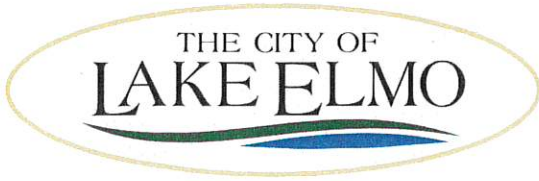


File



3800 Laverne Avenue North
Lake Elmo, MN 55042

(651) 777-5510
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NOTICE OF MEETING

The City of Lake Elmo
Planning Commission will conduct a meeting on
Monday, June 25, 2012 at 7:00 p.m.

AGENDA

1. Pledge of Allegiance
2. Approve Agenda
3. Approve Minutes
 - a. None
4. Business Items
 - a. COMPREHENSIVE PLAN AMENDMENT – HOUSING. A draft housing chapter update has been prepared for initial review by the Planning Commission. The Commission will be asked to review and provide comments on the updated section.
 - b. COMPREHENSIVE PLAN AMENDMENT – I-94 CORRIDOR. The Planning Commission has previously reviewed a draft Comprehensive Plan Amendment for the I-94 Corridor. The Plan now includes an updated development staging section concerning the City’s growth requirements.
5. Updates
 - a. City Council Updates.
 - i. June 19, 2012 – Approved Madrinich/Well No. 4 Minor Subdivision; Renamed a portion of Julep Ave. N. to 45th Street North
 - b. Staff Updates
 - i. Upcoming Meetings:
 1. July 9, 2012 – Planning Commission
 - c. Commission Concerns
6. Adjourn

Planning Commission
Date: 6/25/12
Business Item
Item: 4a and 4b

ITEM: Draft Comprehensive Plan Amendment – Housing and I-94 Corridor

SUBMITTED BY: Kyle Klatt, Planning Director

REVIEWED BY: Ben Gozola, Senior Planner
Nick Johnson, City Planner

SUMMARY AND ACTION REQUESTED:

The Planning Commission is being asked to review further refinements related to a preliminary draft of amendments to the City's Comprehensive Plan. The updated document includes a separate housing chapter in addition to an update to the land use chapter specific to the I-94 Corridor. The Commission has not yet reviewed the housing section, but has previously considered the I-94 Corridor document, which has now been updated to include a revised paragraph and table pertaining to the City's Memorandum of Understanding with the Met Council.

ADDITIONAL INFORMATION:

Staff will present a report summarizing the attached documents at the Planning Commission meeting. Please note that in addition to the draft Comprehensive Plan sections, Staff has also attached a revised land use plan map for the I-94 Corridor. Some of the tables and maps in the draft sections may need to be updated to reflect the latest version of this map.

RECOMMENDATION:

Staff is recommending that the Planning Commission review the proposed Housing and Land Use Plan which at this time is specific to the I-94 Corridor planning area and provide Staff with any comments or direction regarding the draft plan.

ATTACHMENTS:

1. Draft Housing Plan
2. Draft Land Use Plan (Chapter III of the Comprehensive Plan)

ORDER OF BUSINESS:

- Introduction Kyle Klatt, Planning Director
- Report Kyle Klatt, Planning Director
- Questions from the Commission Chair & Commission Members
- Public Comments (if appropriate) Chair
- Action by the Planning Commission Chair & Commission Members

DRAFT HOUSING CHAPTER

Introduction

In order to build off of Lake Elmo's treasured asset of open space, it is critical to incorporate strategies for providing housing that maintain and protect the city's natural resources. These natural resources greatly contribute to the character and vibrancy of Lake Elmo and must be accordingly preserved. For this reason, Lake Elmo's future housing needs will be provided for in the I-94 Corridor and Old Village. Guiding the majority of Lake Elmo's future housing into these two planning districts will allow for the preservation of open space that is integral to the city's rural character.

In addition to the preservation of Lake Elmo natural resources, this housing plan is intended to provide a greater variety of housing choice within the city, as well as fulfill Lake Elmo's obligations related to regional growth. Also, it is important to note that housing represents the foundation or fabric of a healthy community. In order to ensure Lake Elmo's continuing character and vibrancy, it is important to provide a range of housing that offers future residents access to the same amenities and levels of service to which current resident have come to expect and appreciate.

Purpose

The Housing Plan is prepared and presented for the following purposes:

- 1. The Metropolitan Land Planning Act requires all communities to include a housing element in their Comprehensive Plan.** State law requires that this housing element must include a housing implementation program, describing the official controls and mechanisms used to implement the future land use plan, making land available for the development of low and moderate income housing.
- 2. The housing plan provides the opportunity to identify Lake Elmo's current housing needs, as well as outline the City's goals and strategies as they relate to future housing.** The current housing stock in Lake Elmo consists of mostly single-family detached housing. In the future, the City would like to place an emphasis on developing life-cycle, workforce, and rental housing. With a greater mix of available housing types, the City hopes to give more people who work in Lake Elmo the opportunity to live within the community. In addition, greater variety and affordability should provide younger homebuyers or renters the opportunity to find housing in Lake Elmo.

Existing Conditions

The following section is intended to report population and housing demographics based upon 2010 Census and American Community Survey data. It is important to understand the existing demographic and housing trends in order to identify Lake Elmo’s future housing needs.

Population

The city of Lake Elmo, Minnesota has been experiencing slow and steady population growth since the 1960’s. Throughout this period, the greatest population growth occurred during the decade of the 1970’s. During this decade, the city added 622 households, experiencing a population growth of 31.3%. Table 4A reveals the overall trends of population growth throughout the last 50 years.

| Year | Population | Households | Total Pop Change | Change | Total HH Change | Person Per HH |
|--------|------------|------------|------------------|--------|-----------------|---------------|
| 1960* | 550 | 162 | | | | 3.40 |
| 1970** | 4,032 | 1,065 | | | | 3.79 |
| 1980 | 5,296 | 1,687 | 1,264 | 31.3% | 622 | 3.14 |
| 1990 | 5,903 | 1,973 | 607 | 11.5% | 286 | 2.99 |
| 2000 | 6,863 | 2,347 | 960 | 16.3% | 374 | 2.92 |
| 2010 | 8,069 | 2,877 | 1,206 | 17.6% | 530 | 2.80 |

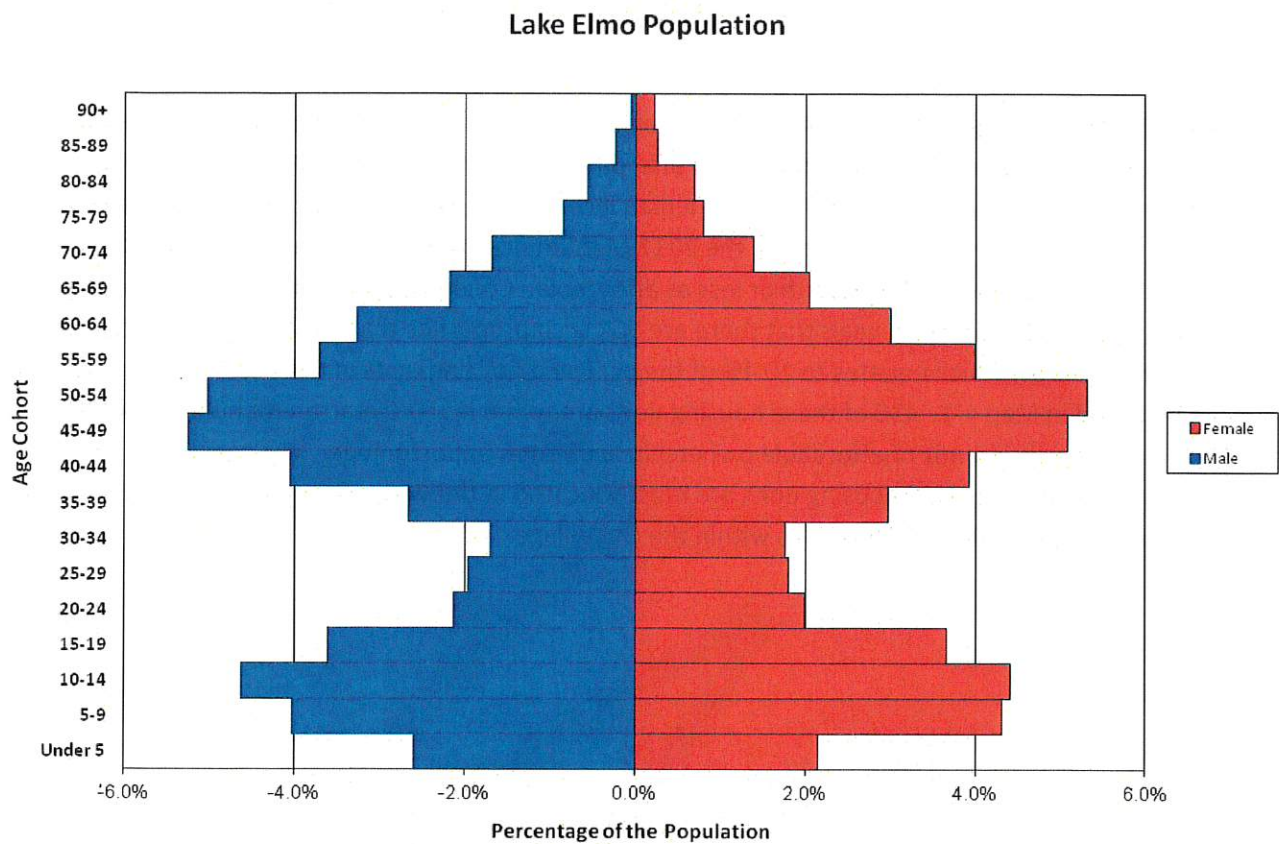
*Population reflects original village.

**Population reflects incorporation of surrounding township.

As of the 2010 Census, there are 2,877 households in the city of Lake Elmo with a population of 8,069 residents. These figures represent an average household size of 2.80 persons per household. Figure 4A shows the breakdown of this population by age and sex. It is clear from this population breakdown that the two largest segments of the Lake Elmo population are between 5-19 years old and 40-54 years old. This data indicates that there are many families with children in Lake Elmo. In addition, the population breakdown indicates that there is a gap in the Lake Elmo population between the ages of 20-34. Finally, the 2010 Census data also reveals that the Lake Elmo population is aging. Table 4B confirms this trend.

| Year | Population | Median Age | Residents Over 65 | Percent Over 65 |
|------|------------|------------|-------------------|-----------------|
| 1970 | 4,032 | 23 | 214 | 5.3% |
| 1980 | 5,296 | 27.6 | 270 | 5.1% |
| 1990 | 5,903 | 32.7 | 347 | 5.9% |
| 2000 | 6,863 | 37.3 | 481 | 7.0% |
| 2010 | 8,069 | 42.4 | 886 | 11.0% |

Figure 4A



The data in Table 4B reveals that 11% of the Lake Elmo population is over the age of 65. This is a significant trend in terms of providing additional senior housing in the future. In addition, the gap in the Lake Elmo population of 20-34 year olds, found in Figure 4A, may point to important trends related to housing affordability in Lake Elmo. These are important questions to consider when crafting a strategy to meet Lake Elmo’s future housing needs and goals.

Housing

According to the Census, there were 2,779 occupied housing units in 2010. Of these 2,779 occupied housing units, 95.3% (2,648) of these units were owner-occupied. The remaining 4.7% (131) of the housing units are renter-occupied. Given these figures, it is clear that the majority of Lake Elmo residents live in owner-occupied housing units. Comparing these figures to neighboring communities, the 2010 Census reveals that the home-ownership rate in Washington County is 83%. It is quite clear Lake Elmo does not contain a significant amount of rental housing.

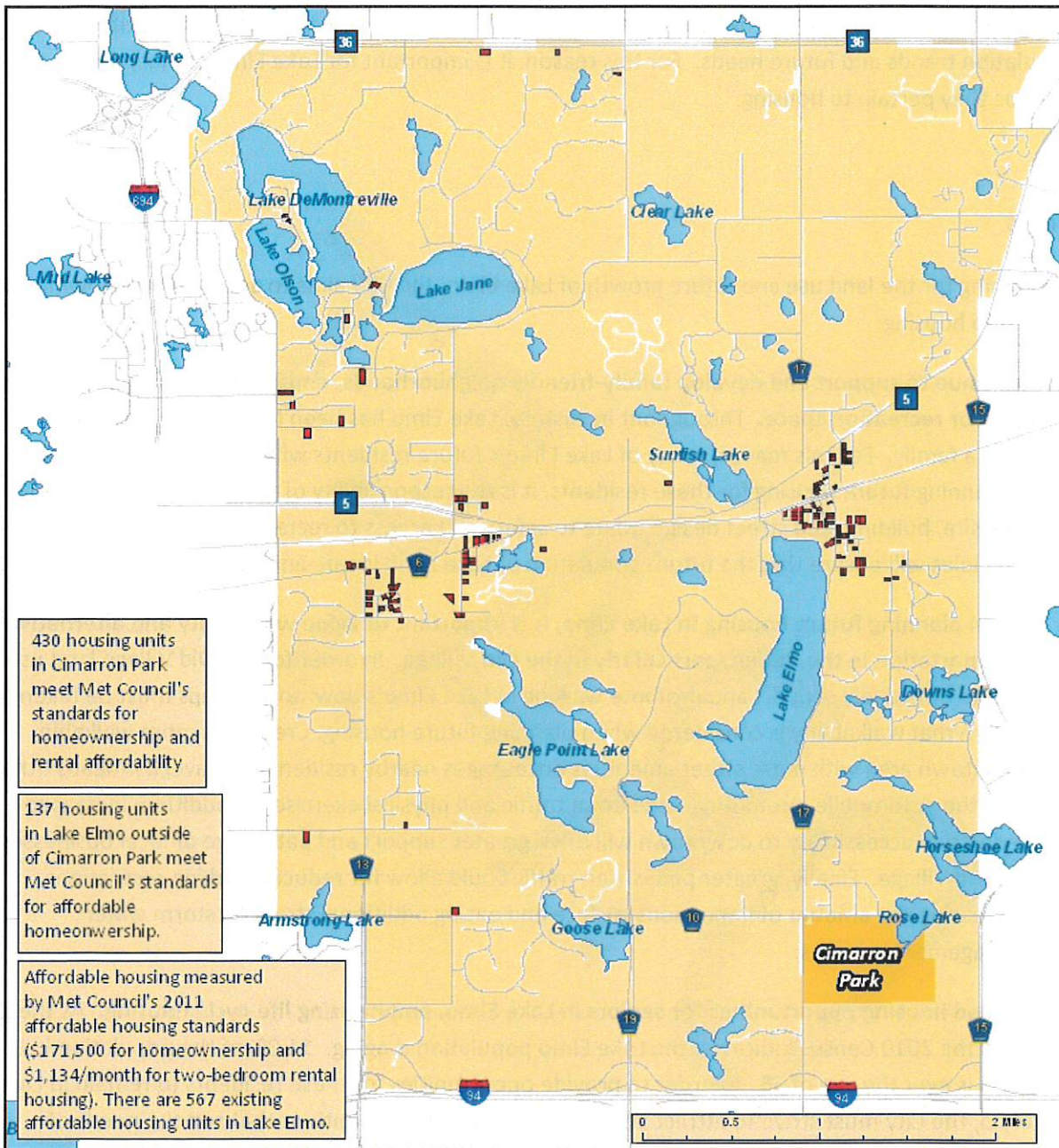
Regarding median home values, the housing stock in Lake Elmo remains significantly more valuable than the median vales of Washington County, MN. According to American Community Survey (ACS) data, the

median home value in Lake Elmo from 2006-2010 was \$396,500, whereas the median home value in Washington County during this same period was \$264,800. This significant gap in the median home values indicates that housing affordability will be an important issue in meeting Lake Elmo's future housing needs.

Regarding the existing stock of housing that remains affordable, Lake Elmo does have some housing that meets the Metropolitan Council's standards of affordability. According to the 2011 Met Council standards, a family making 60% of the area median income (\$50,340) can afford the purchase of a home valued at \$171,500 or less. Additionally, the 2011 Met Council affordability standards deem a two-bedroom rental unit at \$1,134/month or less as affordable. Conducting an analysis of the existing housing stock in Lake Elmo reveals that there are 567 such properties that are affordable by the Met Council standards, which equates to 20.4% of the occupied housing units in the city. These properties can be found in Map 4-1. 430 of these housing units are found in the Cimarron Manufactured Home Park, where there is a mix of affordable ownership and rental opportunities. The remaining 137 affordable owner-occupied housing units are mostly located in the Western portion of Lake Elmo within proximity to County Road 6, as well as within the Old Village.

DRAFT

Map 4-1



Existing Housing Affordability: Lake Elmo, MN



- Legend**
- Affordable Housing (Owner-Occupied)
 - Affordable Housing (Owner-Renter Mix)

City of Lake Elmo
6-13-2012
Data Source:
Washington County, MN



Future Housing Needs

In order for Lake Elmo to achieve balanced growth and maintain its strong sense of community, it is essential to plan and develop the future housing stock in a manner that is mindful of the city's population trends and future needs. For this reason, it is important for Lake Elmo to clearly define its goals as they pertain to housing.

Goals

In planning for the land use and future growth of Lake Elmo, the City aims to achieve the following goals related to housing:

1. **Continue to support and develop family-friendly neighborhoods, emphasizing safety and access to open or recreation space.** Throughout its history, Lake Elmo has been lauded as a great place to raise a family. For this reason, many of Lake Elmo's future residents will be families with children. In planning future housing for these residents, it is the responsibility of the City to be cognizant of how site, building, and street design relate to safety and access to recreation. Promoting these principles will ensure that the future population of Lake Elmo is safe and healthy.
2. **When planning future housing in Lake Elmo, it is important to value walkability and alternative transportation in the design, particularly in the Old Village.** In order for the Old Village land use plan to effectively support and promote walking in Lake Elmo's downtown, steps must be taken to ensure that walkability is considered when planning future housing. Creating a more walkable downtown area with more street amenities encourages nearby residents to travel by means other than the automobile, promoting pedestrian traffic and physical exercise. In addition, increased pedestrian accessibility to downtown will drive greater support and patronage of local businesses in the Old Village. Finally, greater pedestrian traffic could allow for reduced parking restrictions, decreasing the amount of impervious surface and easing additional strain on storm water management systems.
3. **Expand housing opportunities for seniors in Lake Elmo, emphasizing life-cycle housing.** As the data from the 2010 Census indicates, the Lake Elmo population is aging. 11.0% of the population in Lake Elmo is over the age of 65. In order to provide opportunities for these residents to remain in Lake Elmo, the City must strive to attract and develop more housing options that suit the needs of seniors, including those who require medical assistance.
4. **Emphasize housing affordability to retain or attract more 20-34 year old residents in Lake Elmo.** Considering the gap in the Lake Elmo population of 20-34 year olds, it is important to be cognizant of how housing affordability relates to the current demographics of the city. If the city wishes to retain younger residents and families in Lake Elmo, then opportunities for more affordable housing must be present. Additionally, providing more options in terms of affordability will allow more employees of businesses located in Lake Elmo the option of living in the community they work.

Future Housing

According to Met Council forecasts, the growth of Lake Elmo will result in an increase of 5,108 households by 2030, representing an increase of 141%. In order to achieve this growth in a balanced and sustainable manner, as well as fulfill Lake Elmo's housing goals, the I-94 Corridor and Old Village land use plans provide opportunity for a wide mix of housing types and densities. These housing densities will vary with a range of 2.0 units per acre to 10 units per acre, allowing for a greater variety of housing in Lake Elmo. These new housing units are guided for the I-94 Corridor and Old Village at the following minimum densities:

I-94 Corridor

- Urban Low Density: 2.5 units/acre
- Urban Medium Density: 4.5 units/acre
- Urban High Density: 7.5 units/acre

Old Village

- Village Low Density: 2 units/acre
- Village Medium Density: 4 units/acre
- Village High Density: 10 units/acre

These densities result in meeting the Met Council expectations of adding a minimum of 4,200 new housing units to the I-94 Corridor and Old Village as outlined in the MOU. The City will work to pursue higher densities when appropriate with the understanding that the City and Met Council will monitor growth against the expectation of the MOU. Increased densities above the maximum allowed may create opportunities to encourage increased open space and other amenities considered a public benefit, adding to the preservation of the rural character of the community.

Affordable Housing

In terms of fulfilling Lake Elmo's regional obligations for affordable housing, the Metropolitan Council's allocation of affordable units within Lake Elmo for the 2011-2020 timeframe is 661 housing units. Again, affordable housing is defined as housing units that are priced at or below 30% of gross income of a household earning 60% of the Twin Cities median family income. This definition translates into a home purchase price of \$171,500 or less, or a rental housing opportunity of \$1,134/month or less for a two-bedroom unit. If Lake Elmo would like to retain and attract more residents between the ages of 20-34, it is critical to encourage greater affordability within the future housing stock, as well as provide options for rental housing.

Related to the affordability of Lake Elmo's future housing stock, several areas in the I-94 Corridor and Old Village will provide the opportunity for the development of more affordable and rental housing. More specifically, several areas of the I-94 Corridor and Old Village are currently guided for densities that would be conducive to greater affordability. In addition to areas guided for multi-family housing, the I-94 Corridor and Old Village will also make use of mixed use zoning to provide more housing options. The areas can be viewed in [Map 4-2](#) and [Map 4-3](#), highlighted by white circles.

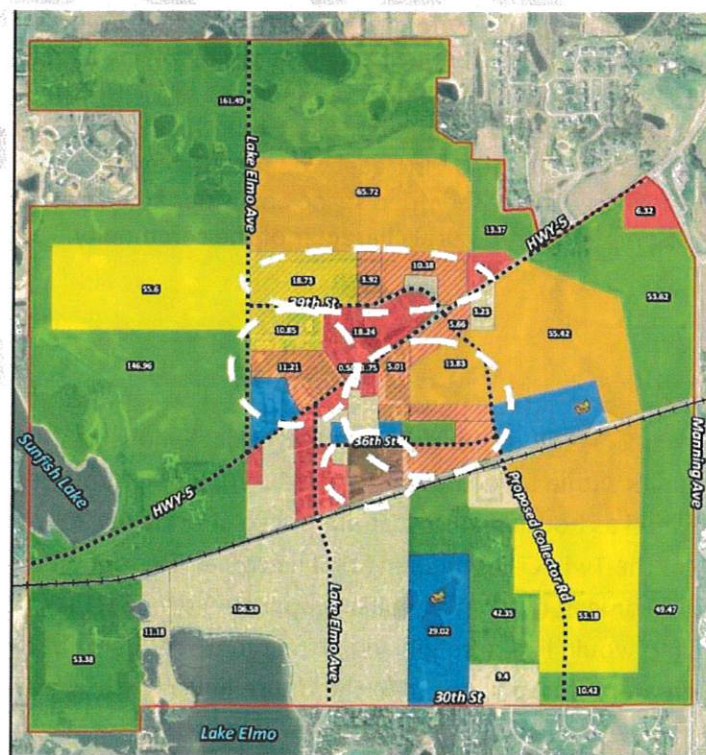
Map 4-2

DRAFT Land Use Plan for South of 10th Street -- May 2012 (Option 1)

Boundaries, densities and text subject only to changes which result in the final minimum number of REC units being equal to or in excess of 5500.



Map 4-3



DRAFT- Village Area Future Land Use Concept (4-19-12)

Regarding implementation, the City will work directly with developers to explore various funding opportunities to support greater housing variety and affordability. To support these efforts, the City of Lake Elmo will expand and strengthen its relationship with the Washington County Housing and Redevelopment Authority (HRA). This relationship will prove valuable in working with developers of affordable and senior housing to identify additional funding opportunities. These opportunities could include tax credits or financing from the Grow Fund. In addition, the City will play a more active role in site identification for the development of affordable and senior housing. Related to these efforts, the City will explore opportunities for affordable housing when considering the disposal of excess property. Finally, the City will consider expedited permit review and reduced fees for proposals that include affordable or senior housing. Given the stated goals related to future housing, the City would like to support efforts to diversify the current housing stock to meet the future needs of Lake Elmo.

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DRAFT LAND USE PLAN

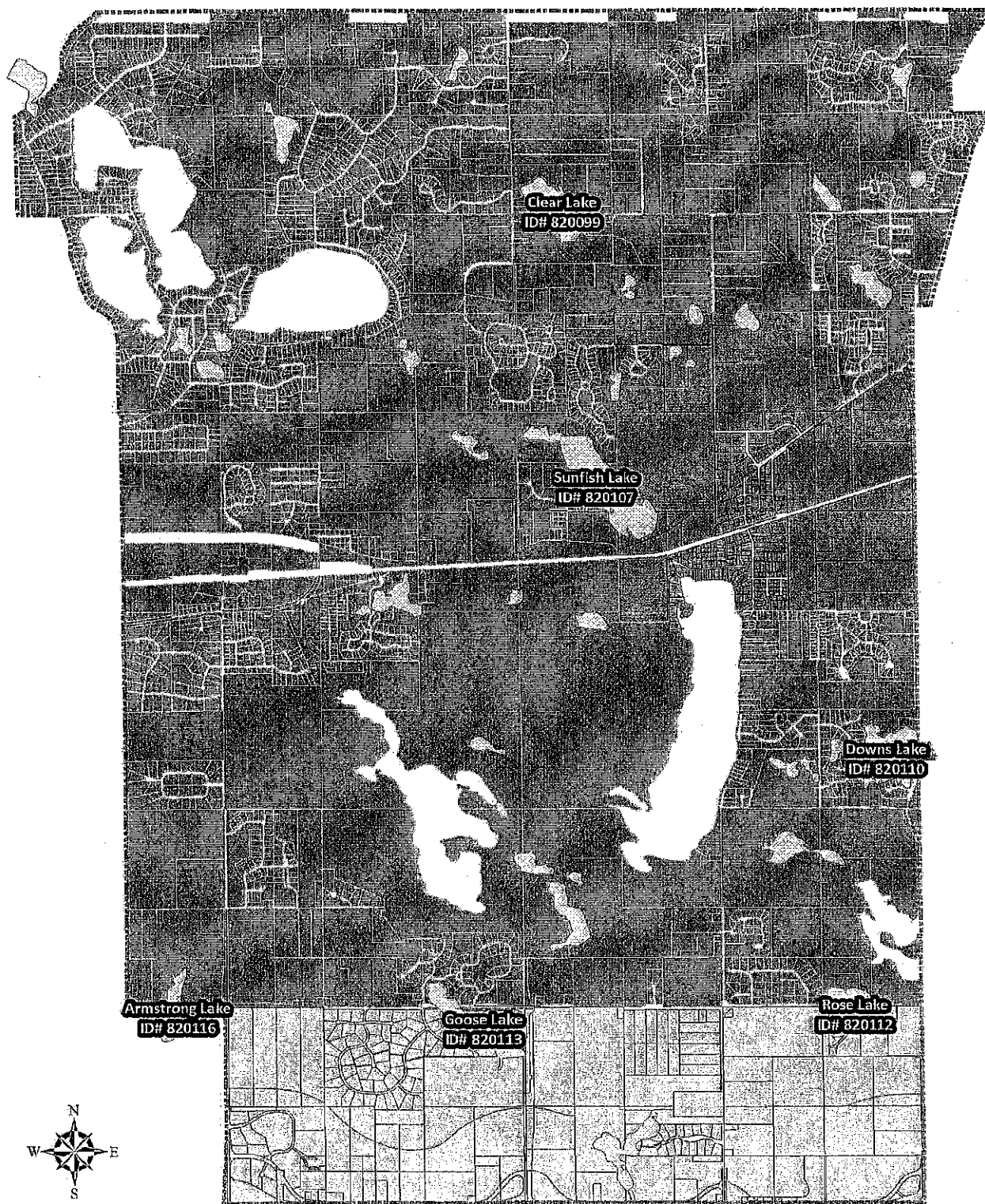
Introduction

The City of Lake Elmo is a unique gem within the metropolitan region given its overall rural character, significant natural resources and abundance of agricultural lands. The land use plan herein represents a series of significant steps the City is taking to preserve and protect these treasured characteristics while simultaneously responding to its fiscal and regional responsibilities. The plan is a culmination of a new vision for Lake Elmo that was forged over seven years of debate, discussion, deliberation and the hard work of many dedicated citizens.

Purpose

The land use plan is prepared and presented for the following purposes:


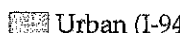
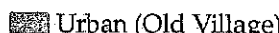

- 1. The Land Use Plan is intended to be a management tool for City officials, City staff and other parties involved in land development and growth management in Lake Elmo.** Land use planning is the most directly tangible evidence of a community's comprehensive planning objectives. Lake Elmo's land use plan indicates the basic location, density and types of land uses in the City that are considered to be compatible with the competing goals of maintaining rural character while allowing for necessary growth. Goals and policy statements are outlined herein to assist officials in making decisions on various development proposals anticipated as a result of this plan.
- 2. The Land Use Plan is intended to be a guide for future development which reinforces the City's commitment to preserving a rural character.** By focusing required and necessary growth into targeted and logical areas based on historical and transportation system factors, the City can ensure a vast majority of the community can and will retain its agricultural feel. The plan is responsive to development patterns in neighboring communities by focusing a majority of the proposed urbanized development near or adjacent to similar developments in Oakdale and Woodbury. Rural boundaries with neighboring communities are also maintained.
- 3. The Land Use Plan is intended to advise the Metropolitan Council and our municipal neighbors of Lake Elmo's planning and growth management programs.** The Land Use Plan is a convenient medium to illustrate and coordinate the various goals and policies of all the elements of the City's Comprehensive Plan. Facility plans, transportation plans and other plan components are directly linked to the land use policies contained herein. The most significant description of Lake Elmo's planning intentions are the designations of urban and rural development areas as depicted on Map 3-1.



Sources: MetroGIS
4-6-12

Urban/Rural Areas & Surface Waters

Lake Elmo Comprehensive Plan 2030

-  Rural
-  Urban (I-94)
-  Urban (Old Village)
-  Municipal Boundary



This map was created using MFR's Geographic Information Systems (GIS). It is a compilation of information and data from various sources. This map is not a surveyed or legally recorded map and is intended to be used as a reference. MFR is not responsible for any inaccuracies contained herein.

4. **The Land Use Plan is intended to be used as a basis for public facilities planning.** A major function of municipal government is planning for and establishment of public facilities such as sewer, water, roads, stormwater facilities, and parks. These physical improvements require extensive initial investment and a long term maintenance commitment that can become a financial burden when such systems are overbuilt or prematurely installed. The Land Use Plan therefore plays an important role in determining each neighborhood's ultimate population, the required capacity of public facilities, and an appropriate capital improvements program. The level of services and facilities required by this Plan are consistent with the existing or planned capacity of the applicable regional systems.
5. **The Land Use Plan is intended to be used as the basis for developing responsible ordinances for land use management.** Land use and development, especially in a community like Lake Elmo, is almost totally accomplished by private development forces, many times on the scale of individual homeowners. To ensure all parties are working towards the common goals of the community, it is incumbent upon the city to provide reasonable regulations to properly guide development. Zoning, licensing and subdivision controls have been and will continue to be established to implement the intent of this Land Use Plan.
6. **The Land Use Plan is intended to clearly delineate how Lake Elmo complies with the memorandum of understanding between the City and the Metropolitan Council.** Ensuring the City's legal obligations are ultimately met for residential equivalency units, households, employment, etc, is another important purpose behind the land use plan. Maps, tables and text within this chapter fully outline how all objectives are to be met.

Plan Timeframe

The time framework of the Land Use Plan is intended to be consistent with the regional planning period of 2008 through 2030.

MOU

The City of Lake Elmo entered into a Memorandum of Understanding (MOU) with the Metropolitan Council prior to the preparation of its 2005 Land Use Plan and this MOU remains in effect to ensure the City's conformance to metropolitan system statements as required by state law. This MOU has since been revised; however, to take into account a severe downturn in the housing market and to grant the City of Lake Elmo additional flexibility in meeting the population, household, and employment targets from the original MOU. The following chart summarizes the updated development staging plan that will be used to measure conformance to the MOU. This chart is broken down into five year increments starting in 2010 and continuing forward to the end of the planning period in 2030.

Please note that the targets from the MOU have been moved back five years to reflect the economic downturn and the extension of time to meet the mandated REC unit counts consistent with the requirements of the revised MOU.

| Table 3A Housing, Population and Employment Projections 2010-2030 | | | | | |
|--|-------------|-------------|--------------|--------------|--------------|
| | 2010 | 2015 | 2020 | 2025 | 2030 |
| Total Households | 2877 | 3419 | 5114 | 6524 | 8727 |
| Sewered Households | | | | | |
| Village Area | 0 | 0 | 550 | 1100 | 1100 |
| I-94 Corridor | 0 | 315 | 1200 | 1800 | 3300 |
| Cimarron | 0 | 0 | 0 | 500 | 500 |
| Total Sewered Households | 0 | 315 | 1750 | 3400 | 4900 |
| Non-Residential REC Units | | | | | |
| Eagle Point | 100 | 200 | 320 | 320 | 320 |
| I-94 Corridor | 0 | 100 | 300 | 750 | 1200 |
| Village Area | 0 | 0 | 150 | 300 | 475 |
| Total Non-Residential REC Units | 100 | 300 | 770 | 1370 | 1995 |
| Total Population | 8069 | 9402 | 14064 | 17941 | 24000 |
| Total Employment | 1000 | 3000 | 7700 | 13700 | 19950 |

Land Use Plan

Lake Elmo's land use plan is guided by its core vision of creating and maintaining a rural community within the Metropolitan region. The plan itself provides guidance for a desired land use pattern, mix of uses, range of densities, and site/building designs. To ultimately ensure future development adds to the overall quality and uniqueness of the community and builds upon the existing foundation that defines Lake Elmo, the plan is centered on the following core set of principles:

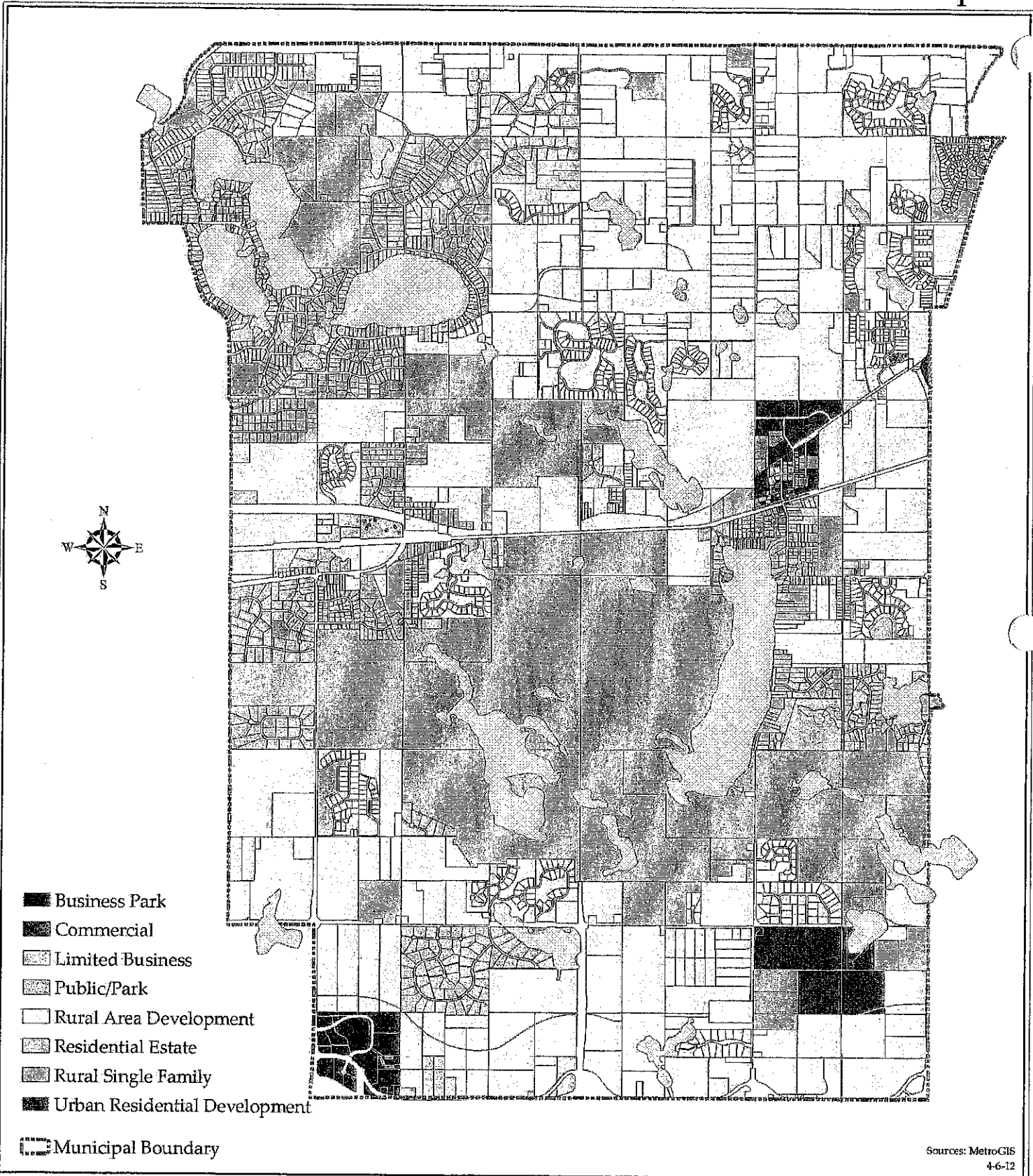
1. The preservation of rural lands;
2. Promotion of open space and green corridors;
3. A rebirth of the historic village center;
4. Enhancement of the community's rural sense of place (through design standards); and
5. Establishment of a sustainable planned growth pattern which strikes a balance between providing municipal services and local/regional fiscal responsibility.










Whenever possible, the guiding principles should be kept in mind to guide individual development at all scales: community, neighborhood, street, block front and individual parcel.

Existing Land Use

An examination of Lake Elmo in 2012 clearly shows a community with a rich history of agricultural use, open space development, and preservation of significant park lands. Lake Elmo Regional Park and Sunfish Lake Park, covering 2,165 and 284 acres respectfully, are at the heart of the community and provide significant natural and recreational opportunities not generally available in the metropolitan area. Single-family homes on lots measured in acreages rather than square feet dominate the residential housing stock throughout the community, and the City's 30+ open space cluster/rural neighborhoods establishes Lake Elmo as a local, regional and national leader in this type of development. Non-residential uses are largely restricted to a few scattered focal points along Highway 5 and Interstate 94.

A total of approximately 3400 parcels covering 15,584 acres (24.35 square miles) are currently found within the municipal boundary. The distribution of existing land uses in this area is shown on **Map 3-2** and is summarized in **Table 3A**:



-  Business Park
-  Commercial
-  Limited Business
-  Public/Park
-  Rural Area Development
-  Residential Estate
-  Rural Single Family
-  Urban Residential Development
-  Municipal Boundary

Sources: MetroGIS
4-6-12

Existing Land Use
Lake Elmo Comprehensive Plan 2030



This map was created using MFRAs Geographic Information System (GIS). It is a compilation of information and data from various sources. This map is not a surveyed or legally recorded map and is intended to be used as a reference. MFRAs is not responsible for any inaccuracies contained herein.

| Table 3A-1 Existing Land Use | | | | |
|---|-------------------------------|--|-----|------------------------------|
| Land Use | | Existing Permitted Residential Density (units/acre) | | Existing Land Use (acres) |
| | | Min | Max | |
| Residential | Rural Area Development | n/a | 0.1 | 7094.24 |
| | Residential Estates | 0.1 | 0.4 | 771.26 |
| | Rural Single Family | 0.66 | 2.0 | 1665.92 |
| | Urban Medium Density | 3.5 | 7.2 | 176.08 |
| Commercial | Business Park | na | na | 120.65 |
| | Commercial | na | na | 99.85 |
| | Limited Business | na | na | 111.41 |
| Public/Semi Public | Public/Park | na | na | 3298.92 |
| | Road ROWs | na | na | 890.93 |
| Undeveloped | Open Water | na | na | 1355.29 |
| TOTAL: | | | | 15,584.55 |

Existing Land Use Category Definitions

The existing land use types within the City are defined as follows:

- **Rural Area Development** – This category represents the large areas of rural residential development 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.
- **Residential Estates** – This category defines areas developed specifically for large lot single family detached housing typically on 2+ acres of land.
- **Rural Single Family** – This category defines a large portion of the City that was platted for conventional subdivision prior to 2005, but is largely serviced by private on-site well and septic systems.
- **Urban Medium Density** – This category current defines areas within Lake Elmo dedicated to manufactured home parks. The Cimarron development is currently the only such area within Lake Elmo.

- **Business Park** – This category is intended to permit a wide variety of professional businesses including 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 to the employees of the permitted business use.
- **Commercial** – This category is intended to accommodate limited retail business land uses, and has primarily been used for lands within or near the Old Village. Small pockets of commercial land can also be found where retail goods and services are integrated within and are demonstrably designed to provide retail goods and services to employees of Business Park lands or sewerer residential properties.
- **Limited Business** – This category defines areas within the City that are allowed to host commercial land uses at a more restricted level than would typically be allowed within a commercially guided area.
- **Public/Park** – This category defines lands that include publicly owned facilities, places of worship, public parks, and privately owned recreational facilities. The scale and types of uses allowable on public/park lands are controlled by the city’s conditional use permit process.
- **Road ROWs** – This category encompasses all areas dedicated specifically for use as road right-of-way. It should be noted that not all roads in Lake Elmo are on platted right-of-way, but are rather accommodated by easements over other land use categories. Accordingly, there is more land dedicated to use by roads than is depicted on the existing land use table.
- **Open Water** – This category includes all land area in Lake Elmo covered by open water lakes and ponds as identified in the DNR Public Waters Inventory.

Existing Land Use Dichotomy

Unlike most communities within the Minneapolis-St. Paul metropolitan area, Lake Elmo is and will continue to be a city which supports two very different land use types. The City’s predominant land use has always focused on agricultural uses and settings. Large working farms, significant public parks, open space developments and large-lot single family neighborhoods have historically combined to form the agricultural setting Lake Elmo is known for throughout the region. In contrast, the higher density old-town area referred to as the Old Village provides the community an urban focal point that supports its rural uses.

The split between urban and rural has always been significantly slanted towards rural uses throughout Lake Elmo’s history. The Old Village first took form in the late 1800’s following the construction of Highway 5, a post office, and ultimately the establishment of the St. Paul, Stillwater & Taylor’s Falls Railroad (later the Omaha RR). To support the “resort” area around Bass Lake (renamed “Lake Elmo” in 1879), the Old Village was home to a store, a saloon, a “flat” grain house where farmers could unload

wagons directly onto trains, a blacksmith, and a wagon repair shop. By the 1920s, the Old Village was viewed regionally as a substantial shipping point and dairy center which included a creamery, grain elevator, two grocery stores, hardware and implement stores, a private hospital, a bank, a garage, and even a roller skating rink. Changes to the regional streetcar transportation system in the early 1900's, however, resulted in traffic being diverted away from the Old Village and its growth (but not its importance to the Community) has been curtailed since that time ensuring that rural uses continued to be the predominant focus of the community.

Today the Old Village stands as a unique example of a classic urban setting within rural America. While the future land use plan anticipates resurgence within this area following nearly a century of limited growth, the City has no intent of losing the characteristics which make the existing Old Village special. Future growth plans will require adherence to specific design standards reminiscent of the Old Village's last period of growth, and a defined development boundary will ensure expansion of the Old Village is contained to avoid the typical "sprawl" development pattern seen in many suburbs throughout the region.

Planned Land Use

Per the memorandum of understanding with the Metropolitan Council initially adopted by the City in 2005 and subsequently amended, urbanized growth must be part of Lake Elmo's future. To that end, the next chapter in the evolution of Lake Elmo will include a resurgence within and around the Old Village, and the establishment of a new urbanized zone between Interstate Highway 94 and 10th Street. The remainder of the community north of 10th Street and surrounding the Old Village will continue Lake Elmo's long tradition of providing rural living opportunities within the Metropolitan area.

This section of the Land Use chapter establishes the City's official land use categories and the official Future Land Use Map. The map assigns planned land use types to all parcels within the community to guide current and future planning and development through the year 2030, and is the official land use designation map for the City. The assigned land use designations are intended to shape the character, type and density of future development according to sound planning principles. Any new development, redevelopment, change in land use or change in zoning is required to be consistent with the official land use guidance for each parcel.

The official land use plan categories are as follows:

RURAL AREA DEVELOPMENT – This category represents the large areas of rural residential development 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. No new areas of rural area development are being established by the official land use plan. [Corresponding Zoning District(s): A, RR, OP/OS]

RESIDENTIAL ESTATE – This category defines areas developed specifically for large lot single family detached housing typically on 2+ acres of land. No new areas of residential estate are being established by the official land use plan. [Corresponding Zoning District(s): RE]

RURAL SINGLE FAMILY – This category defines a large portion of the City that was historically platted for conventional subdivision prior to 2005, but has and will continue to be serviced by private on-site well and septic systems. Limited locations within this classification are allowed to have two-family dwellings based on zoning. Two undeveloped areas have carried this land use designation since the last comprehensive plan update back in 2005, and both areas are retaining this guidance on the official land use plan (the first area encompasses approximately 103 acres north of Hwy 5 surrounding the City's public works facility; the second area is approximately 30 acres in size and lies north of 10th Street on the City's eastern boarder). [Corresponding Zoning District(s): R-1, R-2]

URBAN LOW DENSITY – The Urban Low Density land use category is intended primarily for single-family detached housing serviced by public sewer and water. This category allows net residential densities from three and one-half (3.5) to five (5) units per acre. Significant new areas of urban low density are guided both within the Old Village and along I-94. [Corresponding Zoning District(s): UR-1]

URBAN MEDIUM DENSITY – The Urban Medium Density land use category allows net residential densities from four (4) to eight (7) units per acre. 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. Significant new areas of urban medium density are guided both within the Old Village and along I-94. [Corresponding Zoning District(s): R-3, UR-2]

URBAN HIGH DENSITY – The Urban High Density land use category is intended for higher density, compact urban residential development. This category allows for a net residential density range of 7 to 15 units per acre; however zoning may allow a greater net density if approved through the PUD process. The appropriate building height will vary by development and depend upon the characteristics of the development and its surroundings. In addition to residential development, a small proportion of supportive retail and service is also appropriate in this land use category. Retail, service and office beyond those supporting the residential development would only be permitted as part of a mixed-use planned unit development. Significant new areas of urban high density are guided both within the Old Village and along I-94. [Corresponding Zoning District(s): UR-3]

LIMITED BUSINESS – This category defines areas within the City that are allowed to host commercial land uses at a more restricted level than would typically be allowed within a commercially guided area. No new areas of limited business are being established by the official land use plan. [Corresponding Zoning District(s): LB]

COMMERCIAL – This category is intended to accommodate a wide range and scale of commercial uses (such as retail, service, entertainment, and office) throughout the City's planned urban centers. Commercial uses can range from small neighborhood convenience nodes, to community retail areas along major roadways, to large shopping centers, to auto-related commercial uses along freeways. Residential uses are also appropriate as part of a mixed-use commercial development where allowed,

with a net residential density range of 20 to 50 units per acre allowed in such cases. Significant new areas of commercial land use are guided both within the Old Village and along I-94. [Corresponding Zoning District(s): C, GB, HB]

BUSINESS PARK – The Business Park land use category is intended to encourage the creation of significant employment centers that accommodate a diverse mix of office and light industrial uses and jobs. Specific desired attributes of this land use include a diversity of jobs, high development densities and jobs per acre, high quality site and building architectural design, and increased tax revenues for the community. Office, office showroom/warehousing, research and development services, light and high-tech electronic manufacturing and assembly, and medical laboratories are typical uses appropriate for this land use category. Some retail and service uses may be allowed as supporting uses for the primary office and light industrial uses of the employment center. In addition to the Eagle Point Business Park, much of the land east of Keats Avenue adjacent to I-94 is guided for this land use classification. [Corresponding Zoning District(s): BP]

PUBLIC/PARK – This category defines lands that include publicly owned facilities, places of worship, public parks, and privately owned recreational facilities. The scale and types of uses allowable on public/park lands are controlled by the city's conditional use permit process. No new areas of public/park space are currently designated by the new land use plan, but it is recognized that such areas will be created during the development process, and the land use map will need to be updated accordingly. [Corresponding Zoning District(s): P/PF]












ROAD ROWS – This category encompasses all areas dedicated specifically for use as road right-of-way. It should be noted that not all roads in Lake Elmo are on platted right-of-way, but are rather accommodated by easements over other land use categories. Accordingly, there is more land dedicated to use by roads than is depicted on the existing/planned land use table. New development will be required to dedicate right-of-way to accommodate the proposed road network.

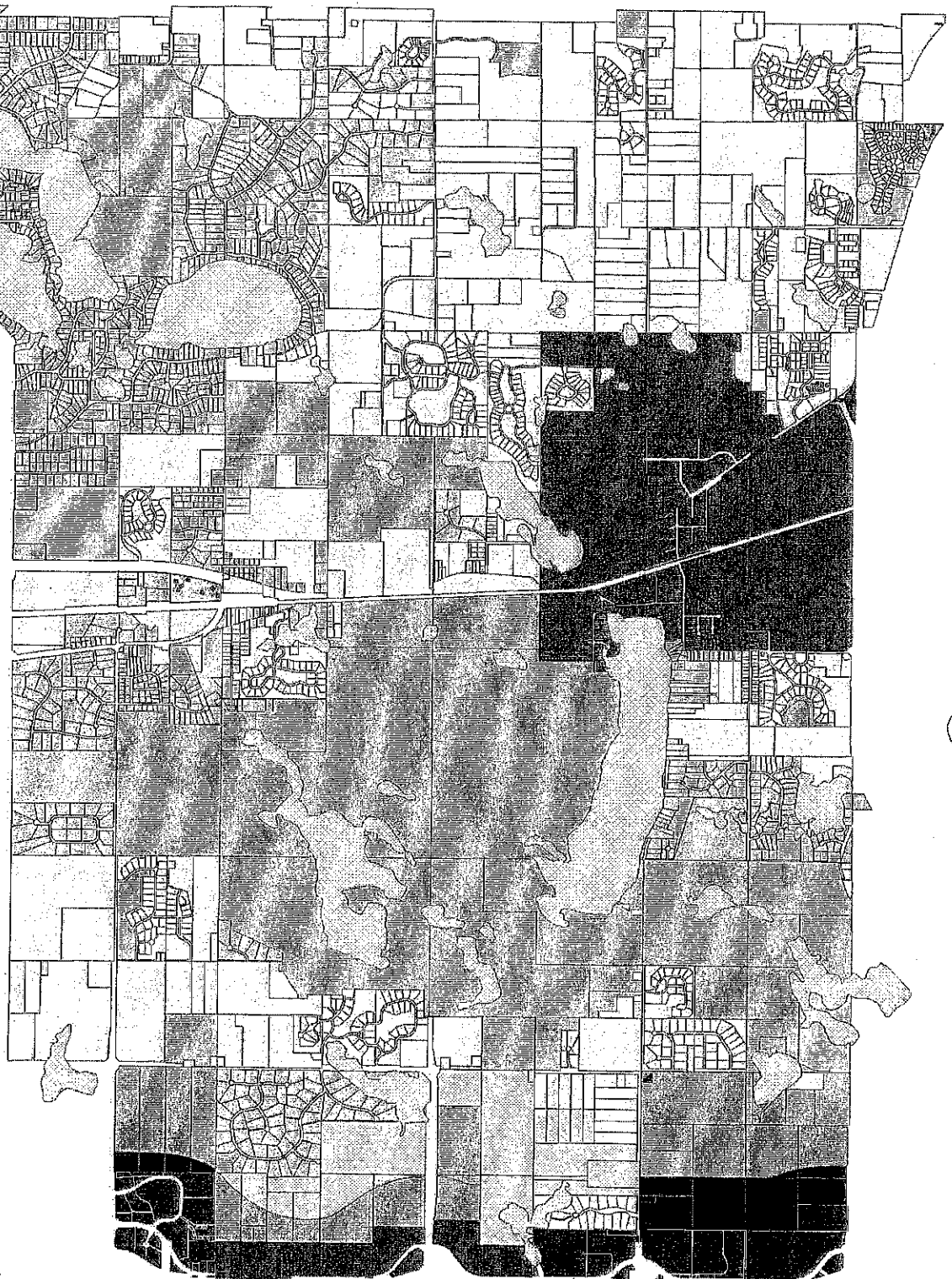
OPEN WATER – This category includes all land area in Lake Elmo covered by open water lakes and ponds as identified in the DNR Public Waters Inventory. No new areas of open water are by the official land use plan.

The distribution of planned land uses on the official Future Land Use Map is shown on **Map 3-3** and is summarized in **Table 3B**:



Planned Land Uses

-  Business Park
-  Urban Low Density
-  Urban Medium Density
-  Urban High Density
-  Old Village (TBD)
-  Commercial
-  Limited Business
-  Public/Park
-  Rural Area Development
-  Residential Estate
-  Rural Single Family



Sources: MetroGIS
4-9-12

Planned Land Use

Lake Elmo Comprehensive Plan 2030



This map was created using MFRAs Geographic Information Systems (GIS), it is a compilation of information and data from various sources. This map is not a survey or legally recorded map and is intended to be used as a reference. MFRAs is not responsible for any inaccuracies contained herein.

| Table 3B Existing and Planned Land Use Table | | | | | | | | | |
|---|----------------------------------|-----|--|--------------------------|---|--------------|--------------|--------------|----------------|
| Land Use | Residential Density (units/acre) | | Existing Land Use (acres) <i>City wide (Village)</i> ¹ | Planned Land Use (acres) | Planned Land Use Changes (anticipated acreages in 5 year increments) ⁴ | | | | Change (acres) |
| | Min | Max | | | 2012 to 2015 | 2015 to 2020 | 2020 to 2025 | 2025 to 2030 | |
| RESIDENTIAL | | | | | | | | | |
| Rural Area Development | n/a | 0.1 | 7094.24 (854.37) | 5708.79 | 6747.88 | 6401.52 | 6055.15 | 5708.79 | - 1385.45 |
| Residential Estates | 0.1 | 0.4 | 771.26 (0.0) | 771.26 | 771.26 | 771.26 | 771.26 | 771.26 | 0.0 |
| Rural Single Family | 0.66 | 2.0 | 1665.92 (151.36) | 1799.5 | 1699.32 | 1732.71 | 1766.11 | 1799.5 | + 133.58 |
| Urban Low Density | 3.5 | 5 | 0.0 (0.0) | 399.42 | 99.86 | 199.71 | 299.57 | 399.42 | + 399.42 |
| Urban Medium Density | 5 | 8 | 176.08 (0.0) | 524.15 | 263.10 | 350.12 | 437.13 | 524.15 | + 348.07 |
| Urban High Density | 8 | 15 | 0.0 (0.0) | 173.92 | 43.48 | 86.96 | 130.44 | 173.92 | + 173.92 |
| COMMERCIAL ² | | | | | | | | | |
| Business Park | 8 | 15 | 120.65 (0.0) | 337.58 | 174.88 | 229.12 | 283.35 | 337.58 | + 216.93 |
| Commercial | 5 | 8 | 99.85 (94.45) | 255.80 | 138.84 | 177.83 | 216.81 | 255.80 | + 155.95 |
| Limited Business | - | - | 111.41 (22.9) | 68.99 | 100.81 | 90.20 | 79.60 | 68.99 | - 42.42 |
| PUBLIC/SEMI PUBLIC ³ | | | | | | | | | |
| Public/Park | - | - | 3298.92 (59.17) | 3298.92 | 3298.92 | 3298.92 | 3298.92 | 3298.92 | 0.0 |
| Road ROWs | - | - | 890.93 | 890.93 | 890.93 | 890.93 | 890.93 | 890.93 | 0.0 |
| UNDEVELOPED | | | | | | | | | |
| Open Water | - | - | 1355.29 | 1355.29 | 1355.29 | 1355.29 | 1355.29 | 1355.29 | 0.0 |
| TOTALS: | - | - | 15,584.55 | 15,584.55 | 15,584.55 | 15,584.55 | 15,584.55 | 15,584.55 | 0.0 |

¹ Land Use numbers in the Old Village area are called out separately as planning for land use in this area is still on-going. The Village acreages are INCLUDED in the "city wide" total shown in bold, and are provided to give perspective on the areas still being discussed. This table will be updated again in the future to reflect the final existing and proposed land use numbers once all Village planning has been completed. Planned Land Use numbers as shown currently assume no change within the Village area.

² Residential uses within the "Business Park" and "Commercial" land use designations can only occur in areas specifically designated for mixed use on the planned land use map

³ It is recognized that both park and road ROW areas will expand as new development occurs, but such acreage is accounted for in the respective development land use types as such land areas must contribute towards required development densities.

⁴ The staging plan for future development is fluid and will allow development to occur as market conditions dictate. Because of this, specific timing for development of any specific land use category is not possible. For the purposes of this table, the anticipated acreage changes are incrementally broken down into four periods of time showing a consistent rate of change between now and 2030.

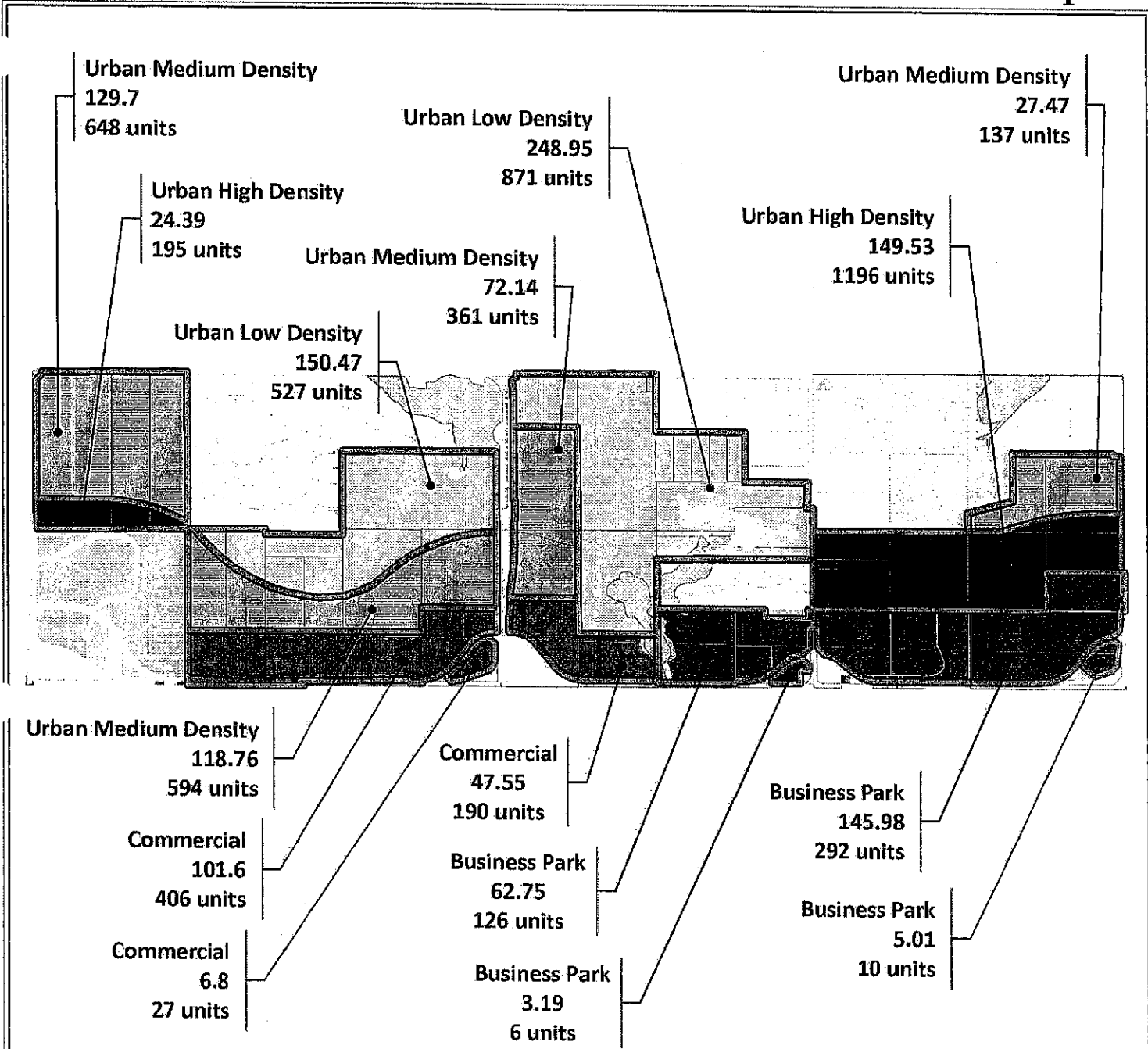
One of the main benefits of the official land use plan is that the long range planning objective to retain a permanent rural identity is achieved. Under the memorandum of understanding with the Metropolitan Council, a vast majority of the City will be allowed to maintain its rural character and existing land uses. Furthermore, concentrating urbanization adjacent to I-94 and within the Old Village will result in clear boundaries between the urban and rural portions of the community. Beyond that, the City's desire to protect its sensitive park lands is also achieved. Both Lake Elmo Regional Park and Sunfish Lake Park will continue to be surrounded by agricultural lands and will not be impacted by encroaching urbanization.

Review of how Proposed Development Conforms to Regional Plans

Under the framework of the MOU, the City of Lake Elmo is required to service a minimum of 5500 residential equivalency units (REC units) on lands south of 10th Street, and a minimum of 1100 units within the Old Village. Given the land use classifications assigned to both areas (and the minimum required residential densities / REC units for non-residential development), the City will more than exceed its required level of regional growth. Table 3C and Map 3-4 illustrate the acreages assigned to each of the various land use types and the resulting minimum number of REC units that will be achieved by new planned development South of 10th Street. Table 3D and Map 3-5 will illustrate the same for new planned development within the Old Village following conclusion of that planning process.

| Table 3C | | | | |
|---|-----------------------------|----------------------------|---|------------------------------------|
| South of 10th Street Minimum REC Units from NEW Planned Development | | | | |
| | Land Use | Acreage¹ | Minimum REC Units Allowed (per acre) | Minimum Resulting REC Units |
| Residential | Urban Low Density | 399.42 | 3.5 | 1397 |
| | Urban Medium Density | 348.07 | 5.0 | 1740 |
| | Urban High Density | 173.92 | 8.0 | 1391 |
| Commercial | Business Park | 216.93 | 2.0 | 433 |
| | Commercial | 155.95 | 4.0 | 623 |
| TOTAL: | | | | 5584 |

¹ The listed acreages reflect the area of increase for each development type (see Table 3B). Redevelopment of existing commercial and medium density areas south of 10th Street is likely to occur, but such improvements are not reflected in this table. Any such redevelopment would result in the minimum number of anticipated REC units going up.



Planned Land Uses

- Urban Low Density
- Urban Medium Density
- Urban High Density
- Business Park
- Commercial

This map depicts the development type, acres, and anticipated REC units to be generated from new development to the south of 10th Street. Redevelopment of commercial and medium density areas south of 10th Street is likely to occur, but such improvements are not reflected in these numbers. Any such redevelopment would result in the anticipated REC units going up.

Sources: MetroGIS
4-9-12

Minimum REC Units South of 10th Street Based on Guided Land Use

Lake Elmo Comprehensive Plan 2030



This map was created using MFR's Geographic Information Systems (GIS). It is a compilation of information and data from various sources. This map is not a surveyed or legally recorded map and is intended to be used as a reference. MFR is not responsible for any inaccuracies contained herein.

| Table 3D | | | | | |
|---|-----------------------------|----------------|---|------------------------------------|--|
| Old Village Minimum REC Units from NEW Planned Development | | | | | |
| Land Use | | Acreage | Minimum REC Units Allowed (per acre) | Minimum Resulting REC Units | |
| Residential | Urban Low Density | <i>TBD</i> | <i>TBD</i> | <i>TBD</i> | |
| | Urban Medium Density | <i>TBD</i> | <i>TBD</i> | <i>TBD</i> | |
| | Urban High Density | <i>TBD</i> | <i>TBD</i> | <i>TBD</i> | |
| Commercial | Business Park | <i>TBD</i> | <i>TBD</i> | <i>TBD</i> | |
| | Commercial | <i>TBD</i> | <i>TBD</i> | <i>TBD</i> | |
| | | | TOTAL: | <i>TBD</i> | |

PLANNING STAFF TO PROVIDE:

- Village Planning and adherence to MOU
- Overall plan conformance to MOU

Development Staging

PLANNING STAFF TO COMPLETE

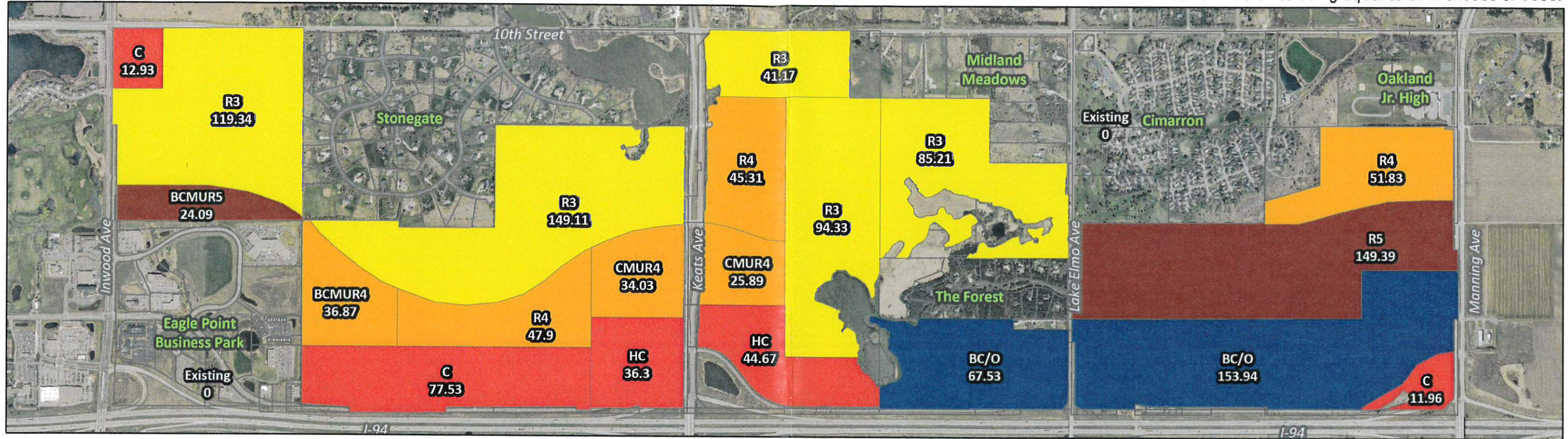
- *Staging in rural development areas*
- *Staging for I-94 Corridor*
- *Staging for Village Planning Area*
- *Provisions for accelerating staging plan*

Housing

ATTACHED AS SEPARATE SECTION

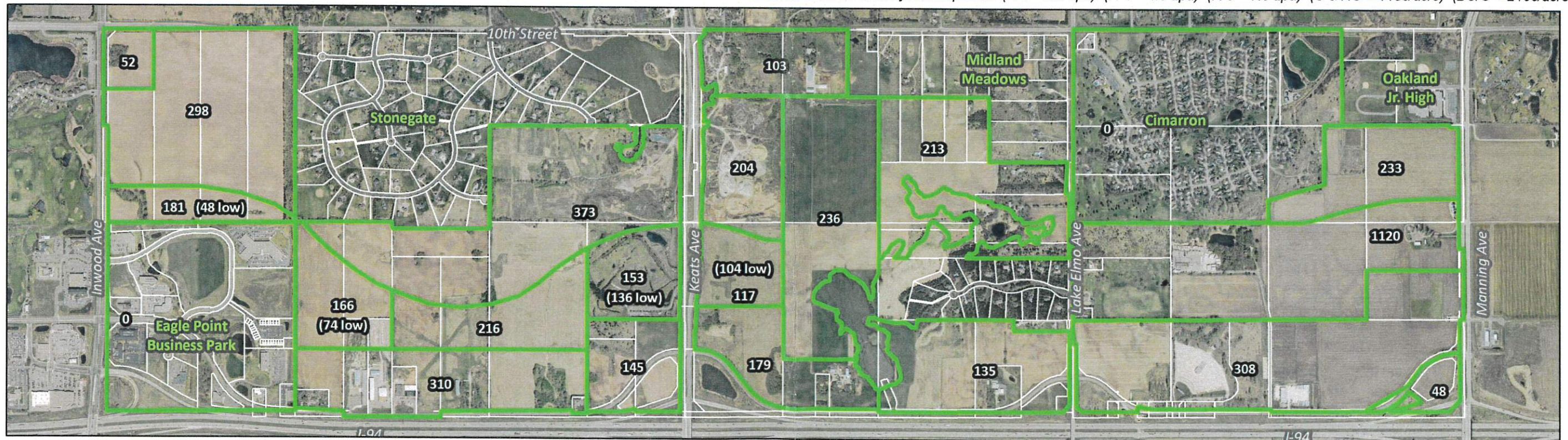
DRAFT Land Use Plan for South of 10th Street -- June 2012 (Option 4)

Boundaries, densities and text subject only to changes which result in the final minimum number of REC units being equal to or in excess of 5500.



Approximate Corresponding REC Units

Lowest Permitted Density Assumptions: (R-3 = 2.5 upa) (R-4 = 4.5 upa) (R-5 = 7.5 upa) (C & HC = 4 rec/acre) (BC/O = 2 rec/acre)



Approximate NEW rec units (EXCLUDES anticipated Eagle Point & Cimarron hook-ups): 4790 (HIGH) / 4535 (LOW)

"High" number assumes all ALTERNATIVE use areas develop at the highest allowable floor for that acreage; "Low" number assumes all mixed use areas develop at the lowest allowable floor for that acreage.