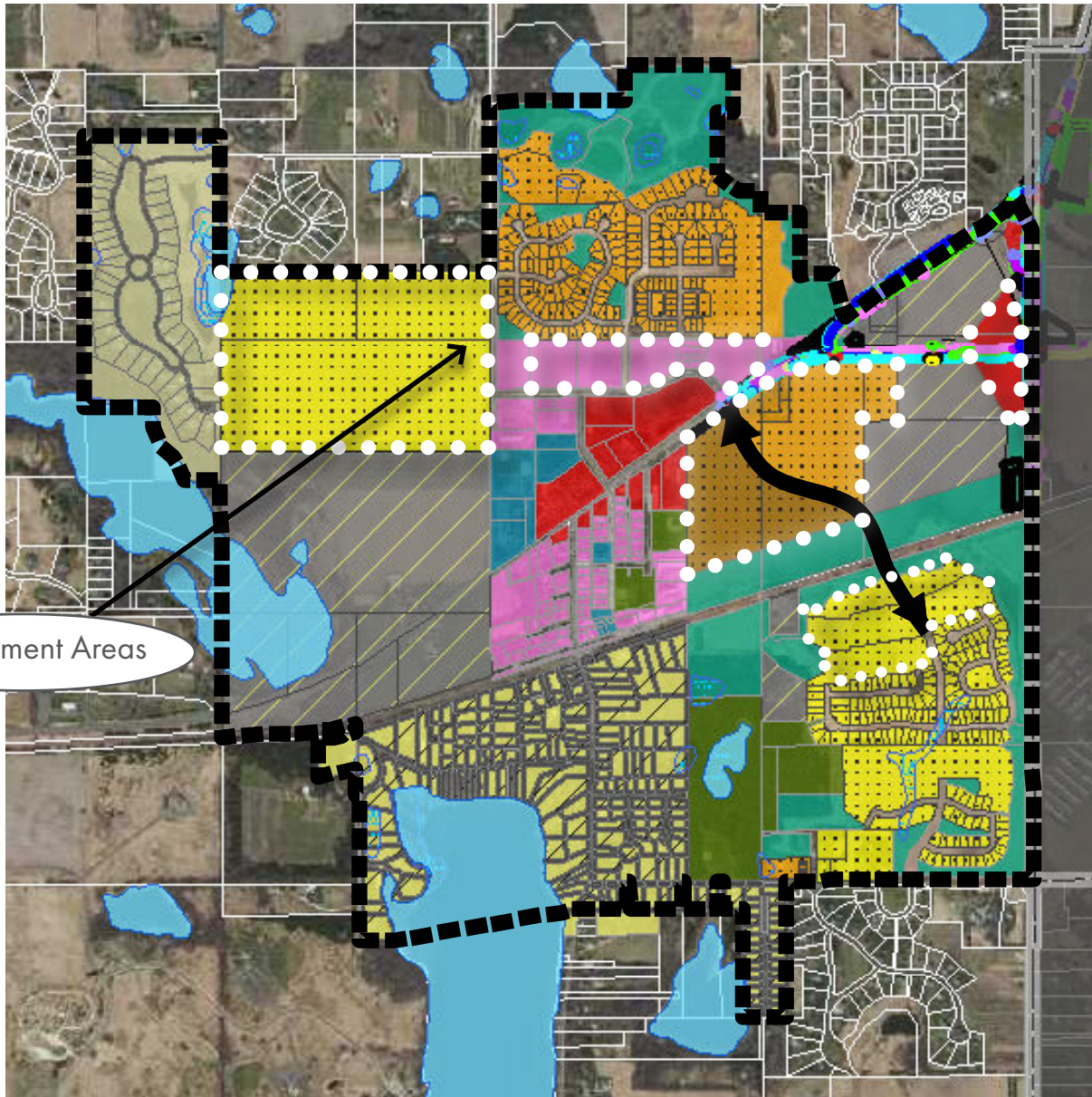
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Map 3-4. Future Land Use – South Planning Area Planned Growth



AP	LDR	V-LDR	C	PSP
RAD	MDR	V-MDR	BP	Park
RSF	HDR	V-HDR	Urban Reserve	Closed Landfill
RSFS	MU-BP	V-MU	Institutional	ROW
GC	MU-C	LB		

Map 3-5. Future Land Use –Village Planning Area Planned Growth



Development Areas

AP	LDR	V-LDR	C	PSP
RAD	MDR	V-MDR	BP	Park
RSF	HDR	V-HDR	Urban Reserve	Closed Landfill
RSFS	MU-BP	V-MU	Institutional	ROW
GC	MU-C	LB		

Table 3-3. Net Developable Acreage of Residential Land Uses

Future Land Use	Residential Density (dwelling units/acre)	Total Acres	Households
Low Density Residential (LDR)	2.5 - 4	70.02	175
Medium Density Residential (MDR)	4.5 - 8	63.41	285
High Density Residential (HDR)	8 - 15	66.16	529
Mixed Use – Commercial (MU-C)*	12 - 15	34.97	419
Mixed Use - Business Park (MU-B)*	6 - 10	31.13	186
Village – Low Density Residential (V-LDR)	1.5 - 3	8.41	13
Village – Medium Density Residential (V-MDR)	3 - 5	33.09	99
Village – High Density Residential (V-HDR)	8 - 12	29.57	236
Village – Mixed Use (V-MU)*	5 - 10	9.84	49
Total 2020-2040 Residential		412.71	1,994
Net Density 2020-2040			4.8 du/acre
Residential Plats 2010 - 2020			
		1,107.1	2,444
Total Sewered Households 2010-2040		1,519.81	4,438
Total Net Density 2010-2040			3.05 du/acre

*Only residential acreage included/calculated in table. Land Use designation assumption that a minimum of 50% of total acreage is developed with residential use.

Density in Sewered Areas by 2040

Consistent with the Metropolitan Council’s policies, the density calculation performed based on Table 3-3. Net Developable Acreage of Planned Residential Land Uses will result in an average net density of approximately 3.0 dwelling units per acre. As required, the household calculation in Table 3-3 was performed based on the minimum units allowable per the density range.

As shown on Map 3-4 and Map 3-5, there are three land use designations at sufficient densities to meet the City’s allocation of affordable housing per the Metropolitan Council System Statement. Approximately 166 acres are collectively guided for these three designations between 2021 and 2030, which meets the required allocation in this planning period. (Further detail regarding affordable housing can be found in Chapter 5: Housing).

Employment Locations

Existing and planned employment locations are generally located within the Village Planning Area and South Planning Area. Land uses served by MUSA, or planned for extension of services, will continue to be the primary locations for employment through the forecasted planning period. There are some existing limited business land uses located outside of MUSA designations that are anticipated to remain in operations through this planning period, but are not accounted for in Table 3-4 because they are existing, and no intensification of the land use is projected in these areas.

To determine the intensity of the commercial and business park uses in the guided FLU, the maximum impervious surface coverage was estimated based on information contained in the City's Zoning Ordinance. The coverage calculation was converted to square feet and the Metropolitan Council Environmental Services Sewer Area Charge (SAC) 2017 Manual was used to determine allocated SAC units based on the designation and potential users.

These land uses are identified on Map 3-3: Future Land Use Plan, Map 3-4: Future Land Use Plan – South Planning Area and Map 3-5: Future Land Use Plan – Village Planning Area.

Table 3-4. Employment Locations and Intensity (Planned for Development)

Growth Area	Land Use	Planned Acres	Intensity (Impervious)	Estimated Acres (Square Feet)	SAC
South Planning Area	Commercial	120	35%	42 (1,829,000)	610
	Business Park ^b	75	50%	37.5 (1,633,500)	233
	Mixed Use - Commercial ^a	69.95	35%	24.48 (1,066,348)	355
	Mixed Use - Business Park ^{ab}	62.27	50%	31.14 (1,356,240)	194
Village Planning Area	Commercial	11.02	35%	3.86 (168,010)	56
	Mixed Use - Village ^a	9.54	50%	4.77 (207,781)	69
Total SAC/Emp.					1,517

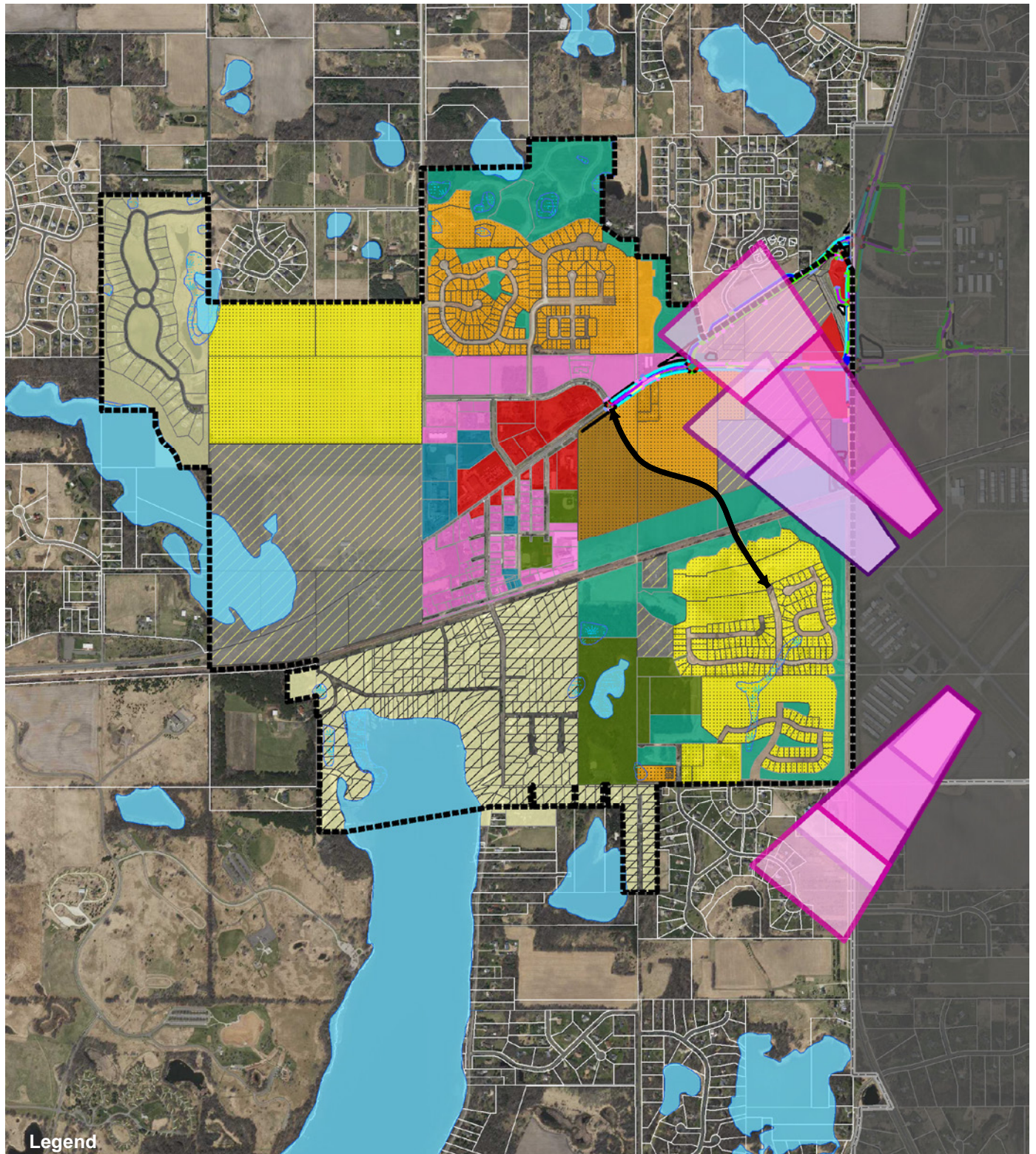
^aOnly commercial/business component is included in acreage. Approximately 50% of total land use designation used for calculation per land use definition.

^bBusiness Park Designations calculation assumes office/manufacturing/warehousing mix of general business users.






Airport Impact

The Lake Elmo Regional Airport is located adjacent to the City's eastern boundary in West Lakeland Township. The airport is east of Manning Avenue and between the railroad and 30th Street N. Parts of the airport safety zone and noise impact areas impact a portion of the Village Planning Area in Lake Elmo. A new low density single-family detached residential neighborhood is partially developed with subsequent phases anticipated within this planning period. No development is allowed within the Runway Protection Zone (RPZ). All land designated within the RPZ are designated as Public/Semi-Public uses and are included within the City's Greenway Overlay which restrict any future development of land within this designation. The FLU is consistent with allowed land uses within the safety zones for the Lake Elmo Regional Airport and reflects this restriction. The City will continue to work with the Metropolitan Airports Commission and MnDOT Aeronautics Division to update airport zoning regulations that address noise and safety concerns within these zones as required.

Map 3-6. Airport Safety and Runway Protection



Legend

-  21D_ULT_SSZB
-  21D_ULT_SSZA
-  21D_ULT_RPZ
-  21D_EX_SSZB
-  21D_EX_SSZA



Phasing and Staged Growth

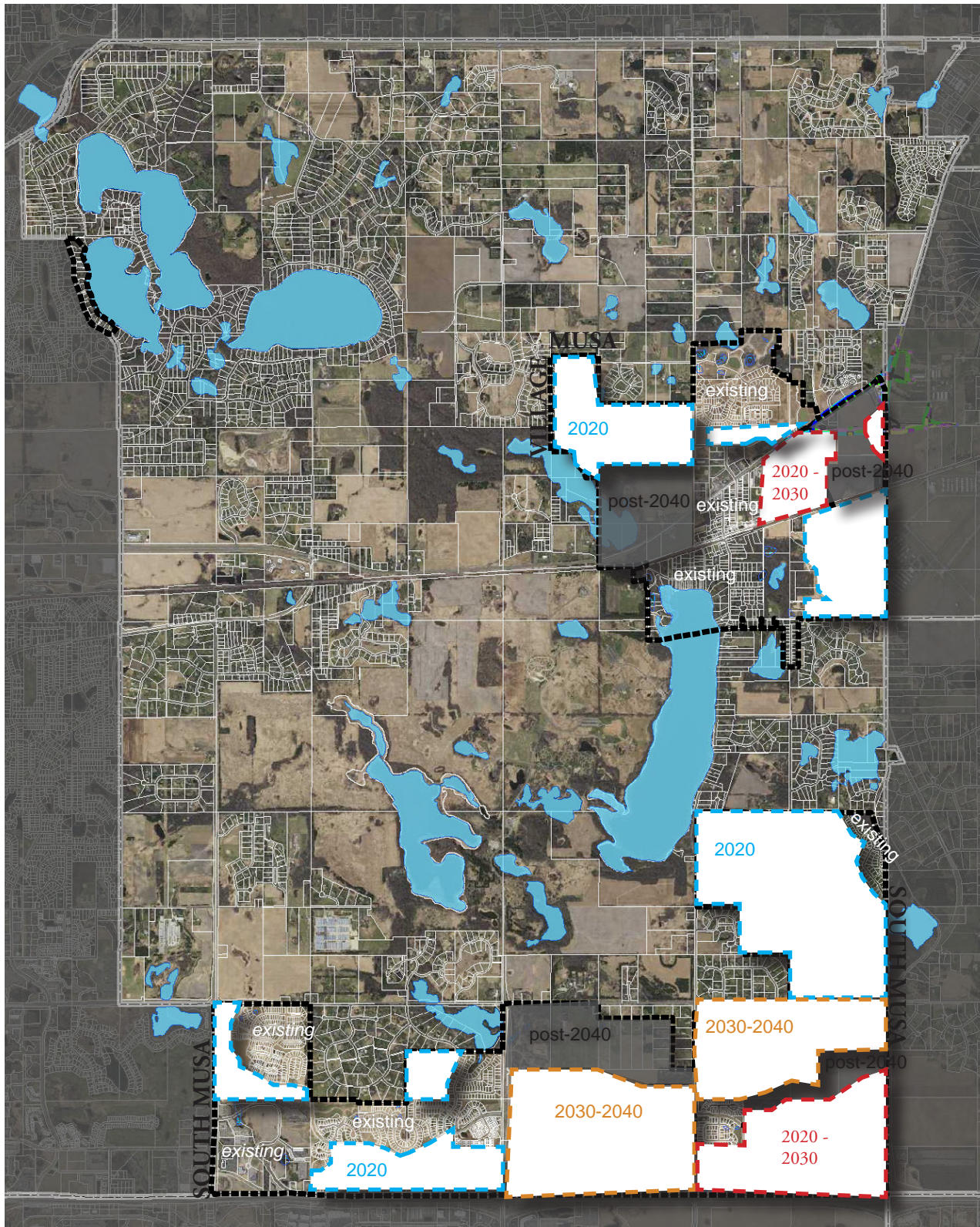
The majority of the City's growth in households and employment is anticipated to occur within the designated MUSA boundaries; however, there will be some continued development in the rural residential areas of the community through 2040 as shown in the following table. Since the 2030 Planning period, the City's projected population and households through 2040 was decreased by approximately 25%. As a result, the all of the land area within City's MUSA area to accommodate projected growth in the 2015 System Statement is not needed. While the City cannot change the designated MUSA, it has created a new Urban Reserve land use designation that is not planned for urban services during this planning period.

Table 3-5. Future Land Use Forecast Acreage per Decade (TO BE FILLED IN AFTER

ENGINEER INPUT ON STAGING MAP)

Future Land Use	Residential Density (dwelling units/acre)	2020 Acres (%)	2030 Acres (%)	2040 Acres (%)
Agricultural Preserve (AP)	0.025	414.70 (2.67%)	414.70 (2.67%)	414.70 (2.67%)
Rural Area Development (RAD)	0.1	4,805.93 (30.99%)	4,805.93 (30.99%)	4,805.93 (30.99%)
Rural Single Family (RSF)	0.5 - 2	1,740.01 (11.22%)	1,740.01 (11.22%)	1,740.01 (11.22%)
Low Density Residential (LDR)	2.5 - 4			
Medium Density Residential (MDR)	4.5 - 8			
High Density Residential (HDR)	8 - 15			
Mixed Use - Commercial (MU-C)	12 - 15			
Mixed Use - Business Park (MU-BP)	6 - 10			
Village – Low Density Residential (V-LDR)	1.5 - 3			
Village – Medium Density Residential (V-MDR)	3 - 5			
Village – High Density Residential (V-HDR)	8 - 12			
Village – Mixed Use (V-MU)	5 - 10			
Urban Reserve (UR)	0.1	467.04 (3.01%)	467.04 (3.01%)	467.04 (3.01%)
Commercial (C)	NA			
Business Park (BP)	NA			
Institutional (INST)	NA	301.27 (1.94%)	301.27 (1.94%)	301.27 (1.94%)
Public/Semi-Public (PSP)	NA			
Park & Open Space (POS)	NA			

Map 3-7. MUSA Growth & Phasing Plan



ADDITIONAL OBJECTIVES OF FUTURE LAND USES

The City's FLU acknowledges and plans for continued household and employment growth through 2040, but also includes preservation and continued support of its rural residential landscape and robust parks and open space system. The City of Lake Elmo has always been identified as an exceptional place to live because of its robust parks system, protected high-quality natural resources, and proximity to major employment, healthcare and retail centers. Even though the community is growing, and in some cases transitioning from a primarily rural residential community, there is a desire and an opportunity to weave the most important elements and characteristics into changing areas of the community to ensure that the identity and character of the community continues for generations to come.

Equally important to the planned land uses, densities and projections is the commitment to maintain open spaces, natural resources and parks and to promote opportunities to provide healthy, vibrant, resilient neighborhoods.

The following sections should be used as an extension to the Future Land Use Plan and should be incorporated or acknowledged in growth areas and in areas planned for protection of existing uses. There is always an opportunity to do better, and the following themes help support the future direction of the City's land uses and decision-making.

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Promoting Health with Land Use

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. There are many ways that the principles of healthy neighborhoods, communities and environments can be incorporated into existing and future land uses. The following summary identifies some of the ways in which health was considered, and incorporated, into the Future Land Use Plan.



Mixed-Use Land Use Designations to Promote Health

The introduction of land uses that will promote a more compact, walkable, development pattern was purposefully integrated throughout the growth areas as identified in previous sections of this chapter. In addition to creating new land use designations, the City discussed opportunities to better connect existing neighborhoods through bikeways, trails and other pedestrian routes to support active residents. This discussion included how public and private trail connections may be used to achieve these objectives, and the City acknowledges the need to better communicate and sign public trails and routes so users are comfortable and informed using the system.

In addition to neighborhood pattern, the new mixed-use designations will permit the incorporation of uses such as restaurants, markets, farmers markets, and other events that can be designed to support an active lifestyle for the City's residents, employees and employers. With the growing popularity of farm-to-table dining and experiences that focus on healthy living, Lake Elmo is well-positioned to capitalize on trends that connect its rich rural and agricultural resources with health-conscious consumers seeking fresh high-quality foods and products. As the community grows and new households are added, it will be important for the City to ensure grocery and fresh foods are sold and provided at locations nearby higher concentrations of residents.

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Ensuring "Uses" that Support Health are Permitted and Accessible

Closely related to the introduction of more compact development patterns, is the need to provide accessible options to purchase healthy and fresh foods and products. This can be accomplished through ensuring that uses that support that objective are permitted within the City's land use designations and the zoning code. Connection and ease of access are essential components to this objective, so pedestrian, bikeways and other routes to locations with fresh products is important to consider as the City develops and evolves.

Providing an Accessible Greenway Network

The City is committed to preservation of its existing natural resource and open space network. In addition to the existing network, the City plans to expand the network as growth areas are developed. Part of this planning process included discussion and recommendations regarding better park, trail and open space connections for residents in existing neighborhoods and in new growing neighborhoods. Natural resource protection, identification, preservation and development creates opportunities to create a network of greenways and trails for residents to utilize for recreation, connection with nature, and connection between various neighborhoods and destinations in and around Lake Elmo. Trail development is an important way to promote health and activity in the community. The City's Future Land Use Plan should be implemented to be consistent with Chapter X: Parks, Trails & Open Space that identifies key trail, natural resource and open space considerations as development occurs within the City's growth areas.

LU Goal #2. Enhance Lake Elmo's expansive network of trails, open spaces, and natural resources as amenities in developing areas of the community.

- Chapter 1: Vision, Goals & Strategies

Parks, Open Space and Natural Resources Integration

Nearly 18% of the City's land acreage is publicly protected as Park or Open Space, and nearly XX% of private lands area protected with a conservation easement. Natural resources, parks, and open spaces protection and enhancement is one of the City's character defining elements that makes the community a special place to live, work and recreate. The City's expansive natural resources, including woodland, meadow, lakes and wetlands, and rural scenic amenities are sprinkled throughout the heart of the community and is a valued asset for all residents. The presence of high quality natural resources is important to the lasting effort of balanced development, enduring biodiversity, and opportunity for recreation and connection for area residents. The effort to preserve and enhance these features as an asset for the community and region is a primary objective and specifically stated in several Goals and Strategies within Chapter 1: Vision, Goals & Strategies.

Decision-making related to incorporation of greenways, natural resources, parks and trails associated within this Future Land Use Plan should be consistent with the information found in Chapter 6: Parks, Trails & Open Space.

Access & Transportation

A key component of implementing the Future Land Use Plan is to plan for appropriate access and consider diverse modes of transportation. It is likely that as the growth areas change and develop a more diverse demographic will move to the community and their transportation demands may include alternate modes such as bikeways, pedestrian ways and the desire for transit.

Incorporated on Map 3-3: Future Land Use Plan are the conceptual main thoroughfares through the growth areas that are planned for within the Chapter X: Transportation. Identification of the east-west roadway connection in the South MUSA planning boundary on the Future Land Use Plan is deliberate and was used to guide compatible and appropriate land uses. It is the intent of the Future Land Use Plan that development along the east-west corridor would support and plan for adequate right-of-way at time of development that would include a multi-use trail that would promote mode choice and accessibility to adjacent neighborhoods. Likewise, a new roadway connection in the Village MUSA planning boundary is identified and the land use plan was developed to encourage higher-densities near the roadway to improve access. More detail regarding new roadways, and the existing transportation, transit, and bikeways system can be found in Chapter 7: Transportation.

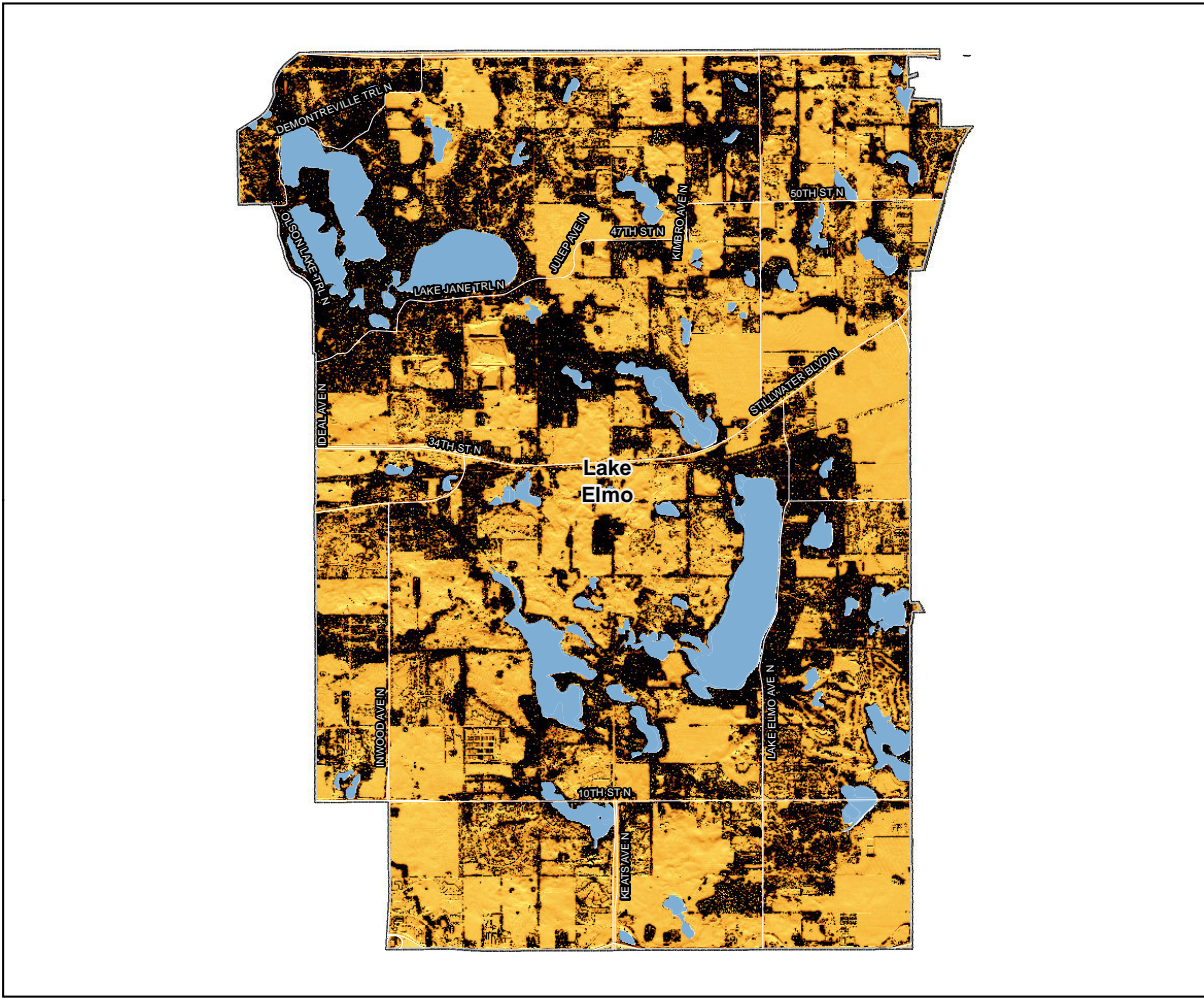
Supporting Resiliency

The purpose of creating a Future Land Use Plan that provides a diverse land use pattern is to allow for the City to adapt and change as needed through this planning period. Better integration of land uses allows for the community to be thoughtful about innovation as the environment changes and new technologies are developed, and creates opportunities to adapt and be responsive. The idea of resiliency is woven throughout this plan, and it is the intent of the City that it be used as part of the decision-making process and allows for improvements in neighborhood and development design as the community evolves and changes through 2040.

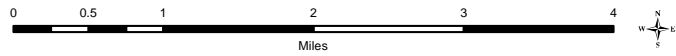
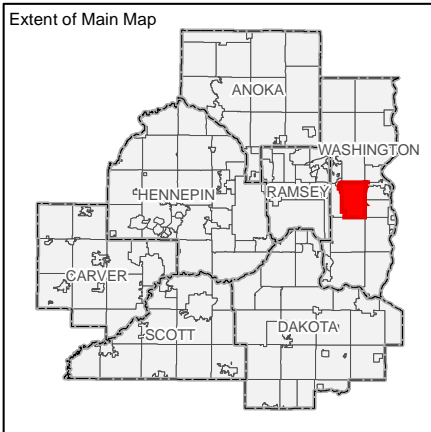
Solar Access

To be filled in with information from City Staff.

Map 3-8: Gross Solar Potential



12/20/2016



**Gross Solar Potential
(Watt-hours per Year)**

High : 1276008
Low : 900001

- Solar Potential under 900,000 watt-hours per year
- County Boundaries
- City and Township Boundaries
- Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.



SPECIAL RESOURCE PROTECTION

A consideration when developing the Future Land Use Plan was to inventory special or unique resources in the community, and to allow these resources (where applicable) to help guide where and when development would occur.

Historical Resources

There are no State or Locally registered historical districts or structures in the Lake Elmo. However, the City strongly supports the preservation of the “Old Village” Main Street, where the village first developed. During the 2030 Planning period, the City’s developed a set of design guidelines will help protect existing buildings and ensure new construction integrates well with the existing character and building form of the district.

During this Plan development process the City studied the Old Village area, and concluded that it would benefit from further refinement based on areas contained within the previous Old Village boundary. The result, is that this Plan creates three distinct Districts that describe the use, activities and desired plans based on location within the City’s core village area. A full description of the Districts, and how they will shape the core of the village are provided in Chapter 4: Balanced Development & Growth.

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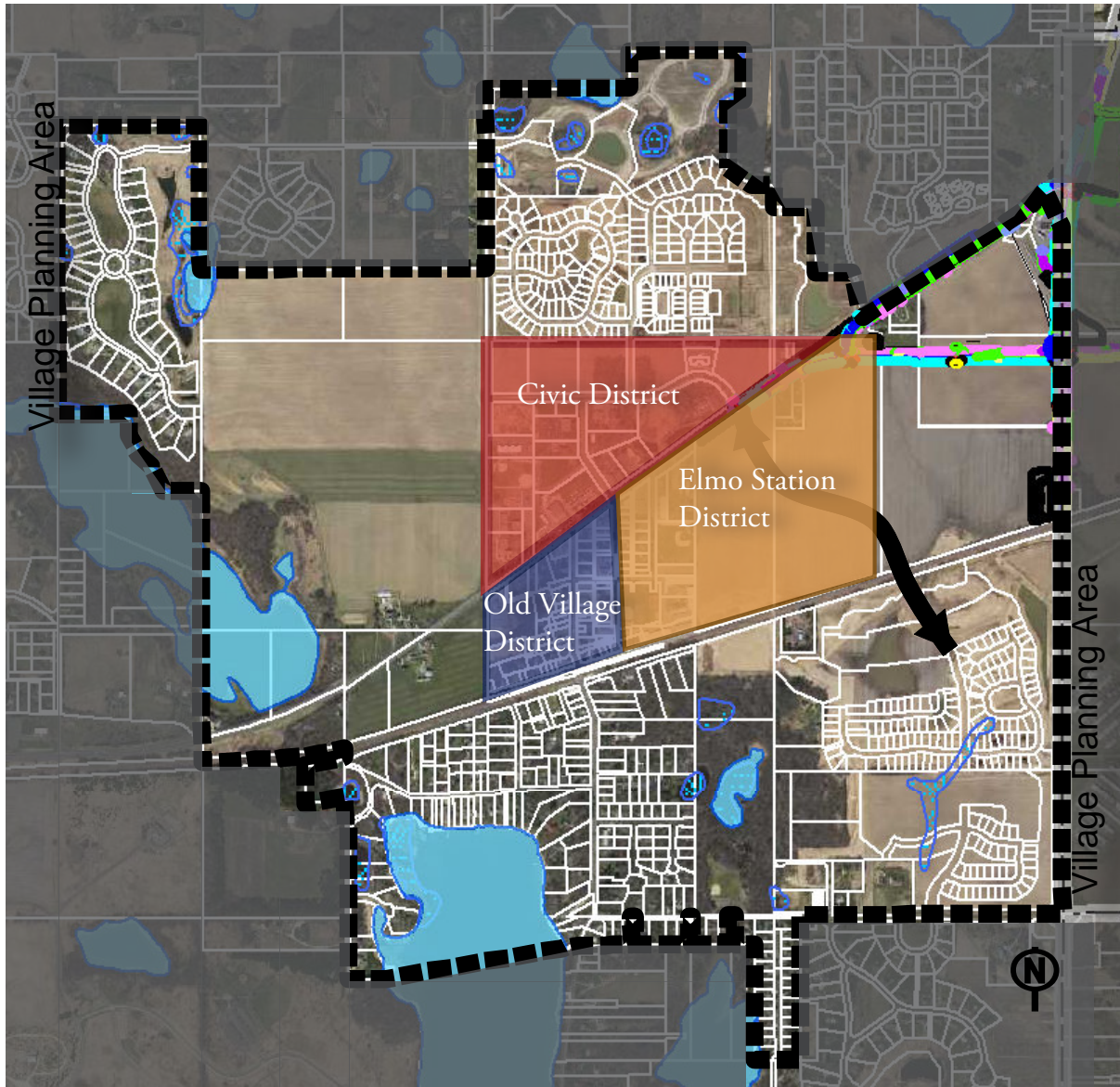
LU Goal #4. Create strong and vibrant Districts in the Village Planning Area that becomes a destination for all residents of the community.

LU Goal #5. Identify and Explore opportunities to improve the streetscape in the Old Village District, Elmo Station District and Civic Center District to create a more walkable environment.

LU Goal #6. Maintain and Strengthen the small-town charm of the Old Village District.

- Chapter 1: Vision, Goals & Strategies

MAP 3-9: District Boundaries in Village Planning Area



Aggregate Resources

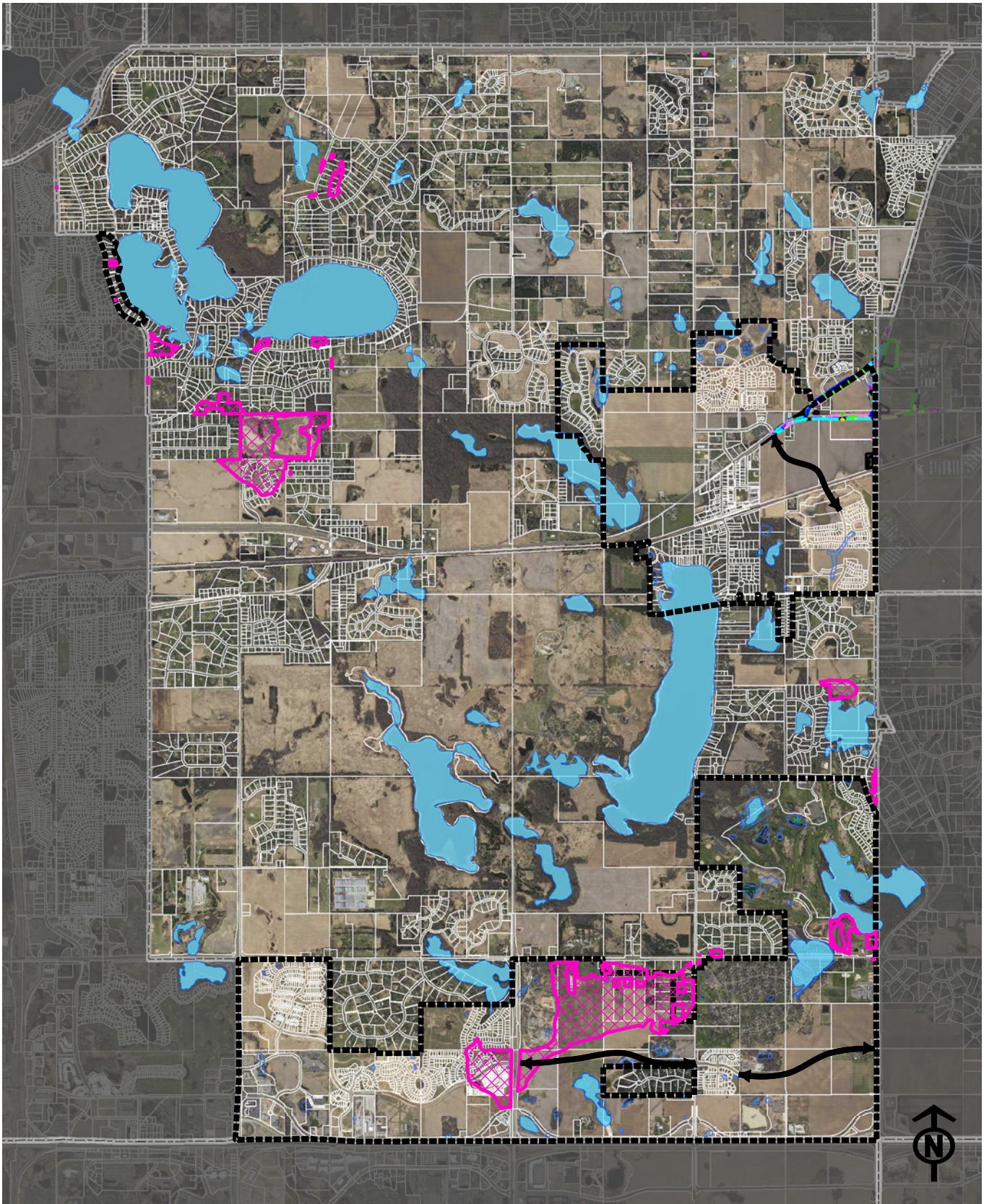
Per the Metropolitan Council's 1997 Aggregate Resources information, there are approximately 324 acres of land identified in the City has having aggregate resource value. Today, there are two active aggregate sites, one located in the northwestern quadrant of the community, which is identified on the 1997 Aggregate Resource Inventory. The second active site is located in the South MUSA boundary, near the Keats intersection with 10th Street North. Adjacent to this site, and designated within the City's Urban Reserve land use, is additional land identified within the 1997 Aggregate Resource map. The existing active sites have been in operation for several decades, and it is the City's understanding that these sites are nearing their useful life and may be exhausted in this planning period. Beyond the active sites, the 1997 Aggregate Resource map identified areas within exiting neighborhoods that are not likely to experience any demand or opportunity for extraction. As aggregate resources are depleted, the land will transition into suburban-style development, consistent with the surrounding district. As mentioned, some of the land identified with potential for aggregate resource extraction that has not been mined, is designated within the City's Urban Reserve that guides development post-2040. Future plans will work to address these reserve areas further.



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Agricultural Preserve

The City's agrarian and agricultural past continues to be valued by the City, and landowners and homeowners that express interest in preserving agricultural land through the Agricultural Preserve program will be supported by the City. Currently, there are approximately 414-acres of land protected by an Agricultural Preserve covenant per the Metropolitan Council's records, and those properties have been identified and guided appropriately on the Existing and Future Land Use Plan contained within this chapter.

Map 3-10. Aggregate Resource Locations



-  Aggregate Resources 1997
-  Revised 2040 MUSA