



PLANNING COMMISSION
DATE: 6/30/14
AGENDA ITEM: 4C – PUBLIC HEARING
CASE # 2014-35

ITEM: Comprehensive Plan Amendment – Holliday Property

SUBMITTED BY: Nick Johnson, City Planner

REVIEWED BY: Kyle Klatt, Community Development Director
Jack Griffin, City Engineer
Ann Pung-Terwedo, Washington County

SUMMARY AND ACTION REQUESTED:

The Planning Commission is being asked to consider a request from GWSA Land Development, LLC to amend the Lake Elmo Comprehensive Plan to change the future land use designation of property immediately west of Manning Ave. N. (CSAH 15) and immediately north of 30th Street from RAD – Rural Area Development to V-LDR – Village Urban Low Density Residential. The requested Comprehensive Plan Amendment has been submitted in conjunction with a Sketch Plan for a proposed 104-unit single family residential subdivision in the southeast portion of the Village Planning Area. Staff is recommending that the Planning Commission recommend approval of the amendment request subject to 1 condition identified in the Staff Report.

GENERAL INFORMATION

Applicant: GWSA Land Development, LLC (Craig Allen); 10850 Old County Road 15, Suite 200, Plymouth, MN 55441

Property Owners: Mark Holliday; PO Box 243, Lake Elmo, MN 55042

Location: Part of Sections 13, Township 29 North, Range 21 West in Lake Elmo, immediately north of 30th Street and immediately west of Manning Avenue (CSAH 15). PID Number: 13.029.21.44.0002.

Request: Application for Comprehensive Plan Amendment – RAD to V-LDR

Existing Land Use: Vacant agricultural land

Existing Zoning: RT – Rural Transitional Zoning

Surrounding Land Use: North – vacant/agricultural land, planned for Village Urban Low Density; west – Rural Single Family parcels; south – Heritage Farm open space preservation (OP) subdivision; east – Lake Elmo Airport.

Surrounding Zoning: RT – Rural Development Transitional; OP – Open Space Preservation; PF – Public Facilities

Comprehensive Plan: Rural Area Development (RAD)

Proposed Zoning: LDR – Urban Low Density Residential

<i>History:</i>	The subject property is currently vacant and used for agricultural purposes.
<i>Deadline for Action:</i>	Application Complete – 6/10/14 60 Day Deadline – 8/8/14 Extension Letter Mailed – No 120 Day Deadline – 10/7/14
<i>Applicable Regulations:</i>	Article 10 – Urban Residential Districts (MDR)

REQUEST DETAILS

The City of Lake Elmo has received a request from GWSA Land Development, LLC for a Comprehensive Plan Amendment to change the future land use designation of a 14.85 acre parcel immediately west of Manning Avenue and immediately north of 30th Street from Rural Area Development (RAD) to Village Urban Low Density Residential (V-LDR). This property is located within the Village Planning Area and is located within the City's sanctuary sewer service area. The property is presently owned by Mark Holliday and is under contract for purchase by GWSA Land Development, LLC. The applicant would like to develop the subject property in conjunction with the property to the north owned by Schiltgen Farms, Inc. (PID: 13.029.21.43.0004) as a 104-unit single family residential subdivision. To move forward as presented in the Sketch Plan, the land use guidance of the Holliday parcel would need to be amended from Rural Area Development (RAD) to Village Urban Low Density Residential (V-LDR) in the Comprehensive Plan.

To provide further background for the Comprehensive Plan Amendment request, the applicant has submitted a Sketch Plan to aid the review of the CPA. The Sketch Plan will also be reviewed on June 30, 2014 and includes 104 single family lots. The net density of the total project as submitted is 2.09 units per acre, which is consistent with the V-LDR land use category.

BACKGROUND

The applicant's site is currently vacant and is immediately west of Manning Avenue and immediately north of 30th Street. Sanitary sewer service is located nearby in the lift station east of Reid Park. Water service is available to the west of the subject parcel within close proximity to the lift station site.

When the City adopted the future land use map for this area as part of the Village Land Use Plan last year, this site was guided for Rural Area Development. This designation was selected for this parcel in large part to the overall number of projected residential units in the Village Area, as previous planning efforts had aimed for a target projected growth of the Village at 934 units. As the City prepared the Village Land Use Plan, the intent was to provide land use guidance that would be consistent with the Village Master Plan and provide a range of projected residential units that was consistent with the target of previous planning efforts. However, as the subject property is located between the parcels guided for residential development and 30th Street, it remains a critical path for the future minor collector road, Village Parkway, needed to serve growth and development on the eastern side of the Village Planning Area. Without a change of land use for the Holliday parcel, the applicant has noted that it is likely not feasible to complete the minor collector road down to 30th Street. In addition, the applicant has noted that they would like to utilize portions of the Holliday parcel for storm water management.

From a procedural standpoint, it should be noted that should the City approve the proposed Comprehensive Plan Amendment, the approval would be contingent upon the approval of the Metropolitan Council. In addition, given the parcel's location next to both Baytown and West Lakeland Township, it is likely that the proposed amendment is subject to adjacent community review and comment. In staff's judgment, this would not pose as an obstacle to the proposed amendment, but rather is a required procedural step that take additional time to complete.

REVIEW AND ANALYSIS

The applicant's site is 14.85 acres in size, representing a small portion of the total Village Planning Area. Given the size of the parcel, the proposed increase in overall density will not have a significant impact on the overall projections for residential units in this area. When reviewing the Sketch Plan that was submitted as part of the Comprehensive Plan Amendment request, the plan shows 26 single family lots proposed on the Holliday site. When analyzing the proposed net density of the Holliday parcel only in the context of the submitted Village Preserve South Sketch Plan, the density of the Holliday parcel would be 1.75 units per acre, which is on the lower side of the allowed density range for the Village Urban Low Density land use category. The conclusion drawn from this analysis is that if the Comprehensive Plan amendment were approved, the proposed Sketch Plan as submitted would conform to the requested land use category. In staff's judgment, the increase in the overall residential unit count for the Village Area is modest and would not be inconsistent with the overall number of units planned for the Village under the Village Land Use Plan.

In the submitted narrative, the applicant states that allowing the Holliday property to be incorporated into the proposed single family subdivision would allow for the completion of the Village Parkway minor collector road. In staff's review of the Comprehensive Plan Amendment request, the completion of the collector road is the most critical component of the review of the request. The City's Transportation Plan (Attachment #5) includes a projected daily traffic of 5800 vehicle trip per day for Village Parkway. Without the completion of this critical transportation improvement, projected traffic volumes would likely increase on both Manning Avenue (CSAH 15) and Lake Elmo Avenue (CSAH 17). As Manning is planned to be expanded by Washington County, City staff is less concerned about higher projected traffic volumes on Manning. However, the County currently has no plans to expand Lake Elmo Avenue into a 4-lane road, as the amount of right-of-way along this corridor is extremely limited, particularly along the segment of the road adjacent to Lake Elmo. Village Parkway remains a significant transportation improvement needed to properly distribute traffic throughout the Village Planning Area. In addition to considerations related to the overall transportation network of the Village, it is also important to note that it is the City's expectation that collector roads needed to serve developing areas be constructed by the private development community, as opposed to the City taking on the planning, design, construction and administrative costs of building the road. This is an important consideration when evaluating the applicant's case of the feasibility of constructing the road through open agricultural lands. In the experience of staff, the applicant is correct that very rarely would a City require a private landowner or developer to construct a City collector road over a significant stretch of land that had no development rights or growth potential. The review memorandum from the City Engineer (Attachment #8) supports this case. Therefore, based on the fact that it is the City's expectation that the private developers construct these collector roads, such as 5th Street and Village Parkway, staff finds merit in the applicant's argument.

In addition to the Transportation issue, it should also be noted that the subject property is located within the City's sanitary sewer service area. This fact is noteworthy as the request does not include

any expansions of the areas the City intends to serve with sanitary sewer. In the judgment of staff, this is an important aspect of consideration when evaluating the Comprehensive Plan Amendment request. If the amendment request included expansions of the areas planned for sanitary sewer, then a greater discussion or evaluation of broader City policy would be warranted from staff's perspective.

Finally, it should be noted that the subject property is directly adjacent to a rural single family property on the west side of the proposed single family development. The parcel that is adjacent to the proposed subdivision is 11580 30th Street North, with the ownership listed as Mcleod James R TRS according to County property records. According to the submitted Sketch Plan, two larger lots, and small portion of a third lot, are located on the eastern boundary of the Mcleod parcel. In order to address change in land use adjacent to the Mcleod parcel, Staff would recommend that the applicants develop and install a screening/planting plan that would effectively buffer the Mcleod parcel from the proposed single family residential development. This could be accomplished either through berming, landscaping, fencing or some other means. Staff would recommend that this screening be required as a condition of approval for the Comprehensive Plan Amendment.

Based on the above Staff Report and analysis, staff is recommending approval of the Comprehensive Plan Amendment request for the Holiday parcel subject to the following condition of approval:

1) As part of the preparation of Preliminary Plans for the Village Preserve South subdivision, the applicant shall prepare a screening plan along the western boundary of the Holliday parcel adjacent to the Mcleod parcel that effectively buffers the proposed residential subdivision from the rural single family lot to the west.

DRAFT FINDINGS

Staff is supportive of the proposed amendment and is recommending approval of the requested change to the Comprehensive Plan based on the following findings:

1. That the subject property associated with the Comprehensive Plan Amendment request is currently located within the City's sanitary sewer service area.
2. That the proposed amendment will allow for the private market to complete the construction of the Village Parkway minor collector road, a critical transportation improvement needed to serve the upcoming growth and development and increased projected traffic volumes within the Village Planning Area.
3. That the area impacted by the proposed amendment is relatively small, and that the potential increase in residential units associated with the amendment is not inconsistent with the projected levels of planned growth and development in the Village Area under the Village Land Use Plan.

RECCOMENDATION:

Staff recommends that the Planning Commission recommend approval of request by GWSA Land Development, LLC to amend the Lake Elmo Comprehensive Plan by changing the future land use designation of the Holliday parcel (PID: 13.029.21.44.0002) from RAD – Rural Area Development

to V-LDR – Village Urban Low Density Residential subject to the condition of approval outlined in the Staff Report. Suggested motion:

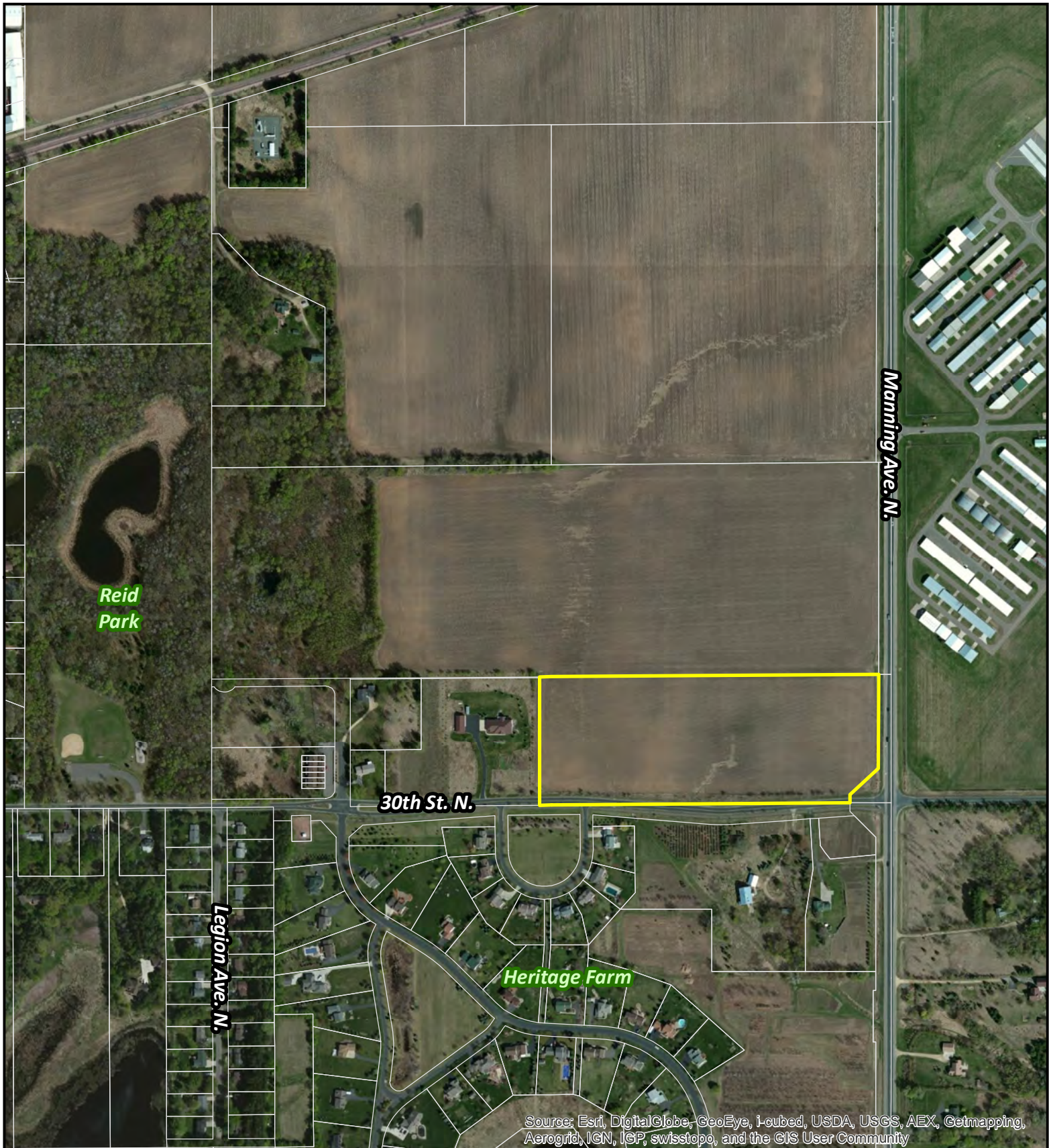
“Move to recommend approval of the request by GWSA Land Development, LLC to amend the City’s Future Land Use Map to change the land use designation of the Holliday parcel from Rural Area Development to Village Urban Low Density Residential subject to the condition of approval identified in the Staff Report and based on the findings of fact as drafted by staff.”

ATTACHMENTS:

1. Location Map
2. Application w/Narrative and Sketch Plan
3. Village Planned Land Use Map (Map 3-5 from Comprehensive Plan)
4. Proposed Amendment: RAD to V-LDR
5. Lake Elmo Transportation Plan – Figure 8: 2030 Projected Volumes, Improved Scenario
6. Village MUSA Map
7. Regional Sewered Staging Plan
8. City Engineer Review Comments

ORDER OF BUSINESS:

- Introduction City Planner
- Report by Staff City Planner
- Questions from the Commission Chair & Commission Members
- Open the Public HearingChair
- Close the Public Hearing.....Chair
- Discussion by the Commission Chair & Commission Members
- Action by the Commission..... Chair & Commission Members



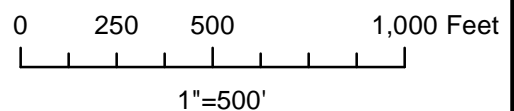
Location Map: Holliday Parcel CPA



Data Source: Washington County, MN
6-23-2014



Holliday Parcel
PID: 13.029.21.44.0002



Date Received: _____
Received By: _____
Permit #: _____



651-747-3900
3800 Laverne Avenue North
Lake Elmo, MN 55042

LAND USE APPLICATION

- ☒ Comprehensive Plan ☐ Zoning District Amend ☐ Zoning Text Amend ☐ Variance*(see below) ☐ Zoning Appeal
- ☐ Conditional Use Permit (C.U.P.) ☐ Flood Plain C.U.P. ☐ Interim Use Permit (I.U.P.) ☐ Excavating/Grading
- ☐ Lot Line Adjustment ☐ Minor Subdivision ☒ Residential Subdivision Sketch/Concept Plan
- ☐ PUD Concept Plan ☐ PUD Preliminary Plan ☐ PUD Final Plan

Applicant: GWSA Land Development LLC
Address: 10850 Old County Road 15, Suite 200
Phone #: 952-270-4473
Email Address: Craig@gsaencompany.com

Fee Owner: MARK HOLLIDAY
Address: PO Box 243, Lake Elmo, MN 55042
Phone #: 651-270-1318
Email Address: MARKH5@aol.com

Property Location (Address and Complete (long) Legal Description): Attached

Detailed Reason for Request: A Comprehensive Plan Amendment to change approximately 14 acres North of 30th Street and West of Manning Avenue from RAD to V-LDR.

A sketch plan to incorporate approximately 14 acres with The Sch Itgen property as part of a 107 lot single family development.

*Variance Requests: As outlined in Section 301.060 C. of the Lake Elmo Municipal Code, the applicant must demonstrate practical difficulties before a variance can be granted. The practical difficulties related to this application are as follows:

In signing this application, I hereby acknowledge that I have read and fully understand the applicable provisions of the Zoning ordinance and current administrative procedures. I further acknowledge the fee explanation as outlined in the application procedures and hereby agree to pay all statements received from the City pertaining to additional application expense.

Signature of applicant: [Signature] Date: 6/11/14

Signature of fee owner: [Signature] Date: 6-23-14

Mark Holliday Property Description:

The land referred to in the Commitment is situated in Washington County, State of Minnesota and is described as follows:

The South 498.6 feet of the South Half of the Southeast Quarter (S1/2 of SE1/4); Section Thirteen (13), Township Twenty Nine North (29N.), Range Twenty-one West (21W.); except the West 1273.0 feet of the South Half of the Southeast Quarter of said Section Thirteen (13). And excepting therefrom that portion of the above tract conveyed to the County of Washington by that certain Quit Claim Deed dated March 30, 1987, and filed of record in the Office of the Washington County Recorder on April 2, 1987 as Document No. 535377.

Abstract Property.



GWSA Land Development, LLC
10850 Old County Road 15
Suite 200
Plymouth, MN 55441

Craig Allen
952-270-4473
Craig@gonyeacompany.com

Comprehensive Plan Amendment Narrative Mark Holliday – Village Preserve South June 10, 2014

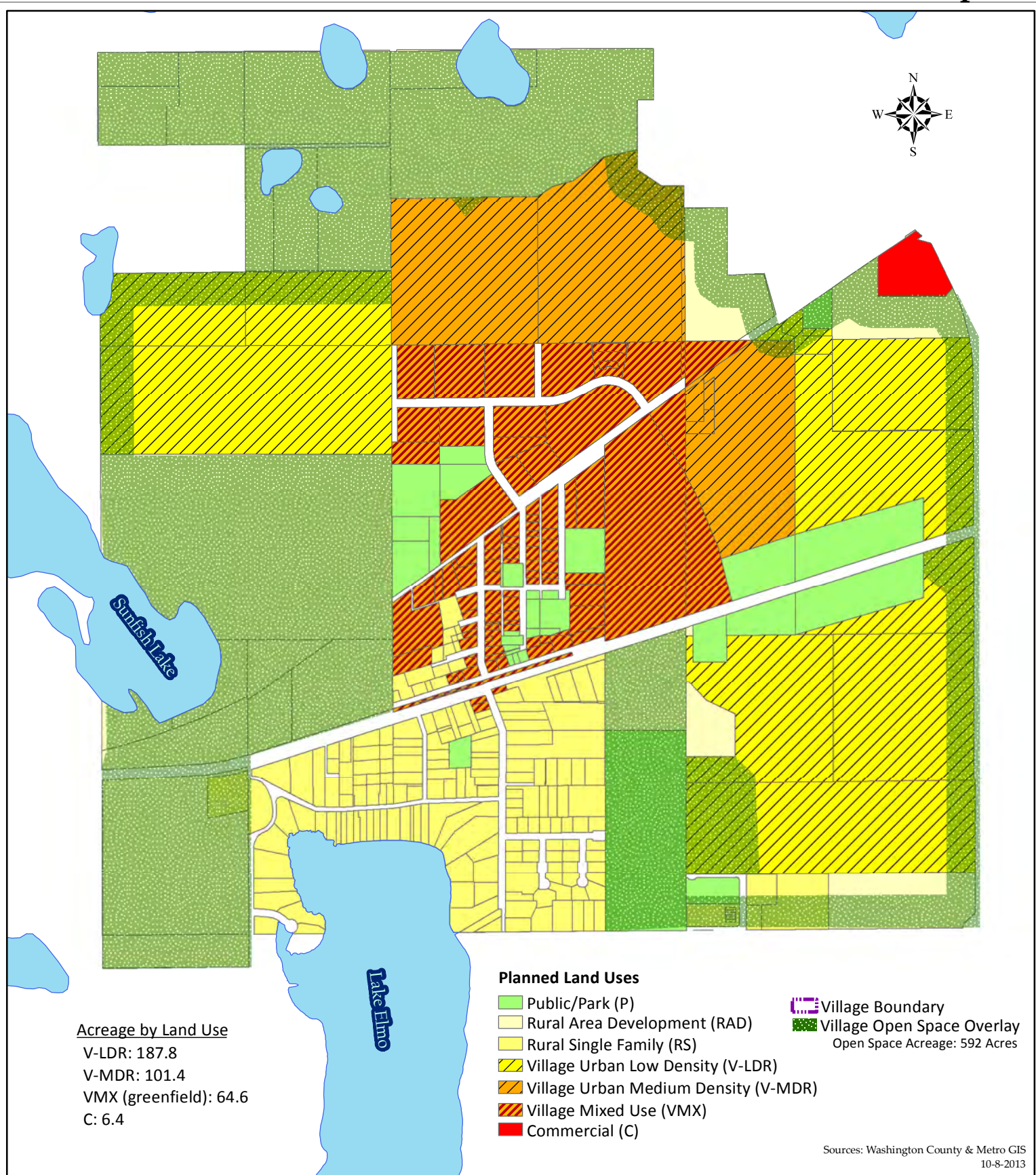
This property consist of +/- 14 acres located on the corner north of 30th Street North and west of Manning Avenue North. The property is currently used for Agricultural Purposes. The current zoning is Rural Transitional (RT) and the planned land use is Rural Area Development (RAD). We are requesting a Comprehensive Plan Amendment to change from Rural Area Development (RAD) to Village Urban Low Density Residential (V-LDR) as part of our sketch plan for Village Preserve South.

The sketch plan for Village Preserve South combines this Property +/- 14 acres currently owned by Mark Holliday and the property directly north +/- 49 acres currently owned by Schiltgen Farms, Inc. The proposed plan has 104 single family lots.

As part of the sketch plan for Village Preserve South, there will be +/- 14 acres of the northwest portion of the property directly adjacent to Reid Park that we are proposing as park dedication. This area is defined on the Village Open Space Map and mentioned in the Village Comprehensive Land Use Plan as an “opportunity to acquire environmentally sensitive lands that could be incorporated into recreation”. Also per the Village Planning Area Comprehensive Plan, the sketch plan includes the New Village Parkway that will provide a north/south connection between Highway 5 and 30th Street North. Lastly, the proposed sketch plan includes an extensive amount of stormwater management to help mitigate current stormwater problems in the Village Planning area.

Our request for a Comprehensive Plan Amendment from RAD to V-LDR is due in large part to the components of our proposal listed above. A significant portion of the Holliday property will be consumed by the Village Parkway and stormwater management/greenbelt. The need for access to 30th Street via +/- 500 feet of City planned collector road through a Rural, undevelopable property is a heavy burden and calls into question the pheasability of the project. By incorporating the Holliday property into our development, we will be able to provide access from 30th Street North to our development, Easton Village and ultimately to the existing downtown. The Holliday property also increases stormwater capacity that will benefit our development and potentially help drainage issues south of 30th Street.

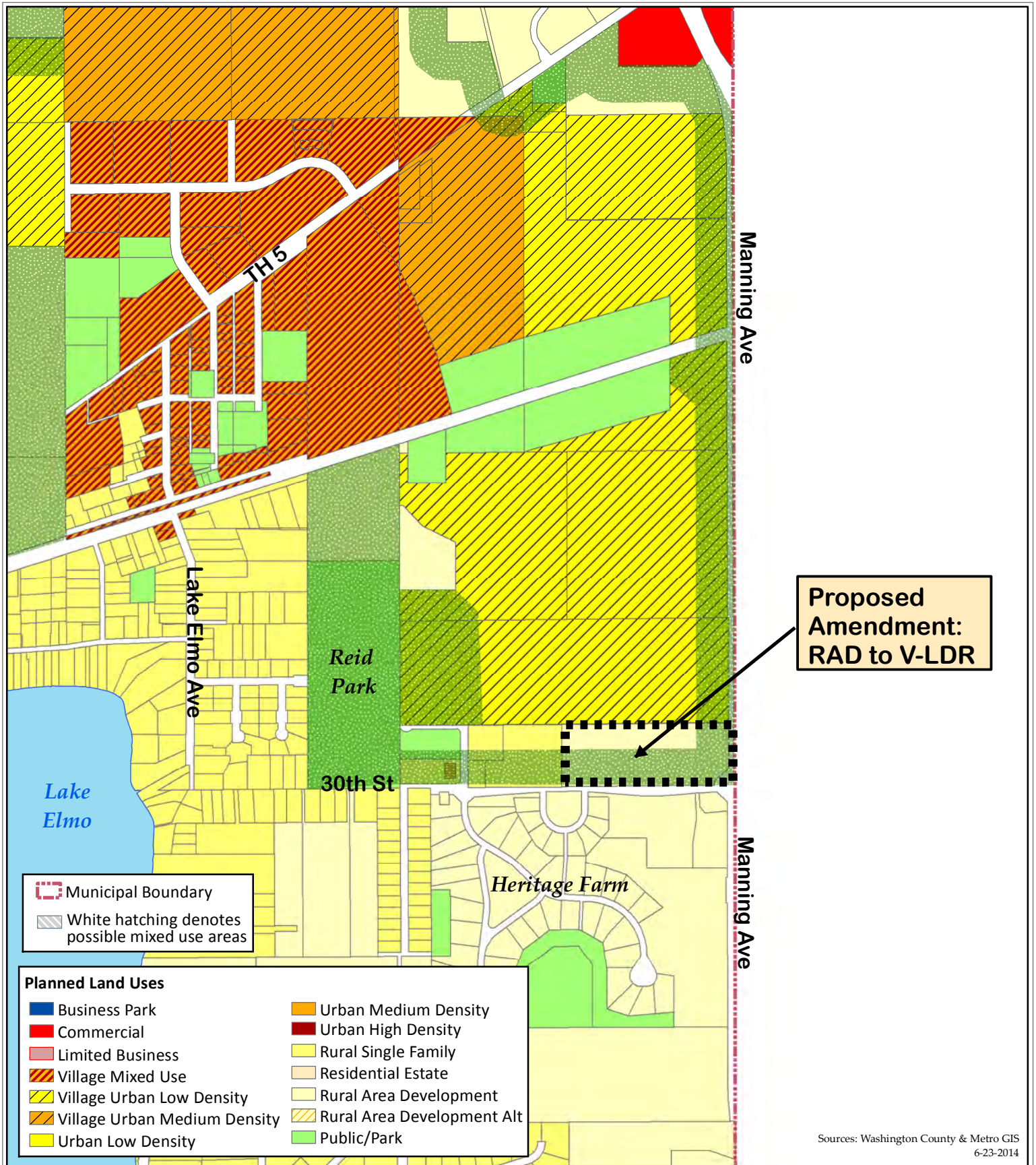
With the dedication of +/- 14 acres adjacent to Reid Park and incorporating the +/- 14 acres of Holliday property into our Village Preserve South sketch plan, our desire is to create a more natural and liveable development while addressing goals and objectives of the Comprehensive Plan with expansion of Reid Park, roadway and trail access and connectivity via the Village Parkway, as well as mitigating stormwater and drainage issues and concerns of the City and Watershed.



Village Planned Land Use

Lake Elmo Comprehensive Plan 2030





Proposed Comprehensive Plan Amendment

Holliday Parcel - Village Preserve South



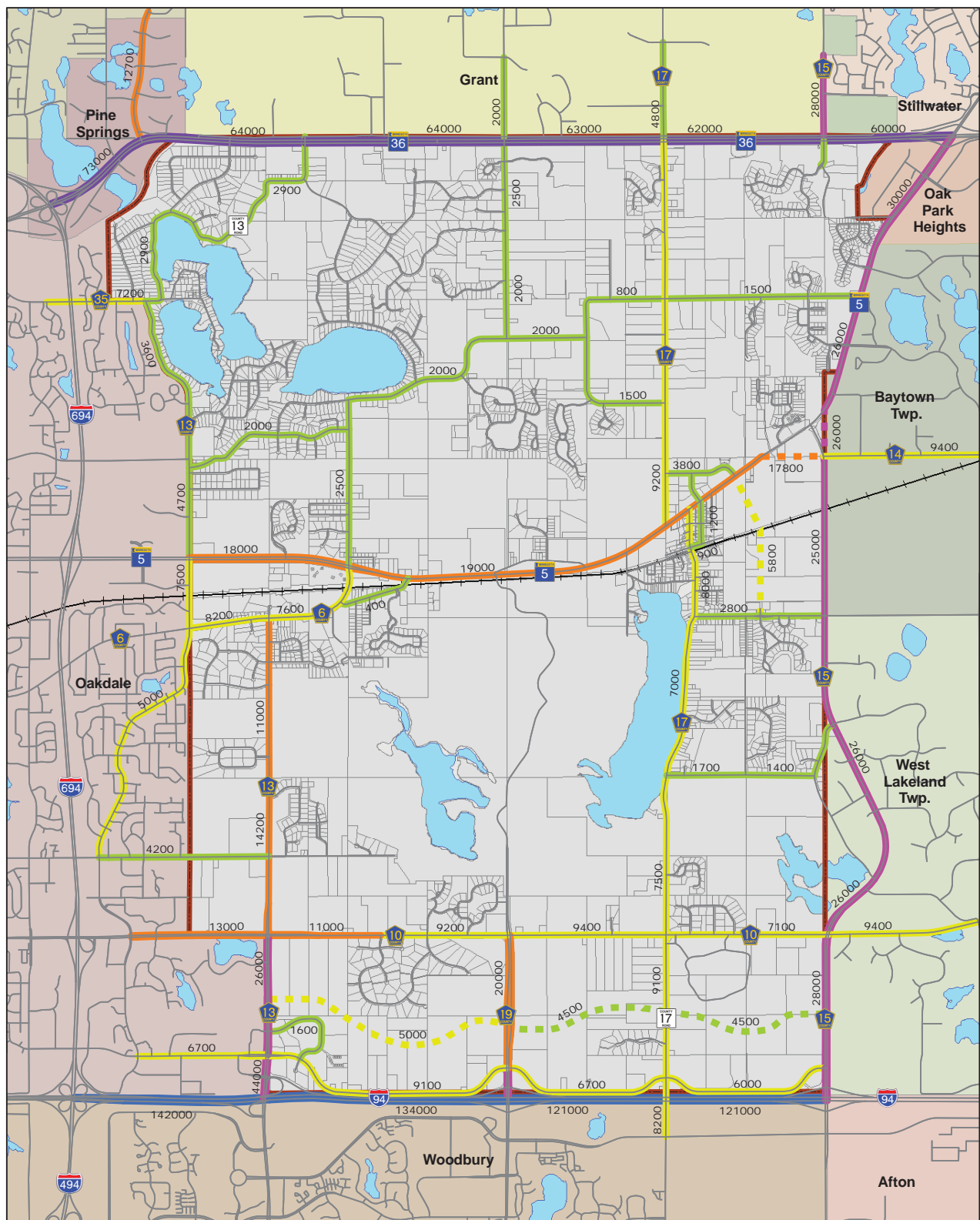


FIGURE 8: 2030 PROJECTED VOLUMES IMPROVED SCENARIO

Transportation Plan

2030 Comprehensive Plan

City of Lake Elmo, Minnesota



Map date: April 2009
Prepared by:

TKDA
ENGINEERS • ARCHITECTS • PLANNERS



LEGEND

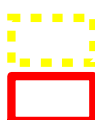
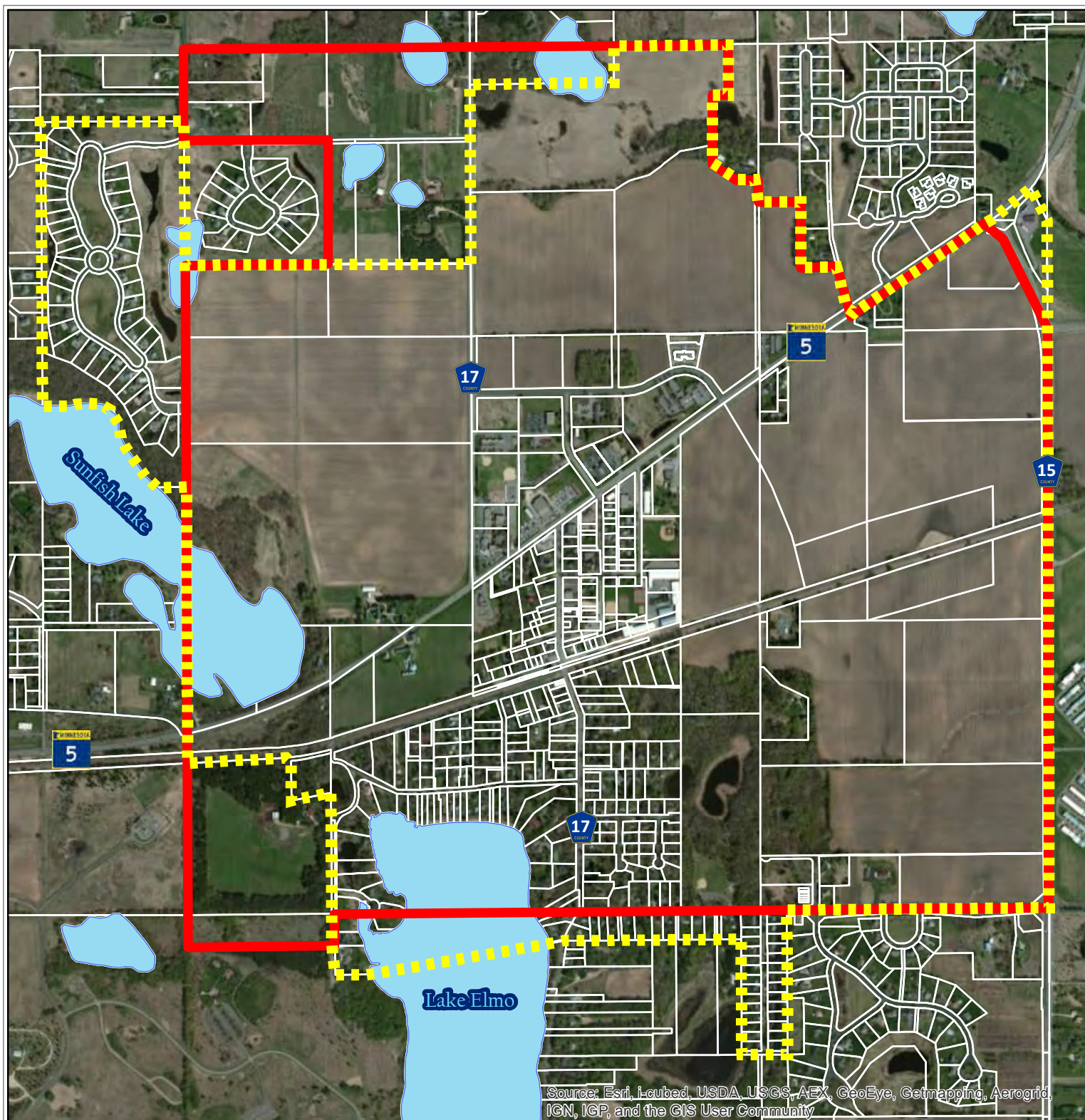
- City Boundary
- Roadways
- Lakes
- Parcels

2030 PROJECTED VOLUMES IMPROVED SCENARIO

- < 5,000
- 5,000 - 9,999
- 10,000 - 24,999
- 25,000 - 49,999
- 50,000 - 99,999
- 100,000 OR >

LIMITATION OF LIABILITY
This document is not a legally recorded map or survey and is not intended to be used as one. This map is a compilation of records and information from various state, county, and city offices, and other sources.

Note: Dashed lines represent future roadways not currently in place.



Village MUSA - Proposed

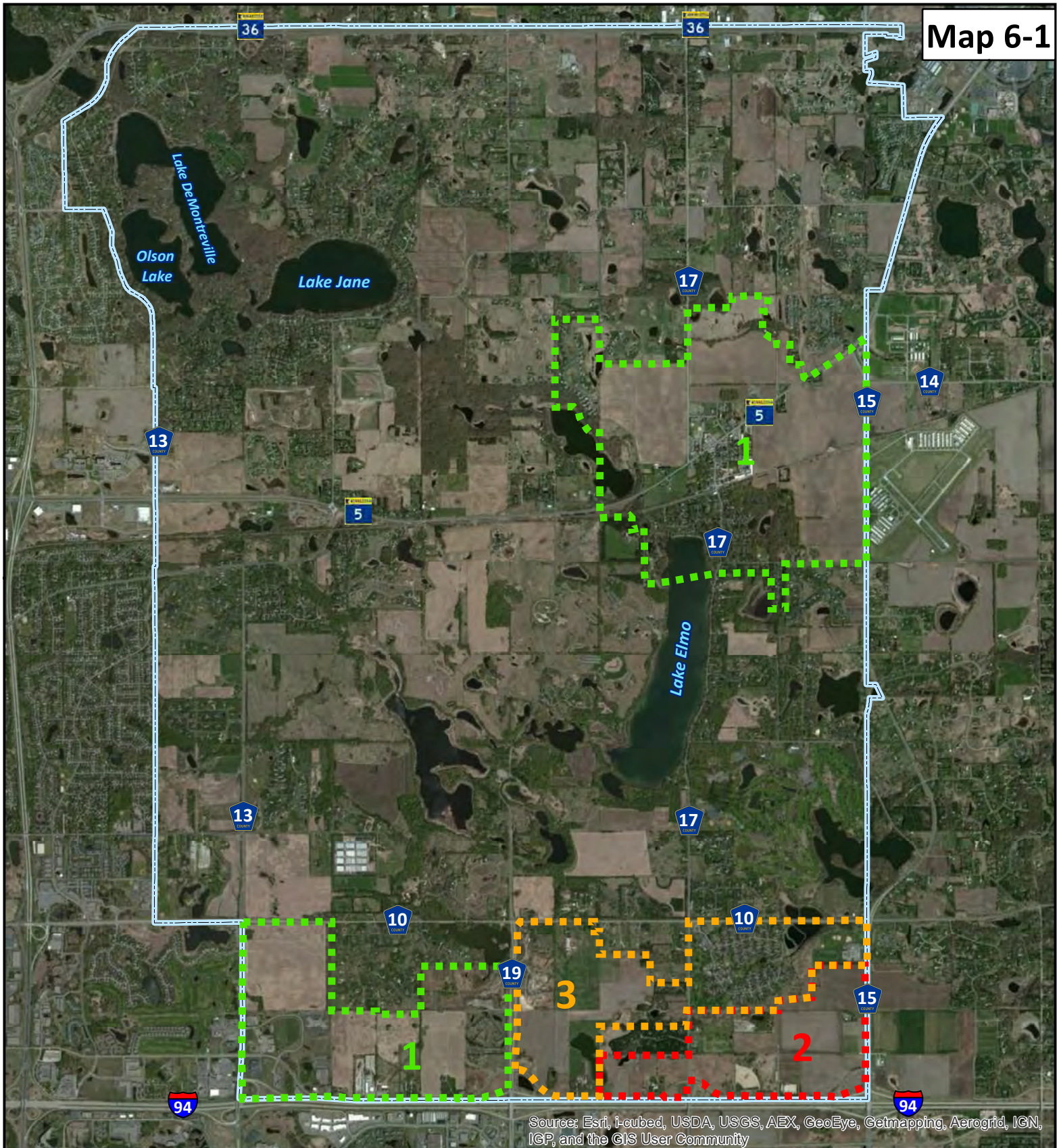
Village MUSA - Existing

Sources: Washington County & Metro GIS
2-14-13

Village MUSA Amendment

Lake Elmo Comprehensive Plan 2030





Regional Sewered Staging Plan



Data Source: Washington County, MN
8-16-13



Stage 1
Stage 2
Stage 3



0 0.25 0.5 1
Miles

MEMORANDUM

FOCUS ENGINEERING, inc.

Cara Geheren, P.E. 651.300.4261
Jack Griffin, P.E. 651.300.4264
Ryan Stempski, P.E. 651.300.4267
Chad Isakson, P.E. 651.300.4283

Date: June 27, 2014

To: Nick Johnson, City Planner
Cc: Kyle Klatt, Planning Director

Re: Holliday Property
Comprehensive Plan Amendment

From: Jack Griffin, P.E., City Engineer

Engineering has reviewed the request from GWSA Land Development, LLC for a Comprehensive Plan Amendment to change the land use and zoning for a 14.85 acre parcel located within the Village MUSA, immediately west of Manning Avenue and immediately north of 30th Street. Engineering recommends approval of this request because the subject parcel is located where City transportation and storm water management infrastructure is required to support the Village Land Use Plan and the growth and development for the Village area.

- The Village plan requires a collector roadway, known as Village Parkway, to link Trunk Highway 5 and 30th Street and has been shown on the Village master plan and City infrastructure capital improvement plan since 2007. Village Parkway is an important neighborhood collector street that will serve the Village area and direct new development to the major transportation corridors surrounding the Village. Traffic modeling completed by Washington County supports the importance and need for this collector road. Without this comprehensive plan amendment, the City will need to pursue R/W from the Holliday parcel and construct this segment at the City's cost.
- The Holliday parcel also plays an important role in the storm water management planning and solutions for the Village area since all storm water drainage currently passes through the Holliday parcel.