



STAFF REPORT

DATE: 2/25/2019

REGULAR

ITEM #:4b

TO: City Council
FROM: Ken Roberts, Planning Director
AGENDA ITEM: **Four Corners 2nd Addition** – Preliminary Plat, Preliminary Planned Unit Development (PUD) Plans, Zoning Map Amendment and Right-of-Way Vacations
REVIEWED BY: Jack Griffin, City Engineer
Ben Prchal, City Planner

BACKGROUND:

The City has received a request from Terry Emerson for approval of a Preliminary Plat, Preliminary Planned Unit Development (PUD) Plan, a Zoning Map Amendment and Right-of-Way Vacations for a commercial development to be known as Four Corners Second Addition. This proposal includes the realignment of Hudson Boulevard and the creation of several lots for commercial development (including a lot for park and ride lot) for the property generally on the northwest corner of Manning Avenue and Hudson Boulevard North.

The City Council approved the Concept PUD plans for this site on July 17, 2018.

ISSUE BEFORE PLANNING COMMISSION:

The Planning Commission is being asked to hold a public hearing, review the proposal and make recommendation to the City Council on the above-mentioned requests for the Four Corners Second Addition.

PROPOSAL DETAILS/ANALYSIS:

General Information.

- *Property Owner:* Terry Emerson, 2204 Legion Lane Circle North, Lake Elmo, MN 55042
- *Location:* North of I-94/Hudson Boulevard and West of Manning Avenue North, lying east of 11530 Hudson Boulevard North
- *Current Site Area:* 56.9 acres
- *Land Use Guidance:* The 2030 Comprehensive Plan guides the eastern portion of the site as Commercial, and the western portion is guided as Business Park. The 2040 Comprehensive Plan guides the eastern part of the site as Commercial and the western part as Business Park.
- *Current Zoning:* Rural Development Transitional
- *Proposed Zoning:* Commercial and Convenience Commercial
- *Current Surrounding Land Use Guidance:* Vacant land to the north (Rural Development Transitional); I-94 to the south (Woodbury); Stillwater School Bus facility and vacant land to the west (Rural Development Transitional); Manning Avenue to the east (West Lakeland).

- *History:* The property has been used as rural vacant land.
- *Application Timeline:* The City received the complete application on January 25, 2019. The 60-day review ends on March 24, 2019.

Request Details/Reason for PUD. The applicant is proposing (along with Metro Transit) to construct a park-and-ride facility on Lot 1, Block 1 along with a commercial development to the north on Outlot B. Currently, the Zoning Code states that transit-related park-and-ride lots are allowed in the Convenience Commercial zoning district within the written Purpose and District Descriptions of Article XIV: Commercial Districts, but it does not specifically designate park-and-ride facilities as an allowed use within Table 12-1: Permitted, Conditional and Interim Uses, Commercial Districts. Because of this, the applicant has submitted a Planned Unit Development Application, which allows the applicant to propose a number of uses which then become permitted uses within the development. Staff believes this is the best method for more considering and reviewing the Park and Ride lot proposal rather than having a Zoning Text Amendment as this prevents having park-and-ride lots as a potential land use within every commercial area of the City.

A PUD is an overlay zoning for a specific development site. With PUD plans, the developer is asking for some deviations or flexibility from the underlying zoning regulations (such as setbacks, impervious surface standards, etc.) as part of the preliminary plat and PUD. The PUD standards and regulations are a negotiation intended to provide more creativity and higher quality design in exchange for flexibility from the standard zoning requirements. If the City approves these, the PUD standards and regulations will apply specifically to this development. For example, the proposed overall site plan shows more than one principal building and use on a platted lot (Outlot B), which the city only allows as part of an approved PUD.

Zoning (Zoning Map Amendment). As per the Comprehensive Plan, the eastern portion of the site is guided for Commercial land uses while the eastern part is planned business park. The existing zoning for the area is RT (rural development transitional). With the Preliminary Plat and PUD application, the City should rezone Outlots B and C to Commercial, and rezone Lot 1, Block 1 to Convenience Commercial, as the Zoning Code alludes that park-and-rides are an appropriate use within this zoning district. Outlot A would be rezoned at a later time when the city receives a development application for that parcel.

Allowed Uses. As previously mentioned, the applicant is requesting park-and-ride as an allowed use within this development. The commercial development also proposes to include a gas station/convenience store (conditional use in Commercial zoning district), financial institution (permitted use), restaurant (permitted use), and daycare (conditional use). Additionally, all other allowed uses within the Lake Elmo Commercial zoning district would be possible (either as permitted or conditionally) within Outlot B.

Consistency with the Comprehensive Plan. The City’s 2030 and 2040 Planned Land Use Maps indicate that much of this area is guided for Commercial land uses. This land use designation is intended to accommodate a wide range and scale of commercial uses (such as retail, service, entertainment, and office) as they are 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. The Draft 2040 Comprehensive Plan states “this land use designation identifies areas that are used for retail and services businesses.”

Site Plan. The proposed site plan includes one 6,800 square foot financial building, 5,600 square foot restaurant, a 20,200 square foot gas station/convenience store, and a 10,400 square foot daycare along with 154 parking spaces, including 6 handicap parking spaces, within Outlot B. Lot 1, Block 1 includes a park and ride lot that will provide approximately 550 parking spaces, including 12 handicap parking spaces; electric charging stations; bike racks with overhead canopy; two 6’X13’ bus shelters; 10.5’X12’

restroom building. There is no current development proposal for Outlot A and so for now it will remain as an outlot.

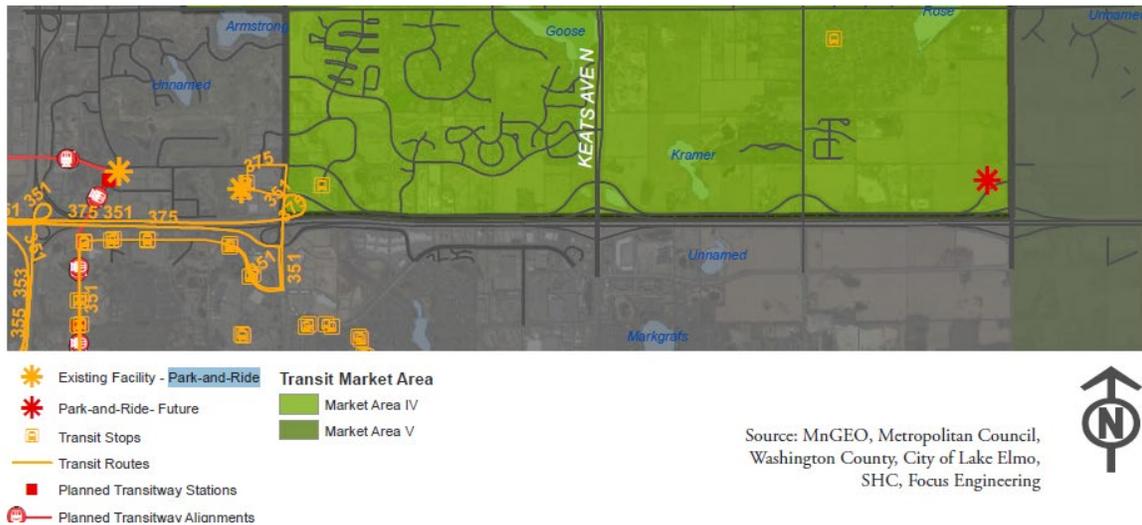
While a park and ride lot is not a commercial use, there is potential benefit of the draw for other businesses near the Park and Ride. Additionally, the City wide planning policy in regards to transportation of the 2040 Comprehensive Plan encourages, supports, and advocates public transit service to the City at appropriate geographic locations as determined by the City. Also, public transportation has less of a negative impact on the environment than taking a car, and financial savings result from eliminating parking fees, not needing to pay for gas for individual vehicles and the personal time saved when bypassing slow traffic. According to the US Census Bureau, in 2016 approximately 85% of Lake Elmo residents commute to work, and approximately 1.8% of those who commute to work utilize public transportation. It is not known whether or not a park and ride would encourage increased use of public transportation. A deterrent of a park and ride is that if a public entity (such as Metro Transit) buys the land for use as a park and ride (or any other public use), the City and the County would not collect any property taxes on the site.

Park and Ride. A park and ride facility is a parking lot or structure located along a public transit route designed to encourage transfer from private automobile to mass transit or to encourage carpooling for purposes of commuting, or for access to recreation uses. The City does not currently have a park and ride within its boundaries. The 2040 Comprehensive Plan designates the proposed area as a park and ride. The park and ride has been in discussion with the City since at least 2011, when the Planning Commission's Work Plan included an item to discuss on potential rezoning on two sites for a park and ride along I-94. The corner of Hudson Boulevard and Manning Avenue was one of these sites. The Council adopted an ordinance on May 4, 2011, which allowed park and rides as a conditional use within the Rural Residential Limited Business Holding District (HD-RR-LB), which is no longer a zoning district within the City.

According to a slide show presentation to the Metropolitan Council in 2015, they previously considered a location in Woodbury for the Park and Ride lot, but now they have moved to the northwest quadrant of I-94 and Manning Avenue. The agency reviewed seven locations for the park and ride but many were not possible due to various reasons. The park and ride will serve a new express bus service to downtown Minneapolis. Five daily trips are anticipated for express bus service.

Current and Future Park and Rides. There currently are six lots in adjacent cities that could be used by Lake Elmo commuters. The figure below shows existing and proposed park and ride facilities near the proposed facility. Additionally, there is a new park and ride facility planned less than 1 mile from the southwestern city border to provide access to the Metro Gold Line Bus Rapid Transit (BRT). The numbers and percentages indicate the 2017 capacity of each park and ride. This information was derived from the 2017 Annual Regional Park and Ride System Report.

- St. Croix Valley Recreation Center in Stillwater.
- Guardian Angels Church in Oakdale (415 spaces, 81% utilized in 2017).
- Walton Park in Oakdale (58 spaces, 50% utilized in 2017).
- Woodbury Mall Theater in Woodbury (550 spaces, 79% utilized in 2017).
- Woodbury Lutheran Church in Woodbury (90 spaces, 97% utilized in 2017).
- Christ Episcopal Church Park and Ride next to Woodbury Lutheran Church Park-and-Ride.
- There is also a park and car pool lot available in Grant near the intersection of TH 36 and Manning Avenue (CSAH 15). Bus service is not provided at this lot, but commuters may still park for free and carpool from this location (15 spaces, 7% utilized in 2017).



I-94 Impact. I-94 is identified as a High Priority on the Minnesota Interregional Corridor System (IRC) 2000 plan as part of the State Transportation Plan. Under this designation, I-94 has a goal 60-mph average peak hour operating speeds with minimal conflicts and interruptions to traffic flow. A corridor management plan has not yet been developed to examine the existing operations and determine future plans to meet those goals. It is expected that such a plan will be developed in the near future. It is also anticipated that Lake Elmo will have the opportunity to participate on some type of advisory panel in conjunction with development of that plan to express the City’s views and opinions on the corridor. The City will work with the Minnesota Department of Transportation (Mn/DOT), the County, and adjacent communities on a corridor plan that is effective for all involved.

Subdivision and Right-of-Way Realignment. The proposed project plans show Hudson Boulevard being realigned about 470 feet to the north from where it now intersects with Manning Avenue. This new street alignment has several advantages. It will have Hudson Boulevard lining up with the driveway for the Holiday Station on the east side of Manning Avenue, will provide more spacing between Hudson Boulevard and the on and off ramps to Interstate 94 and will create buildable lots and a storm water ponding area on the south side of Hudson Boulevard. The new alignment also provides street access to the property to the north of the site from the new Hudson Boulevard. City and County staff support this realignment design.

As shown, the relocated Hudson Boulevard will be located in a 100-foot-wide right-of-way that will accommodate drive lanes, turn lanes, sidewalks and trails and utilities. The City Engineer’s report dated February 18, 2019, includes the following review comments about the required right-of-way dedication and improvements for transportation. He noted that there may be a need for additional right-of-way along Manning Avenue, sight triangle right-of-way and additional intersection improvements at Hudson Boulevard and Manning Avenue.

The proposed realignment, design details and standards will be subject to the approval of the City Engineer, Washington County and MnDOT.

Site Data. The entire subdivision area is 56.9 acres which includes all of Lot 1, Block 1, Outlots A, B and C and the right-of-way for Hudson Boulevard.

Lot Sizes. The lots within the development will have a range of widths and sizes. As proposed, the lots would be 2.42 acres, 5.66 acres, 7.92 acres and 36.39 acres in area. As proposed and expected commercial sites, the developer has each lot shown in the preliminary plat and PUD plans for a specific uses or functions.

Outlots. As proposed, Outlot B is expected to have commercial development, Outlot C is intended for a storm water ponding area and the uses for Outlot A are unknown at this time. The developer is proposing to own Outlot C and keep it private for storm water ponding purposes. The developer does not have any definitive uses or users for Outlots A and B, so they will need City approval of final PUD plans and a final plat outlot as each outlot proceeds through the review process toward development.

Urban Services Required. Because the property is within the MUSA, any development of the property will require that the property be hooked up to city services (sanitary sewer and water). Therefore, the developer has submitted utility (sanitary sewer and water) and other construction plans to the City for approval as part of the overall project approval process.

Architecture and Proposed Design. The applicant has not yet provided the City with any architectural renderings or design plans for any of the buildings. The applicant is requesting that the City review these plans on a site by site basis as individual builders and developers propose projects for each of the lots and outlots within the PUD. It is a recommended condition of approval that the applicant(s) submit architectural renderings and design plans of the proposed buildings with the final plan approval for each site so staff and the City may further review their compliance with the City's Zoning Code and Lake Elmo Design Guidelines and Standards.

Parking. Because the applicant is currently unsure of the exact tenants that will occupy Outlot B, Staff has not conducted a thorough analysis to determine whether or not adequate parking will be provided for tenants of Outlot B.

Parking Lot Screening.

- *Interior Parking Lot Landscaping.* At least 5% of the interior area of parking lots with more than 30 spaces is required to be devoted to landscape planting areas, which may consist of islands or corner beds. It is unclear from the site plan what percentage is devoted to this on Outlot B and on Lot 1, Block 1 (the park and ride site). Additionally, a minimum of 1 shade tree per 15 spaces within parking lots that total 101 spaces or more are required to be located within these corner islands or beds. With the proposed 550 parking spaces of the park and ride (on Lot 1, Block 1) a minimum of 37 shade trees are required to be provided within these corner beds or islands. The 154 parking spaces within Outlot B would require a minimum of 11 shade trees.
- *Perimeter Parking Lot Landscaping.* A landscaped frontage strip of at least eight feet in width is required, as the parking area contains over 100 spaces. Screening is required consisting of a masonry wall, fence, berm, or hedge or combination that forms a screen a minimum of three and a half and maximum of four feet in height and not less than 50% opaque on a year-round basis and a minimum of one deciduous tree per 50 linear feet.

It is a recommended condition of final approval of the Preliminary Plat and PUD Plans that the applicant or developer submit to the city plans showing the required interior and perimeter parking lot landscaping as required by the Zoning Code with each lot or development application for each site within the PUD.

Off-Street Loading. Off-street loading space is required for all districts for any nonresidential use which will involve the receipt or distribution of materials or merchandise by trucks or similar vehicles and has a gross floor area of 5,000 square feet or more. For facilities with 20,000 square feet gross floor area or greater, one off-street loading berth shall be provided every 30,000 square feet or fraction thereof. Depending on the final uses for each phases of this development, the City will need to evaluate whether or not the developer or builder will need to provide an off-street loading berth on each site.

Consistency with Commercial and Convenience Commercial Zoning Districts. The proposed development will require a Zoning Map Amendment to rezone the eastern part of the property from rural development transitional to Commercial and to Convenience Commercial (for Lot 1, Block 1). The standards for these two districts are shown below. The applicant has not provided sufficient information

to complete a detailed review of the proposal against these standards, though it is likely that the maximum impervious surface of the Convenience Commercial zoning district would be exceeded on the site of the proposed park and ride lot.

It is a recommended condition of approval that the applicant outline all requested PUD flexibility with each Final Plat and final PUD application or meet required zoning standards.

Standard	Commercial	Convenience Commercial
Impervious Surface Maximum	75%	60%
Minimum Lot Area	20,000 square feet	12,000 square feet
Minimum Lot Width	60 feet	75 feet
Building Front Yard Setback	30 feet	30 feet
Building Interior Side Yard Setback	10 feet	10 feet
Building Corner Side Yard Setback	10 feet	10 feet
Building Rear Yard Setback	30 feet	30 feet
Building Residential Zones	50 feet	50 feet
Parking Front Yard Setback	15 feet	15 feet
Parking Interior Yard Setback	10 feet	10 feet
Parking Corner Side Yard Setback	15 feet	15 feet
Parking Rear Yard Setback	10 feet	10 feet
Parking Residential Zones	35 feet	35 feet
Maximum Building Height	45 feet	35 feet

Consistency

Consistency with Planned Unit Development Regulations. A PUD is a negotiated zoning district and according to the Lake Elmo Zoning Code, Article 19, Planned Unit Development regulations, zoning flexibility can be granted in order to better utilize site features and obtain a higher quality of development. When the City evaluates a proposed PUD, the City must find that the PUD meets one or more of the objectives contained in Section 154.751 and meet the minimum requirements of Section 154.753. Staff has reviewed the proposed plan for its consistency with requirements of Article XVII: Planned Unit Development (PUD) Regulations and has found the following:

- **Intent.** The intent of a PUD is to provide for flexibility in the use of land and the placement and size of buildings in order to better utilize site features and obtain a higher quality of development. A PUD is required for the proposed development, as a park and ride is not specifically an allowed use within the Convenience Commercial zoning district, and a zoning text amendment to allow it any area that was guided for the Commercial land use designation would likely not be appropriate. Additionally, there is more than one principal building and use proposed on one parcel. It is a recommended condition of approval that the applicant submit specific requests for flexibility from the Zoning Code with each Final Plat and Final PUD application.
- **Identified Objectives.** When reviewing requests for PUDs, the City is to consider whether one or more objectives as outlined in Section 154.751: Identified Objectives of the Zoning Code will be served or is achieved. Staff has found that the following objectives are being met with the proposed development.
 - B. Promotion of integrated land uses, allowing for a mixture of residential, commercial and public facilities.*

- The proposed development is mixed use and includes a mixture of buildings and uses on one parcel. The uses have not yet been specifically identified yet, but it is a recommended condition of approval that the expected uses be identified.
- I. *Allowing the development to operate in concert with a redevelopment plan in certain areas of the City and to ensure the redevelopment goals and objectives will be achieved.*
- While this isn't necessarily a redevelopment, the proposed development will bring city utilities to this area of the City and assist with the realignment of Hudson Boulevard.

Minimum Requirements. PUDs must meet the following minimum requirements:

- A. *Lot Area. A PUD must include a minimum of 5 acres for undeveloped land or 2 acres for developed land within the approved development.*
- The proposed development exceeds this requirement with a proposed 16 acre development (for the area on the south side of realigned Hudson Boulevard).
- B. *Open Space: For all PUDs, at least 20% of the project area not within street rights-of-way to be preserved as protected open space. Other public or site amenities may be approved as an alternative to this requirement. Any required open space must be available to the residents, tenants, or customers of the PUD for recreational purposes or similar benefit. Land reserved for storm water detention facilities and other required site improvements may be applied to this requirement. Open space shall be designed to meet the needs of residents of the PUD and the surrounding neighborhoods, to the extent practicable, for parks, playgrounds, playing fields and other recreational facilities.*
- The applicant has not provided sufficient information to determine if this is true. It is a recommended condition of approval that the applicant either provide the required 20% open space within the development or specify with the Final Plat and Final PUD applications what the proposed public or site amenity the developments will provide that the City may approve (or deny) the proposed alternatives to the open space requirement.
- C. *Street Layout... In newly developing areas, streets shall be designed to maximize connectivity in each cardinal direction, except where environmental or physical constraints make this infeasible. All streets shall terminate at other streets, at public land, or at a park or other community facility, except that local streets may terminate in stub streets when those will be connected to other streets in future phases of the development or adjacent developments.*
- The proposed realignment of Hudson Boulevard meets this requirement. The Final Plat and Final PUD Plans will need to provide detailed plans that meet all engineering standards. It is a recommended condition of approval that all comments outlined in the Engineering memo dated February 18, 2019 be addressed.

Proposed Amenities. The City's PUD ordinance provides that amenities may be provided for increased density. In this case, the applicant is not requesting additional density, as this is a commercial development. However, a PUD should still offer the City amenities in exchange for the flexibility of allowing more than one building and principal use on a parcel as well as flexibility from any other standard that is requested as part of the preliminary phase of the planned development. Staff finds that no amenities as designated in Table 16-2: Site Amenities are provided in the proposed site plan.

- *Site Amenities Not Listed?* Additionally, the City may also consider the allotment of amenity "points" for site amenities that are not otherwise specified within the ordinance as part of the preliminary phase of the planned development.

Parkland Dedication. The City requires commercial development to provide fees to the City in lieu of park land dedication. The City will require the developer or applicant to pay these fees will before recording the final plat of each phase of the development. The current City parkland dedication fee for commercial properties is \$4,500 per acre.

Sidewalks and Trails. The City/County Comprehensive Trails Plans show the need for a trail along the entire length of Hudson Boulevard in Lake Elmo. The City is planning to have 8 or 10-foot-wide trails along the south side of Hudson Boulevard to meet this need. The City will require the developer to install this trail as part of the realignment and reconstruction of Hudson Boulevard.

Tree Preservation. The project surveyor identified 86 total trees within the project site. Most of the existing trees are along the existing Hudson Boulevard and in the area of the proposed storm water pond. They are primarily willow, box elder and cottonwood trees with 4 ash, 2 maple and 3 cherry trees. The developer will need to remove all the trees within this project area to construct the new road and to build the proposed storm water pond on Outlot C.

As developers propose projects on each of the sites within the PUD, the city will be requiring the submittal of detailed landscape plans. Staff expects the trees that developers and builders will be planting on each of the sites will more than adequately replace the trees the applicant removes with this plat. Staff is recommending that each applicant submit a detailed landscape/planting plan with each set of site development plans in the project site to ensure the developers and builders plant an adequate number of trees throughout the entire PUD.

Engineering Comments. The City Engineer has provided a review memo regarding the proposed Preliminary Plat and PUD plans. This memo is attached for reference. Staff has summarized and highlighted below the following comments from his review of the concept plans and his review of the latest proposed project plans:

- *Streets and Transportation*
 - *Hudson Boulevard Realignment.* Hudson Boulevard will be realigned to move the existing Hudson Boulevard/Manning Avenue intersection north approximately 470 feet to align with the existing driveway for the Holiday gas station, which the project plans show.
 - *Traffic Signal/Turn Lane Improvements.* These will be needed at the new CSAH 15 and Hudson Boulevard intersection. A financial contribution to the intersection improvements should be considered.
 - *Hudson Boulevard Improvements.* This road must be improved per the all City design standards.
 - *Hudson Boulevard Right-of-Way/Easement Dedication.* Significant right-of-way dedication is required to facilitate the Hudson Boulevard realignment and improvements are necessary for this development.
 - The preliminary plat identifies a proposed roadway and utility easement with a 80-foot-wide right-of-way to be provided to facilitate a public street connection to the adjacent property to the north to Hudson Boulevard. This roadway and utility easement must be submitted to the City as part of the final plat application.
 - *Off-Site Permissions/Right-of-Way.* The Preliminary Plat identifies a proposed off-site roadway and utility easement to be acquired from the property to the north of the plat to allow for the Hudson Boulevard realignment at Manning Avenue. The roadway and utility easement must be submitted to the City as part of the final plat application.
 - *Turn Lanes.* The addition of turn lanes will need to be evaluated as determined by the City, which may require additional right-of-way.

- *Stormwater Management*
 - An updated storm water management plan meeting all applicable requirements of the jurisdictions (City, VBWD and MnDOT) should be submitted with final construction plans and meeting all applicable standards.
 - Preliminary Plat approval will be contingent upon revised plans that provide a storm water management plan meeting State, VBWD and City rules.

Building Official and Fire Chief Review. The Building Official and Fire Chief have reviewed the proposed plans and provided the following comments:

Due to the limited information at this time, I will provide very general comments. Once more detailed information is provided, more specific direction will be provided.

- Ensure proper access for emergency vehicles is provided.
- Approve hydrant placement along the realigned Hudson Blvd. as well as within the project.

Listed below are very general comments based on what is proposed.

Lot 1, Block 1 – Metro Transit

- Ensure proper access for emergency vehicles is provided.
- Approve hydrant locations throughout site.
- Any structures on site must meet 2015 MN State Fire Code.

Outlot B

- Ensure proper access for emergency vehicles is provided throughout site.
- Approve hydrant locations throughout site.
- Any structures on site must meet 2015 MN State Fire Code.
- Address sprinkler requirements for each building.

Staff will continue to consult each of them during the Final phases of the plat and PUD approval process to ensure the developer will be providing adequate essential services to the area.

Lot Easements. The city requires the developer to dedicate 10-foot-wide easements along all public rights-of-way and rear property lines, five-foot-wide easements along all side property lines and easements for storm water management and public utilities as needed.

Right-of-way and Easement Vacations: There are two public rights-of-way the City will need to vacate as part of the approvals for this development. The first is an existing 60-foot-wide right-of-way lying between the existing Hudson Boulevard and the north side of I-94 (near the proposed lot line between Lot 1, Block 1 and Outlot C) and the other is the existing Hudson Boulevard right-of-way lying west of Manning Avenue. The City will not need either of these rights-of-ways after the new Hudson Boulevard and the new lots and easements are dedicated to the public with the final plat.

Minnesota Statue outlines the provisions for vacating a public right-of-way or easement. It states in part that “Council may, by resolution, vacate any street, alley, public grounds, public way, or any part thereof, on its own motion or on petition of a majority of the owners of land abutting said property. Easement vacations require a public hearing and 4/5 vote by Council only if there has been no petition.”

Stormwater Management. The City Engineer’s memo addresses general storm water management considerations that will be required as part of this development.

Washington County Review. City staff sent the Concept Plan for this site to Washington County in 2018 requesting review comments. The County had the following comments in regards to that review:

- The proposed park and ride will be a great amenity for Lake Elmo as development continues to grow along CSAH 15 and within the City. The proposed site is an ideal location, as it is on the inbound side for commuting traffic along I-94 and will serve as a reliever for the Guardian Angels park-and-ride location in Oakdale, which is at capacity.
- Bicycle and pedestrian connectivity are encouraged, and the proposed building and parking lot orientation are not conducive with walkability and livability principles.
- The Draft Washington County 2040 Comprehensive Plan future right-of-way requirements for “A” Minor Arterial roadways (classification of CSAH 15) requires a 180 feet (90 feet from center of roadway) right-of-way, and there appears to be adequate right-of-way today, though more may be necessary if an expanded interchange is constructed.
- The realigned access to Hudson Boulevard is acceptable as shown. A southbound right-turn lane and a northbound center left-turn lane will be constructed as part of this realignment. A plan section will need to be prepared and approved by the County Traffic Engineer, and a Washington County right-of-way will be required for any turn lane improvements.
- No traffic study was submitted to the County as part of the application, and so it cannot be determined at this time if the new intersection will warrant a new traffic signal. The City will need to participate in 25% cost share of this signal.
- A trail is needed on the south side of Hudson Boulevard to connect this facility to CSAH 15 and the trail heading east toward Hudson, Wisconsin.
- Left turn lanes are needed (on Hudson Blvd) in to the site access to prevent traffic queuing back to CSAH 15.

Unfortunately, the city has not received any review comments for the proposed preliminary plat for this site. The current proposed plans are very similar to those reviewed by the County in 2018 so many, if not all, of their comments from 2018 should be relevant to this proposal.

MnDOT Review. Staff sent this proposal to MnDot for their review and comments. I have attached their comments for your consideration.

Zoning Map Amendment. The project site is currently zoned RT (rural development transitional). The Comprehensive Plan shows this are planned for commercial uses near Manning Avenue and business park for the area to west near the Stillwater School District Bus facility. The corresponding zoning districts for the development area are C (commercial) and CC (convenience commercial) for proposed Lot 1, Block 1 (the proposed park and ride lot). In order for the development to proceed, the City needs to rezone the property to be consistent with the Comprehensive Plan. Subsequent to the rezoning and with the preliminary plat, the applicant is asking for the City approval of Preliminary PUD Plans.

As noted above, the PUD is an overlay zoning. With the PUD plans, the applicant is asking the City to approve some deviations or flexibility to the standard city zoning regulations as part of the preliminary plat and PUD. If the City approves the PUD, the adopted regulations and standards of the PUD will apply specifically to this development or PUD.

Recommended Findings for Preliminary Plat/Preliminary PUD. Staff recommends approval of the Preliminary Plat and Preliminary PUD Plans for the Four Corners Second Addition based on the following findings:

1. That the City approved the Four Corners Second Addition Concept PUD Plan on July 17, 2018 and the submitted preliminary plat and preliminary PUD plan are consistent with the city-approved concept PUD plan.

1. That the Applicant has submitted all application requirements outlined in Section 154.759: Application Requirements for Preliminary Plat and Preliminary PUD Plan.
2. That the Preliminary Plat and PUD Plan are consistent with the intent of the Lake Elmo Comprehensive Plan and the Future Land Use Map for this area.
3. That the Preliminary Plat and PUD Plan meet the general intent of the Commercial zoning districts with PUD modifications.
4. That the Preliminary Plat and PUD Plan generally meet the City's Subdivision regulations.
5. That the Preliminary Plat and PUD Plan are generally consistent with the City's engineering standards with exceptions as noted in the City Engineer's memorandum dated February 18, 2019.
6. The Preliminary PUD Plan meets the minimum requirement for a PUD including minimum lot area and street layout. It is not known whether the proposed PUD will meet the minimum requirement for open space.
7. The Preliminary PUD Plan meets at least one of the required PUD objectives identified in Section 154.751.

Recommended Findings for Rezoning:

That the proposed rezonings from RT (rural development transitional) to C (commercial) and CC (convenience commercial) are consistent with the Comprehensive Plan.

RECOMMENDATIONS:

Staff recommends the Planning Commission recommend approval of the rezoning (zoning map amendment) for the some of the properties in the proposed Four Corners Second Addition (from RT rural development transitional) to C (commercial) and CC (convenience commercial) with the following motion:

Move to recommend approval of the proposed Zoning Map Amendment as requested by Terry Emerson for the Lot 1, Block One (from RT to CC) and for Outlots A and B (from RT to C) of the Four Corners Second Addition with recommended conditions of approval.

Staff recommends the Planning Commission recommend approval of the proposed Four Corners Second Addition Preliminary Plat, Preliminary PUD Plans and Easement (right-of-way) Vacations with the recommended conditions of approval.

“Move to recommend approval of the Four Corners 2nd Addition Preliminary Plat, Preliminary Planned Unit Development Plans and easement (right-of-way) vacations subject to the staff-recommended findings and conditions of approval.”

Staff recommends the Planning Commission recommend to the City Council approval of the proposed Preliminary Plat and PUD Plans for the Four Corners Second Addition with the following conditions:

1. The Final Plat and PUD Plans include a portion of PID# 34.029.21.43.0003.
2. That City approve a zoning map amendment to rezone Outlots A and B of the plat to C (commercial) and Lot 1, Block 1 to CC (convenience commercial).
3. The Final Plat and PUD Plans shall identify proposed land uses, and those land uses shall accompany a detailed site plan to be approved by the City. Any use that is not designated on the Preliminary Plat and PUD Plans and is not designated as a permitted use within the Commercial zoning district shall require a conditional use permit.

4. That the applicant submit and the City approve updated preliminary plat and PUD plans that meet all city conditions of approval before submitting a Final Plat application and final PUD plans to the City.
5. Before the execution of a final plat for any phase of the development by the City, the developer or applicant shall enter into a development agreement with the City for that phase according to the City Attorney and shall be approved by the City Council. This agreement shall delineate who is responsible for the design, construction and payment for the required improvements with financial guarantees therefore.
6. The Final Plat and PUD Plans shall provide the required 20% open space within the development or specify what the proposed public or site amenity the development will provide that the City may consider as an alternative to the open space requirement. The City must approve any proposed amenities as part of the development approval process.
7. The Final Plat and PUD Plans should detail proposed amenities in exchange for flexibility from standards of the Zoning Code.
8. The Final Plat and PUD Plans shall comply with comments outlined in the City Engineer Review Memo dated February 18, 2019.
9. The Final Plat and PUD Plans shall include provisions for City sanitary sewer and municipal water as well as sanitary sewer and water capacity demands. The Applicant shall be responsible to extend City sanitary sewer and municipal water to the site at the applicant's cost. Sanitary sewer and water main stubs will be required to all adjacent properties.
10. The Final Plat and PUD Plans shall include right-of-way and easements from the adjacent property to the north to allow for the Hudson Boulevard realignment at Manning Avenue.
11. The Final Plat and PUD Plans shall include a storm water management plan including a summary report describing the overall management plan and performance criteria for all required storm events.
12. The Applicant shall obtain all necessary permits including but not limited to all applicable city permits (building, grading, sign, etc.), NPDES/SWPPP permits and Valley Branch Watershed District and MnDOT approval before starting any grading or construction activities.
13. Storm water facilities shall be privately owned and maintained. A maintenance agreement in a form acceptable to the City shall be executed and recorded with the final plat.
14. The Final Plat and PUD Plans shall include tree planting and landscape plans for each lot and building site or project phase to be approved by the City's Landscape Architect.
15. The Final Plat and PUD Plans shall include architectural renderings for each lot and building site.
16. The Applicant(s) or developers shall submit a photometric plan for each lot and building site. All lighting must meet the requirements of Sections 150.035-150.038 of the City Code.
17. That the developer provide the City fees in lieu of park land dedication as required by 153.15 of the City Code with final plat.
18. The Applicant shall meet all requirements and requests of Washington County including the needs for right-of-way, turn lanes and trails.
19. The applicant shall meet all the requirements of MNDOT as outlined in their comments dated February 15, 2019.
20. That the applicant or developer address all the comments of the Fire Chief and the Building Official with final site and building plans including the placement of fire hydrants, driveway design and emergency vehicle access within each building site.

FISCAL IMPACT:

There would be no fiscal impact to the City at this time, as the developer would be required to pay for any amendments needed to accommodate the development. The Concept Plan approval does not afford the applicant development rights. When the property develops, it will have urban services and will pay sewer and water connection charges, building permit fees and the like.

ATTACHMENTS:

- City Maps
- Preliminary Plat Narrative
- Preliminary Plat
- Existing Tree Plan
- Right-of-way ownership map
- Engineering Plans (pages 1-7)
- City Engineer review memo dated February 17, 2019
- MnDOT Review memo dated February 15, 2019

- Resolution XXXX - approving the Preliminary Plat, PUD Preliminary Plan, Zoning Map Amendment and ROW Vacations