



STAFF REPORT

DATE: 4/2/2019

CONSENT

ITEM #:

TO: City Council
FROM: Ken Roberts, Planning Director
AGENDA ITEM: **Stillwater Comprehensive Plan Adjacent Jurisdictional Review Comments**
REVIEWED BY: Kristina Handt, City Administrator
Jack Griffin, City Engineer

BACKGROUND:

Stillwater has completed a draft of their 2040 Comprehensive Plan Update and has submitted for adjacent jurisdictional review. The review period ends April 18, 2019. Staff has prepared draft comments for review and consideration by the City Council.

ISSUE BEFORE CITY COUNCIL:

The City Council is being asked to review and approve staff-prepared comments about the proposed Stillwater 2040 Comprehensive Plan Update.

PROPOSAL DETAILS/ANALYSIS:

Below provides a summary and analysis of Stillwater's proposed 2040 Comprehensive Plan, focusing on areas that may have an effect on Lake Elmo:

Introduction. The City is projected to increase to a population of 22,800 by 2040, which would be a 25 percent increase over their 2010 population of 18,227. For households, they are projecting to have 9,600 households by 2040. This would be an increase of 36 percent over the 7,076 households in Stillwater in 2010.

Land Use. Future land use shown in their 2040 Comprehensive Plan has not changed significantly since the 2030 Comprehensive Plan. The City has identified several pockets or areas in their Land Use Plan where growth or redevelopment might occur. The areas that are of most interest to Lake Elmo include the area in the southwest corner of the Stillwater near Highway 36 and Manning Avenue. In the plan they note that the northeast quadrant of Highway 36 and Manning Avenue will serve as the future site of Lakeview Hospital.

Their land use plan also show mixed use development occurring along the north side of Highway 36 east of Highway 5 (County Road 14).

The land use plan (pages 2-15 and 2-16) shows an Area G which is on the south side of Highway 36 and east of Manning Avenue (which now is in Stillwater Township). Stillwater has included this land area in their Comprehensive Plan as it has become more attractive to developers with the prospect of a new interchange and a new hospital locating across Highway 36 to the north. Their plan notes that “this area has presented the City of Stillwater a unique opportunity to extend city services (sewer and water) to accommodate development interests, particularly in the southeast quadrant. In that respect, the Comprehensive Plan assumes this area will be annexed in the near future. To help prepare for potential annexation, the Comprehensive Plan recognizes this area as future Highway Mixed Use.” Their plan does not definitively identify road and street connections to this area or which agency would provide sewer and water needed for future development.

The site identified in the Land Use Plan as Area G has the most potential for affecting Lake Elmo and its residents. As this area develops, there will likely be traffic increases (especially once Washington County completes the Highway 36/Manning Avenue interchange) that could affect Lake Elmo residents to the west and south of that area. How the site develops with street connections and intersections, building setbacks, heights and intensities and screening are all factors that Stillwater should take into account when reviewing and approving development plans for the area. Lake Elmo will want to ensure that the City of Stillwater requires and puts in place measures and development standards to minimize the negative effects that new development could have on the existing residents in the area.

The proposed Comprehensive Plan describes the Highway Mixed Use as a new land use category in the Comprehensive Plan. The plan states the mixed use designation will provide for more flexibility to accommodate residential development in a mixed use fashion. They expect this area to have a mix of residential (30 percent) and commercial uses (70 percent) with buildings ranging from 1-4 stories in height and residential components ranging from 12 to 25 units per acre; with increases allowable through the PUD process.

The City Engineer also reviewed their proposed Comprehensive Plan update. I have attached his comments (dated February 11, 2019) for reference.

Transportation. The proposed Stillwater Comprehensive Plan notes the upcoming intersection improvements at Highway 36 and Manning Avenue and several other street and road improvement projects that are programmed or identified for future work within their City.

RECOMMENDATION:

Staff recommends, as part of tonight’s consent agenda, that the City of Lake Elmo provide the City of Stillwater with the following comments about their proposed 2040 Comprehensive Plan:

“Move to make the following comments about the draft Stillwater 2040 Comprehensive Plan.”

1. The proposed land use plan (pages 2-15 and 2-16) shows an Area G which is on the south side of Highway 36 and east of Manning Avenue (which is now in Stillwater Township). How the site develops with street connections and intersections, building setbacks, heights and intensities and screening are all factors that Stillwater should take into account when reviewing and approving development plans for the area. Lake Elmo encourages the City of Stillwater to recognize the adjacent single-family residential and open space land uses in Lake Elmo and require significant screening and buffering standards between the proposed Highway Mixed Use and Open Space land uses. Stillwater should put development standards in place to minimize the negative effects the new development in the area east of Manning Avenue could have on the existing residents in the area.
2. The City of Lake Elmo is concerned about the potential impacts that the changes to the road system in and near Area G could have on existing residents – especially those living in the Sanctuary development west of Manning Avenue. The City of Lake Elmo expects that any future road changes will preserve the existing level of street access for those residents and that any changes will not require longer drives or circuitous routes for them when they leave their development.
3. The City of Lake Elmo wants to work with the adjacent government agencies (including Stillwater) to develop a roadway ownership, cost sharing and maintenance responsibility agreement for Manning Avenue, south of Highway 36. As the Highway 36-Manning Avenue interchange project proceeds and the southeast quadrant of the intersection develops, there will be significant cost implications going forward that will need to be addressed and agreed upon by all affected government agencies.
4. The City of Lake Elmo either provides, or can readily, provide municipal water service to the areas of Lake Elmo immediately adjacent to Area G. However, sanitary sewer is not readily available to serve these areas. Since these areas are outside Lake Elmo's planned MUSA boundaries, the City has not prepared any plans to bring municipal sanitary sewer to that area.

Or, as another option, the City Council could choose to make no comment about the Draft Stillwater 2040 Comprehensive Plan with the following motion:

“Move to make no comments about the draft Stillwater 2040 Comprehensive Plan.”

ATTACHMENTS:

1. Proposed Chapter 2: Land Use
2. City Engineer's report dated February 11, 2019
3. Click on the link below to find the draft Stillwater 2040 Comprehensive Plan

<https://www.ci.stillwater.mn.us/2040compplan>



Land Use

Introduction

There are two main purposes of this Land Use Chapter and its Future Land Use Map (together referred to as “The Land Use Plan”): 1) to identify how land should be developed to accomplish the overall objectives of the city; and 2) to ensure that resources will be available to provide a consistent level of public services to the community. The Land Use Plan establishes the foundation for all elements of the Comprehensive Plan. Using this plan the City will determine how best to balance and link all the necessary land uses including housing, commerce, industry, parks, public uses, and open spaces.

Goals & Objectives

Stillwater has a strong sense of identity and a commitment to maintaining the elements that form that identity: the uniqueness of its history, quality natural resources, and well-designed amenities. The City of Stillwater worked with its citizens, City Council, commissions, and the CPAC to develop land use goals with supporting objectives. The goals and objectives are the foundation of the Land Use Plan, as they define what the community envisions its future to become. Discussions in this chapter will address how future land use decisions, types of land uses, and styles of development will support these goals and objectives. Policies contained in this chapter will provide direction towards implementation of the plan.

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Land Use Goals

Goal 1. Maintain a healthy balance in land uses between residential, commercial, research and business park, industrial, and park / open space.

Objectives

1. Utilize the future land use map as the overall land use policy statement by designating residential, commercial and parks and open space lands appropriately located with adequate access and buffering from adjacent uses.
2. Future development in Stillwater incorporates appropriate levels of density and design to support increased housing options, the viability of neighborhood commercial uses, and overall long-term neighborhood sustainability.
3. Designate lands appropriately located for a range of residential uses, commercial uses, light industrial uses, parks and open spaces on the land use map.
4. Determine the desired growth rate and phase urban services to accommodate the growth to 2030 and 2040.
5. Encourage neighboring communities to incorporate compatible land uses along their corporate limits that are shared with the City of Stillwater.
6. Screen views to the extent possible from Dellwood Road, Manning Avenue, Myrtle Street, McKusick Road, Boutwell Avenue and Trunk Highway (TH) 36 using existing vegetation and landforms, new landscaping, wetlands and greenways.

Goal 2. Maintain Stillwater as a separate and distinct community from the surrounding area.

Objectives

1. Promote the orderly, planned and harmonious development of Stillwater and its surroundings.
2. When feasible, nonresidential land uses such as neighborhood commercial centers, employment

areas and schools shall be buffered from all adjacent residential uses, connected by trails to residential areas, and appear subdued in a landscaped setting as viewed from the public roads.

3. Retain the unique and/or historic character of existing residential areas.
4. Preserve Stillwater's desirable small town character by planning residential development and the establishment of neighborhood character in new areas.
5. Support neighborhood commercial nodes within walking distance of residential areas without negatively impacting those residential areas.

Goal 3. Preserve, maintain and continue building the greenbelts in the western and northern portions of the City.

Objectives

- Work with future developers to ensure trail development is planned and developed according to the updated Park and Trail Plan.
- Maintain the open space separation between Stillwater and surrounding semi-rural township areas with zoning regulation, open space dedication, development design review and land purchase, as appropriate.

Goal 4. Encourage quality-designed in-fill developments that relate to their natural settings, integrate with surrounding properties, create open space and recreational opportunities where appropriate, and that provide connectivity with community destinations.

Objectives

1. Work with future developers to ensure adequate and appropriate park land is planned for and developed based on the updated Park and Trail plan.
2. Work with future developers to protect and maintain important resources.

Community Character

For Stillwater, character is found in the natural and cultural features that make it a truly special place. It is defined by the physical landscape, the built environment of downtown and varied residential areas, the gateways into the city, and its numerous and remarkable scenic vistas. Existing land use, development patterns and the plan for future redevelopment are also important contributors to that community character.

This section pays tribute to some of Stillwater's defining character elements. These elements should be considered when planning for future land uses.

The Physical Landscape

Stillwater has numerous special natural features, including the St. Croix River with its dramatic limestone bluffs, the pronounced ravine system dissecting the bluff line, and the rolling upland topography with its many lakes, creeks and natural open spaces that provide a complementary natural system to the river front.

The Built Environment

Stillwater's historic downtown district is dominated by brick buildings generally constructed during the lumbering era between 1860 and 1910. Main Street forms the backbone of downtown. The south end of Main Street retains a core of historic buildings, while the north end is characterized by redevelopment that complements the downtown's historic context. West of downtown, the bluff lines and hills are sprinkled with church steeples, the historic courthouse and 19th century homes.

The city's rich history plays an important role in how the city developed and how it will approach redevelopment. Stillwater's older neighborhoods include residential areas with historical architecture, as well as a traditional downtown built in the mid-1800s. These important areas are defined by the traditional grid street pattern. Together, these historical neighborhoods are referred to by residents as "Old Town."

The city also features a wide mix of more recent development, which includes commercial properties and residential properties west of "Old Town." Fairly rapid residential growth occurred in waves throughout the 1970s and 1980s. These neighborhoods were built to accommodate young families. Two of these neighborhoods, Croixwood and Oak Glen, still lure families with their larger homes at moderate prices.

Another wave of development began in the middle 1990's after the City and Township of Stillwater reached an agreement related to orderly annexation. Although Stillwater's development spread westward with this agreement, the City did not lose sight of its historical roots. A unique development plan with equally traditional, yet modernized, architecture and neighborhood design was showcased in Liberty on the Lake, located south of Myrtle Street and east of Manning. This development serves as one of the first models of New Urbanism, or Traditional Neighborhood Design, in the state.

Entryways

Stillwater is fortunate to have many strong natural gateways into the city. Some of those gateways are pronounced and fairly dramatic.

- South Entrance: The gateway from the south end of downtown Stillwater on TH 95 is as dramatic as driving out of a tunnel. The tunnelling effect is created by the sheer limestone bluff on the west side of the highway and the forested river banks on the east side. Exiting the tunnel, as it were, occurs at the Wolf’s Brewery buildings, where the limestone bluffs bend sharply westward and the historical downtown opens abruptly into full view.
- North: The north gateway into downtown is equally scenic. The sheer bluffs give way to a view of historic structures and new mixed use buildings carefully designed to complement the historic setting.
- West: Myrtle Street serves as a secondary entrance to downtown from the west and is most commonly used by residents. Its view of the St. Croix River Valley and the Lowell Park gazebo is one of Stillwater’s iconic images.

Scenic Overlooks

Stillwater has two scenic overlooks. High above downtown, on the bluffs of the St. Croix River Valley, these overlooks provide spectacular panoramic views of the valley, downtown and encompassing bluff lines. The overlooks are located at the top of the Main Street stairs and in Pioneer Park.

Existing Land Use

The City’s existing land uses are represented by the categories and locations displayed in Figure 2.1 and Table 2.1. This figure and table reflect the actual use of the land as of January 1, 2018.

The predominant land use is residential, at 39.67 percent of the City, followed by park, water/wetland and open space uses at 32 percent. The City sees 4.89 percent of its total acres occupied by institutional

uses, which include schools, religious institutions, hospitals, city and county government buildings, and cemeteries. This percentage of institutional property is high compared to other developed communities, which are usually at 1 percent or less. The existence of the hospital and county government buildings drive up the percentage as they are on sizeable parcels of property.

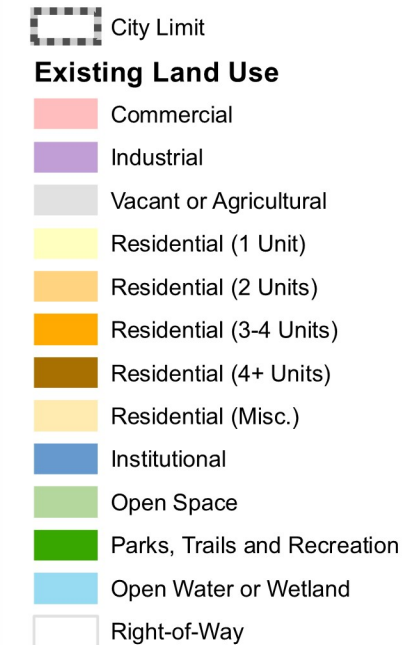
Table 2.1: Existing Land Use

Existing Land Use	Acres	Percent
Commercial	289.45	4.97%
Industrial	52.79	0.91%
Vacant or Agricultural	146.92	2.52%
Residential (1 Unit)	2,093.83	35.97%
Residential (2 Units)	30.55	0.52%
Residential (3-4 Units)	44.35	0.76%
Residential (4+ Units)	84.27	1.45%
Residential (Misc.)	56.27	0.97%
Institutional	284.72	4.89%
Parks, Trails and Recreation	602.80	10.36%
Open Space	305.25	5.24%
Open Water or Wetland	954.51	16.40%
Right-of-Way	875.60	15.04%
Total:	5,821.30	100.00%

** Note: Existing land uses are based on Washington County Property Record data as of January 1, 2018. The data depicts “general” land use categories and may not be an accurate representation of a property’s land use. Please visit <https://mn-washington.manatron.com/> for more information.*



Existing Land Use



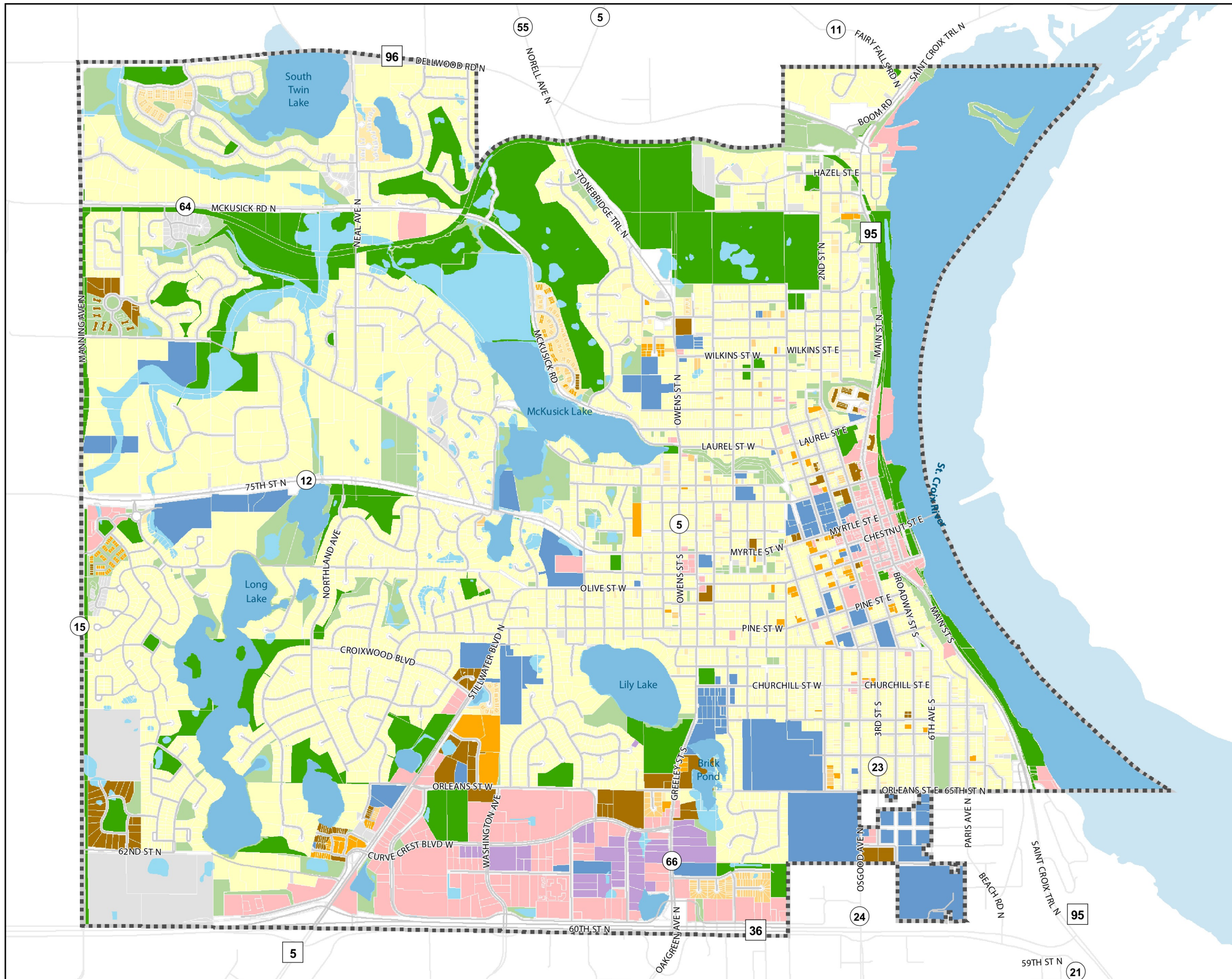
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Figure 2.1: Existing Land Use



PLAN OF STILLWATER



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Residential

Existing residential uses have been mapped according to the number of residences on a property. The category named “Residential 1 Unit” includes only single family homes. “Residential 2 Units” is for duplexes and twin-homes, and single family homes with one apartment. The 3-4 Unit category includes townhomes, single family homes with two apartments, and small apartment buildings. The 4+ designation reflects the city’s existing townhomes, apartments, and condominiums.

Commercial

This category has wide spread application to all commercial related uses, from downtown businesses that include locally owned shops to the larger retail uses along TH 36, so this category includes general commercial, restaurants, hotels, convenience stores, office and service uses. It also includes bed-and-breakfasts, short-term rental/vacation investment properties, and marinas.

Mixed Use

This category primarily reflects properties in the downtown that have commercial or office, and residential uses combined.

Industrial

This includes light or heavy industrial land uses, large warehouse facilities and offices.

Public/Institutional

This category includes lands owned by the City or County for public use such as the library, city hall, public works facility, and the Washington County government center. This category also includes quasi-public uses such as the hospital, schools, churches, nursing homes, and other publicly or privately owned social service providers.

Open Space

This category refers to natural areas (such as ravines, bluffs, creeks, wetlands and pond buffer areas) as well as miscellaneous unbuildable properties. This category does not include active recreation areas or parks.

Park, Trail & Recreation

Includes all areas used for public or private recreational activities that are improved with playfields, playgrounds or exercise equipment, or other similar areas, as well as passive park amenities. Typical uses include tot lots, neighborhood parks, community parks, ball fields, golf courses, public gardens, trail corridors, beaches, and community centers.

Vacant or Agricultural

This refers either to developed lots that do not have a principal building, or developable areas that are not currently developed. In some cases, these parcels may still be used for farming.

Open Water or Wetland

This refers to permanent open water, rivers and streams, wetlands or periodically flooded areas. This category does not generally include developed stormwater basins.

Metropolitan Council Objectives

As noted in Chapter 1, Stillwater is designated by the Metropolitan Council's Thrive MSP 2040 regional development plan as a "Suburban" community. Thrive MSP 2040 establishes two policies to guide regional and local land use and development:

1. Orderly and Efficient Land Use – Align land use, development patterns, and infrastructure to make the best use of public and private investment.
2. Building in Resilience – Promote sensitive land use and development patterns to contribute toward achieving Minnesota's adopted greenhouse gas emission goals at the regional scale, and to develop local resiliency to the impacts of climate change.

Thrive MSP 2040 elaborates on the community's role in implementing these two land use policies to accommodate growth forecasts through new development and redevelopment. In Suburban communities, this role may include the following land use strategies:

- Plan for forecasted population and household growth at overall average densities of at least 5 units per acre, and target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the 2040 Transportation Policy Plan.
- Identify areas for redevelopment, particularly areas that are well-served by transportation options and nearby amenities and that contribute to better proximity between jobs and housing.
- In collaboration with other regional partners, lead major redevelopment efforts.
- Lead detailed land use planning efforts around regional transit stations and other regional investments.
- Plan for and program local infrastructure needs (for example, roads, sidewalks, sewer, water, and surface water), including those

needed to accommodate future growth and implement local comprehensive plans.

Through this plan, the City will strive to meet the objectives of the Metropolitan Council through reinvestment projects, infill and portions of the community that are still developing. These areas are highlighted in the following section.

Areas of Change

Since the City of Stillwater adopted the 2030 Comprehensive Plan (in 2008), a number of elements have changed and evolved over time that impact how the city will look to land use in the future. Some general trends over the last ten years that have an impact on future land use for Stillwater include:

- The Great Recession of 2008 - 2010 had reverberating effects on housing development, commercial development, and employment.
- Online sales and delivery have shifted the face of commercial land uses, resulting in less of a demand for physical brick & mortar stores, but new emphasis on "experience" based commercial and entertainment uses.
- Growing desire by residents and visitors to have neighborhoods well-connected to trails and parks.
- A larger emphasis on sustainability practices (see Chapter 1) to preserve and protect the environment for future generations.
- A growing demand for housing options that are well-connected to public services, transportation options, and commercial uses. This also includes a strong demand for a variety of housing options that meet the needs for all (e.g., different age groups, lifestyles and income levels).

These general trends have led to specific changes and areas of focus in the Future Land Use Plan, which is described below.

Changes to Commercial Land Uses

The 2030 Land Use Plan included two different Commercial Land Use Designations: Commercial and Neighborhood Commercial. As part of the 2040 Land Use Plan, changes to the commercial land use categories were made in order to both clarify and better-reflect community direction.

Neighborhood Commercial Expansion

Instances of Neighborhood Commercial areas have been identified throughout the City. One area of change includes the northeast corner of Manning Avenue and Myrtle Street. The 2030 Comprehensive Plan included a market study to determine whether the western portion of Stillwater could support additional retail square footage given existing and planned future growth in the area. This study estimated that the northeast corner of Manning Avenue and Myrtle Street could support anywhere from 35,000 to 47,000 square feet of additional retail. However, the site remained guided for residential until the orderly annexation agreement was amended. The 2040 Comprehensive Plan has now recognized this area as Neighborhood Commercial.

Narrowing “Commercial” to “Community Commercial”

The former Commercial designation has been narrowed to Community Commercial, while many of the areas formerly designated as “Commercial” have been changed to a new designation of Highway Mixed Use, described below.

New Land Use Designation: Highway Mixed Use

Over the next 20+ years, a general challenge facing Stillwater is remaining competitive with other communities as a desirable place to live, work and play. In seeking to maintain a competitive edge, Stillwater will need to continue strategic investments that promote redevelopment in select areas. One option is to introduce residential development in a mixed-use fashion as part of the TH 36 commercial corridor.

TH 36 defines the southern boundary of Stillwater. Existing land uses along the corridor include a mix of commercial, office and industrial uses. The commercial uses fronting TH 36 include freestanding businesses, big box retailers and strip malls. Residential uses are also present abutting commercial and industrial to the north. These uses include single-family dwelling units, duplexes and apartment buildings.

Mixed-use refers to the integration of residential, commercial, retail, employment, and recreation in a way that not only supports and enhances each element in the development, but provides residents in the surrounding neighborhoods a rich and diverse environment in which to live, work, and shop. Recent trends have shown an increase in the number of people choosing to live in higher density housing integrated with commercial and retail uses.

Allowing for this type of development to occur in the corridor will help better align with market trends, while supporting the City’s affordable housing goals (see Chapter 4). Introducing mixed-use development to the corridor will also offer new opportunities to redevelop as the corridor adapts to a changing economy. For example, a shrinking market for big-box retailers is a national trend that is resulting in some big-box stores closing or reducing the size of their building’s footprint. Many of the big-box retailers along the TH 36 corridor are still operating strong. In the event that any of these stores close, a mixed-use designation for the corridor would provide other options for redevelopment to occur in a different form.

Downtown Redevelopment

Chapter 6 provides more information regarding downtown redevelopment areas. The Land Use plan will continue to recognize the Downtown land use designation as Mixed-Use.

Redevelopment Opportunities at Retiring Institutional Sites

In recent years, Stillwater has seen a shift in institutional uses through closing or relocation. These changes have resulted in a review of the land designated as Institutional. As a result, two sites were evaluated to determine future opportunities for other uses.

Lakeview Hospital

Over the last 100 years a hospital has been at Churchill and Greeley Streets, near Lily Lake in the Holcombe neighborhood (see Figure 2.4). The current hospital was built in 1961. The 12.5 acre site has limited opportunities to accommodate future hospital growth. Accordingly, the hospital is planning to relocate to the northeast corner of TH 36 and Manning Avenue. Development at that location will likely consist of a three-story hospital with an ambulatory (same-day) surgery center, senior housing, and a medical office building. Planning for the new hospital and health care campus is under way, and it is possible that construction on the new hospital could begin within the next five to ten years.

It is assumed that at some point the current site will no longer be utilized as a hospital. Reviewing the site's long-term land use is appropriate and should take into consideration the following:

- The feasibility to adapt or reuse the existing buildings.
- The site's proximity to existing neighborhoods that include a mix of low to medium density residential.
- The proximity to open space, water and natural features.
- Convenient access to major transportation corridors (e.g., TH 36 and TH 95).

Based on a review of these elements, the site has the potential to accommodate residential uses at a higher density. Accordingly, the site is being guided for Medium Density Residential. The site is currently guided for Low/Medium Density Residential.

Oak Park Elementary School

Oak Park Elementary was one of nine elementary schools in the Stillwater Public School District (#834). In 2016, the School Board voted to close the elementary school. Students were enrolled in new schools to accommodate enrollment growth to the south. Currently the school provides alternative education models, as well as office space for the school district.

In the long-term the School District plans to continue to use the school for education and office needs. In that respect, the site will continue to be designated as Low Density Residential (see Figure 2.4). However, the Comprehensive Plan should recognize this site as a potential area of opportunity. At least a portion of the site (11 acres) may present future opportunities for residential uses. This is based on a preliminary review of the site's attributes:

- The site's proximity to existing neighborhoods that include a mix of uses ranging from single-family homes to townhomes and apartments.
- Land use buffers (along Osgood Avenue and Orleans Street) that are comprised of a church, day care, funeral home, and office space.
- Adequate walking distances to commercial and civic uses, such as the Washington County Government Center and commercial uses along TH 36.
- Available transit service and bus stops along Osgood Avenue.
- Convenient access to major transportation corridors (e.g., TH 36 and TH 95).

If and when the site no longer meets the School District's needs, the site should be considered for a higher density use (e.g., Medium Density Residential or High Density Residential). At this time, the Land Use Plan does not recommend a land use change.

2030 Land Use Study Areas

The 2030 comprehensive plan identified opportunity sites for growth in the Land Use Plan. Since then, a few of those areas remain available to accommodate future growth identified as part of this Plan's time horizon (2040). A brief summary of each site's existing conditions are described below. The future land use for these sites will remain as they were depicted in the 2030 Land Use Plan.

Site A

Site A is located in the southwest corner of Stillwater at the intersection of TH 36 and Manning Avenue (see Figure 2.2). The TH 36 and Manning Avenue intersection has been programmed for an interchange in 2022. The NE quadrant of the interchange will serve as the future site for the Lakeview Hospital and wellness center. This site has a number of existing natural features including wooded areas and wetlands. The area will continue to be guided for Research and Development Park.

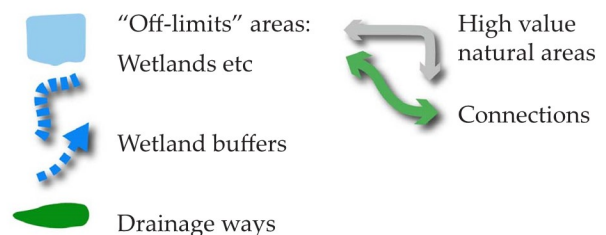
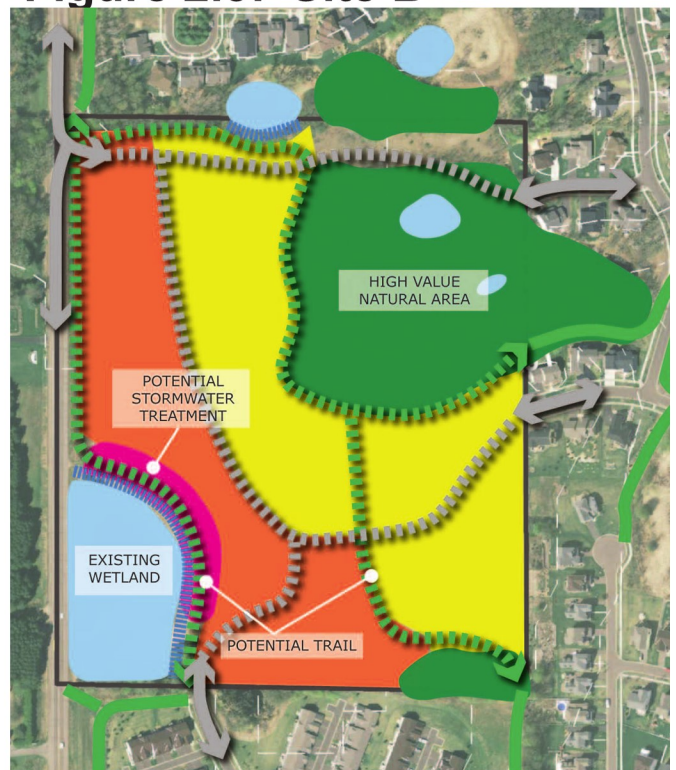
Site B

Site B is located just north of Site A with Manning Avenue as its western boundary (see Figure 2.3). Site B contains some wetlands and valuable natural features and has direct access to Manning Avenue. The land uses surrounding the site are low to medium density residential uses. Given this fact, as well as its proximity to natural features and trail access, it was determined that the most appropriate land use for this site was a mixture of medium and low/medium density residential development.

Figure 2.2: Site A



Figure 2.3: Site B





Future Land Use Plan

Legend

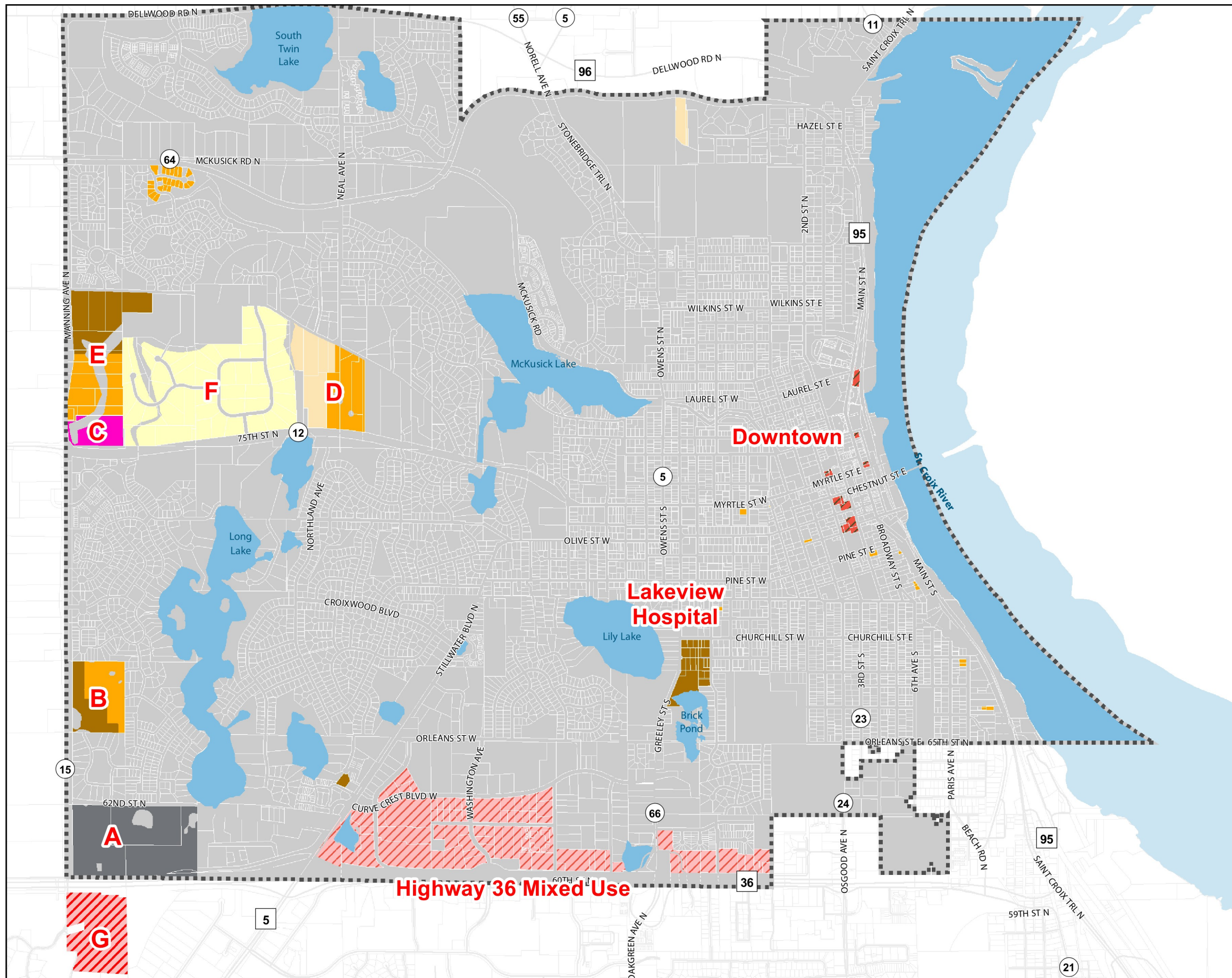
Future Land Use

- Very Low Density Residential
- Low Density Residential
- Low/Medium Density Residential
- Medium Density Residential
- Neighborhood Commercial
- Downtown Mixed Use
- Highway Mixed Use
- Research, Development Park
- City Limit

Figure 2.4: Land Use Study Areas



PLAN OF STILLWATER



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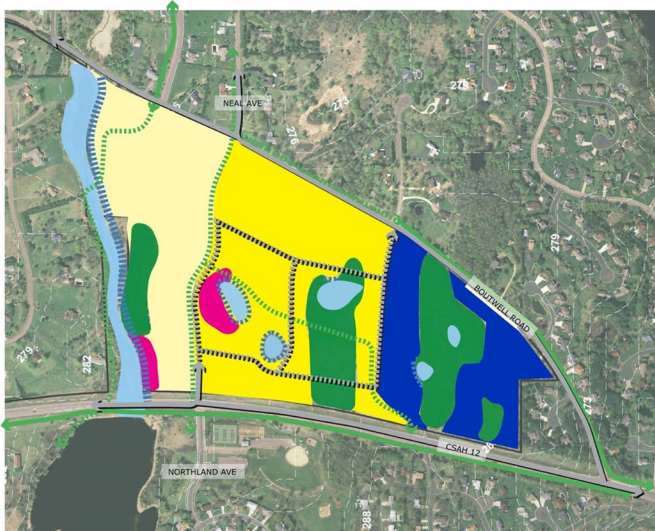
Figure 2.5: Site C (2008)



Figure 2.6: Site C (2018)



Figure 2.7: Site D



Site C

Site C is located at the northeast corner of Manning Avenue and Myrtle Street. The site contains wetlands and a creek, which could limit the amount of development onsite. The 2030 Comprehensive Plan assumed development would be limited based on environmental constraints, resulting in the site potentially accommodating 10,000 square feet of restaurant and 37,000 square feet of retail (see Figure 2.5). After further investigation, it is assumed the environmental constraints will not limit development so severely and a larger development (approximately 58,500 square feet) could be accommodated (see Figure 2.6).

Given the visible location on a busy intersection, it was determined that this site should be guided Neighborhood Commercial to serve the surrounding residential areas with retail opportunities. However, the site should be further evaluated to determine the full extent of possible wetland impacts and environmental constraints.

Site D

Site D is located near the middle of the City, just north of CSAH 12/Myrtle Avenue (see Figure 2.7). Site D contains some significant natural resources, including wetlands, forested areas and a stream. The site also has some existing large-lot development, and therefore any new development will need to be compatible with surrounding land uses. Since the 2030 Comprehensive Plan, portions of Site D were developed for the Stillwater Fire Department and National Guard Readiness Center. This area is now reflected as Institutional.

Given some of the significant natural features on the site, it was determined that the western portion be guided for low-density residential development to protect as much of the natural area as possible. The remainder of the site is guided as low/medium density residential.

Site E

Site E is north of CSAH 12/Myrtle and just east of Manning Avenue (see Figure 2.8). This site contains significant areas of wetlands and natural areas, and includes a number of planned trails connecting to surrounding development. Because of the existing higher density development adjacent to the site across 80th Street, the land has been guided for higher densities near the corner.

Site F

Site F is located just west of Site D (see Figure 2.4). This site is made up entirely of existing large-lot residential development. Many of the lots could be further subdivided; however, the potential for a subdivision to occur will depend on willing sellers and the feasibility of extending infrastructure. Therefore, City of Stillwater is undertaking a study to consider changes to its Zoning Ordinance and City Code regarding appropriate zoning regulations for the Minar Neighborhood (see Figure 2.9). As part of this effort, the City Council passed a moratorium on subdividing property in the neighborhood. The moratorium is set to expire in October of 2019.

The City does not anticipate new development to occur in the near future. The Future Land Use Plan has recognized the existing land use patterns and density until further analysis is completed.

Site G

In recent years, development interests along the Highway 36 corridor have increased, particularly at the Manning Avenue intersection. This area has become more attractive from a development perspective considering the proposed interchange and the Lakeview Hospital's plans to relocate to the northeast quadrant.

The growing demand for development in this area has presented the City of Stillwater a unique opportunity to extend city services (sewer and water) to accommodate development interests, particularly in the southeast quadrant (see Figure 2.4). In that respect, the Comprehensive Plan assumes this area will be annexed in the near future. To help prepare for potential annexation,

Figure 2.8: Site E

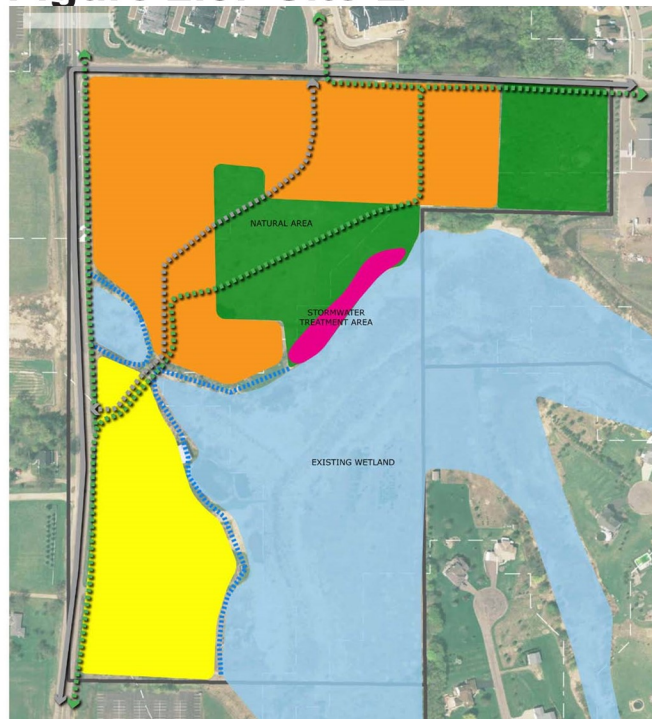


Figure 2.9: Site F



The Minar Neighborhood

the Comprehensive Plan recognizes this area as future Highway Mixed Use. This future land use designation is consistent with the Plan’s vision for the corridor. More information regarding this vision can be found on page 2.23.

The City does not anticipate Site G to influence its socioeconomic forecasts if annexed and developed. The Comprehensive Plan has assumed a certain level of development will occur along the corridor within the next twenty years (see Table 2.5). The City will continue to monitor development along the corridor and its potential impact to socioeconomic forecasts.

Future Land Use Plan

The City of Stillwater has developed a Land Use Plan that aligns with the socioeconomic forecasts prescribed by the Metropolitan Council (see Table 2.2). This Land Use Plan also responds to the trends and challenges the community will face and is designed to meet the goals, objectives and policies in this plan. Furthermore, the Future Land Use Plan is intended to balance residential and non-residential growth. It is important to provide high quality residential areas as well as high quality employment, shopping and service options. Finally, Stillwater is a community that focuses on

the wellbeing of its residents and therefore places a high value on a well-developed system of parks, trails, recreation, and open spaces.

The areas of change discussed in the previous section are reflected in the 2040 Future Land Use Plan (see Figure 2.11). Table 2.2 highlights the changes in future land uses between the 2030 and 2040 Comprehensive Plan.

Table 2.2: Future Land Use

Future Land Use	2030 Planned Land Use (acres)	2040 Planned Land Use (acres) *	Change in Acres
Very Low Density Residential	0.00	118.06	118.06
Low Density Residential	1,532.98	1,382.48	-150.50
Low/Medium Density Residential	937.88	883.87	-54.02
Medium Density Residential	143.00	155.63	12.63
High Density Residential	72.32	72.32	0.00
Neighborhood Commercial	8.17	22.91	14.74
Community Commercial	160.70	24.18	-136.52
Highway Mixed Use	0.00	136.53	136.53
Downtown Mixed Use	45.46	44.85	-0.60
Industrial	105.47	105.47	0.00
Research, Development Park	84.59	82.99	-1.60
Institutional	101.79	124.71	22.92
Park, Rec or Open Space	770.77	824.15	53.39
Marina	15.79	15.90	0.11
Open Water/ Wetlands	956.74	955.06	-1.67
ROW	885.65	872.18	-13.48
Total:	5,821.30	5,821.30	0.00

* The total number of acres have changed since the 2030 Comprehensive Plan. The change in total is a result of updated parcel records and Geographical Information System (GIS) data.

Figure 2.10: Site G



Land Use Plan Category Definitions

As part of this plan, changes to the commercial land use categories were made in order to both clarify and better-reflect future land use designations. A large part of this change is a result of introducing mixed-use development along TH 36, which in turn presented opportunities to better clarify the remaining commercial uses located throughout the community.

Overall, the 2040 Future Land Use Plan contains a range of categories that address residential, commercial, office and public uses. These land uses are described on the next page.

Very Low Density Residential (VLDR)

This land use designation is a new category, which was created to preserve a well-established neighborhood (2.5 acre lots) developed in the late 1980s prior to being annexed into the city limits. This area is not anticipated to redevelop during the life of this plan, and reflects a density range of 0.25 to 1 unit per acre.

Low Density Residential (LDR)

This designation provides a range of lower density residential opportunities at 1 to 4.4 units per acre. LDR is the largest category in the city with 1,527 acres. It is the predominant land use type in western Stillwater. Single family homes are the main use found in the LDR category. Other uses that relate well to single family homes are permitted including parks, playgrounds, churches and schools. Much of the LDR category is already fully developed.

Low/Medium Density Residential (LMDR)

This designation provides a broad range of low and medium density residential opportunities and is the second largest in terms of acres (920), excluding right-of-way and open waters/wetlands. LMDR guided areas will develop at 5 to 9.7 units per acre. This designation has been applied to all the existing residential areas in the historic neighborhoods of the city as it best reflects the density at which development has occurred in these traditional neighborhoods.



Very Low Density Residential Example



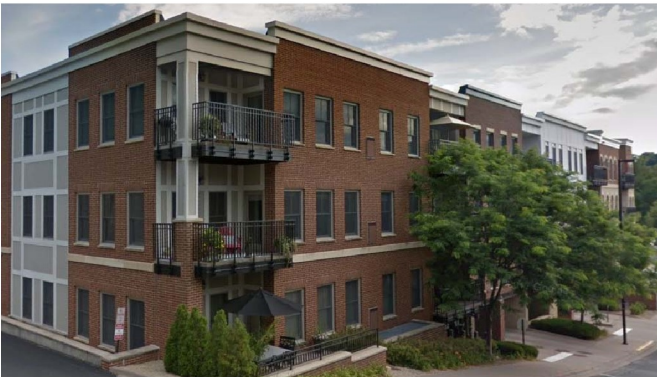
Low Density Residential Example



Low/Medium Density Residential Example



Medium Density Residential Example



High Density Residential Example

In addition, many of the remaining vacant parcels in western Stillwater have been guided LMDR as a way to provide the most flexibility in new neighborhood design and in promoting increased density.

Medium Density Residential (MDR)

This designation provides for a density of 6 to 14.5 units per acre. Typical uses include townhomes and small scale apartment buildings. This designation is also used in areas of western Stillwater along Manning Avenue and for sites adjacent to existing medium density housing to provide sites for new townhomes (or housing types of similar styles and densities) as well as areas for affordable housing.

High Density Residential (HDR)

This designation is characterized by developments with much higher densities and includes areas where apartments and condominiums are located. This classification provides for a density of 12 to 25 units per acre. Higher densities may be allowed through the Planned Unit Development (PUD) process. This process should take into consideration how the development is designed and situated on the site, and how it relates to and impacts surrounding properties and city infrastructure.

Neighborhood Commercial (NC)

The Neighborhood Commercial land use designation provides the opportunity for retail goods and services that directly cater to a limited geographic area or neighborhood in Stillwater. The intent of this category is twofold. One is to preserve historical neighborhood nodes that offer neighborhood residents commercial goods and services on a frequent basis. For example, neighborhood uses may include a convenience store, coffee shop, drug store, or hardware store.

In some cases, the existing buildings that provides a neighborhood commercial use is non-conforming. The City will strive to preserve these uses and determine the appropriate uses over time to ensure they do not negatively impact the neighborhood. The type of neighborhood commercial would



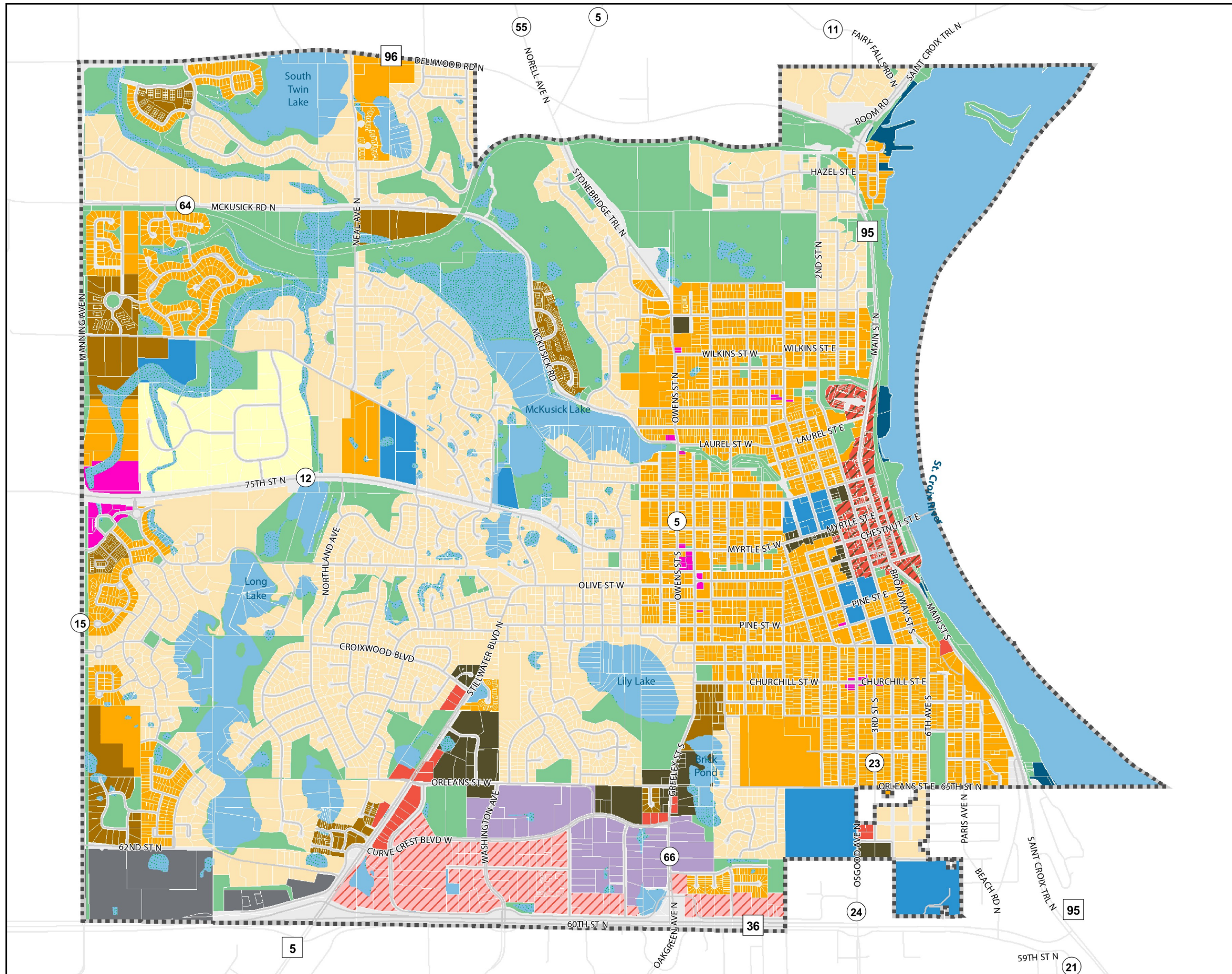
Future Land Use Plan

- City Limit
- Future Land Use**
- Very Low Density Residential
 - Low Density Residential
 - Low/Medium Density Residential
 - Medium Density Residential
 - High Density Residential
 - Neighborhood Commercial
 - Community Commercial
 - Downtown Mixed Use
 - Business Park/Industrial
 - Highway Mixed Use
 - Institutional
 - Research, Development Park
 - Park, Rec or Open Space
 - Marina
 - Wetland
 - Open Water
 - ROW

Figure 2.11: Future Land Use



PLAN OF STILLWATER



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Neighborhood Commercial Example



Community Commercial Example

Disclaimer: Please note that the Floor Area Ratios (FARs) are used for planning purposes and to address Metropolitan Council requirements. The FARs should not be used to dictate the size of development. Instead, the City's Zoning Code should be referenced to determine the size of development. The City's Zoning Code is the official document that prescribes the size of development.

consist of uses that fit within the historical character and scale of a residential neighborhood and should be accessible by foot and bicycle.

The second category of neighborhood commercial is intended for Planned Unit Developments (PUD) that combine residential and neighborhood commercial uses in a walkable arrangement. An example of this type of development includes the "Liberty on the Lakes" located at the intersection of County Road 15 and County Road 12.

These types of uses would typically range in a gross leasable area between 20,000 and 125,000 square feet and a Floor Area Ratio of 0.25 to 0.50. In some case, the gross leasable area may be smaller in size when located in the older parts of the community.

Community Commercial (CC)

Community Commercial accommodates a wide variety of retail goods and services that are more intense than neighborhood scale commercial. Community commercial uses are intended to serve residents of Stillwater and the immediate vicinity around Stillwater.

These areas typically include a total gross leasable area of 125,000 to 400,000 square feet that provide goods and services for a 3 to 6 mile trade area radius. Community Commercial centers often have two or more anchor tenants, which could include a discount store or supermarket. However, the limited areas for Community Commercial may reflect smaller footprints (e.g., total gross leasable areas of 20,000 to 125,000 square feet) that include convenience stores, restaurants and specialty stores. The Floor Area Ratio for Community Commercial may range from 0.25 to 0.50.

Areas with this designation are typically situated along major transportation corridors (e.g., Highway 5), providing important access to goods and services. In addition to providing convenient access to retail goods for residents, providing small areas of commercial development throughout the city will reduce stress on the city's transportation system by limiting trip lengths for the purchase of retail goods and services.

Highway Mixed Use (HMU)

Highway Mixed Use is a new land use category in the 2040 Comprehensive Plan. This category reguides portions of the TH 36 corridor from Community Commercial to Mixed Use, providing for more flexibility to accommodate residential development in a mixed-use fashion.

The existing commercial uses are still supported under this land use category; however, as the area redevelops over time, it is expected to include a mix of residential (30%) and commercial uses (70%). Typical building size in this category ranges from 20,000 to 100,000 square feet and Floor Area Ratio ranges from 0.25 to 1.00. Buildings may range from 1 to 4 stories in height, and residential components may range from 12 to 25 units per acre; with increases allowable through the Planned Unit Development process. Typical projects may encompass 3 to 5 acres of land, and serve trade areas up to 3 miles in radius, including surrounding neighborhoods. A central point to this type of development is a central public space, green space, or plaza type gathering place.

Over time, the corridor could evolve into larger mixed-use developments that reflect a town center. A mixed-use town center includes larger concentrations of various combinations of different land uses, with typical projects in excess of 250,000 square feet and Floor Area Ratios potentially exceeding 2.0. A town center typically encompasses more than 20 acres of land, and draws from a trade area of 5 to 15 miles in radius, drawing from beyond Stillwater and serving adjacent communities in the suburbs as well. Furthermore, town centers typically include a civic anchor, as well as a variety of recreational, retail, service, housing, entertainment, and office components. A potential civic anchor could be a community center or pool, which was identified by residents during the comprehensive planning process as a desired amenity.

As this area develops over time, it should also prioritize an attractive frontage along TH 36, while creating more of an urban environment with a variety of public spaces and pedestrian friendly streets. Development should also enhance



Mixed Use Village or Town Center Precedent Examples



Downtown Mixed Use Example



Business Park/Industrial Examples

the pedestrian environment and be planned to accommodate transit users. This will help support a growing demand for transit service in the area.

Downtown Mixed Use (DMU)

Historically the downtown area has been guided for commercial land uses, but the Mixed Use label is being used in the 2040 Land Use Plan because it more accurately reflects the evolving nature of the area. Stillwater's downtown offers both the community and the region a vibrant, mixed use center. The range of uses includes residential, retail shops, restaurants, offices and other commercial uses. Redevelopment sites are expected to include a mix of residential (30%) and commercial uses (70%).

The Downtown Mixed Use category may range from 100,000 to 500,000 square feet in size and Floor Area Ratio may range from 0.25 to 2.00. Buildings may range from 1 to 4 stories in height and residential components may range from 25 to 50 units per acre, with increases allowable through the Planned Unit Development process. Projects should incorporate more of an urban environment, with a variety of public spaces and pedestrian-friendly streets.

Business Park/Industrial (BPI)

This designation provides for traditional industrial, limited manufacturing and processing of products. Areas with these land use designations are located north of TH 36, south of Orleans Street, and east of County Road 5. Floor Area Ratios range from 0.25 to 0.5 and structures in this BPI typology may range from 1 to 3 stories in height. Proximity to regional road corridors is a critical factor in locating these areas.

Research & Development Park (RDP)

This designation is located at the northeast corner of the intersection of Manning Avenue and TH 36. This important area contains 84 acres and serves as the city's last remaining large parcel to attract a major employer. The city has created this specific land use designation to provide a site for a corporate center, research facility, educational institution,

medical campus or office campus that will bring not only a well-designed development, but head-of-household caliber jobs to the community.

The typical project size in the Research and Development Park category ranges from 15,000 to 100,000 square feet. Office buildings may have Floor Area Ratios of 0.25 to over 1.0, and may range from 1 to 6 stories in height. Proximity to major road corridors is an important locational factor.

This land use category also provides flexibility to integrate senior housing (e.g., independent living, assisted care, memory care or nursing home) that complements existing or proposed uses within the Research & Development Park. These types of uses may include a hospital, medical facility or pharmacy.

Institutional (INST)

This designation includes all public uses such as city and county buildings, hospitals, and cemeteries. It does not generally include schools and churches as in the 1995 plan. These uses have now been guided according to their surrounding residential neighborhood and are allowed as either a permitted use or specially permitted use according to the respective residential zoning district within which the church or school currently finds itself. This change was made so that if a school or church were to close or vacate, the future land use of the property would become residential.



Research & Development Park Example

Park, Recreation or Open Space (PROS)

This designation is for park, recreation and open space related land uses. This new category includes all current and future public and private parks, trail areas, active recreation facilities, golf courses, marinas, islands, ravines and bluffs. There are 877 acres of land in this PR category. A detailed discussion on parks is contained in Chapter 8, Parks and Trails.

Open Water (WA)

This classification includes open water areas such as lakes, rivers, ponds and open water wetlands.

Right-of-Way (ROW)

This classification reflects the location of public right-of-way within the city.



PROS Example

Growth and Future Land Use

Development and redevelopment within the potential areas of change will be market-driven. The land use designations are intended to allow for flexibility in how these sites transform over the next twenty years. Predicting when redevelopment will occur over this time horizon is difficult. Redevelopment (phasing) will depend on when the market supports new uses and property-owners' willingness to sell. Regardless of these factors, the potential areas of change have been largely guided for higher densities and mixed-use to provide flexibility and enough land capacity to help accommodate portions of the City's projected socioeconomic forecasts (see Table 2.3).

Other areas of the community have the potential for absorbing the community's projected growth at lower densities. Some of these areas include undeveloped land in the western portion of the communities (see Figure 2.4). Other sites may include infill opportunities within neighborhoods, as well as underutilized parts of larger sites that could be subdivided.

One of the purposes of the Future Land Use Plan is to ensure that planned land uses can meet the growth projections of the city. For the purposes of this Comprehensive Plan, the City assumes a majority, if not all of the growth, will occur on undeveloped land in the western part of the community and within the potential areas of change (i.e., TH 36 corridor, Lakeview Hospital, and redevelopment in downtown). The assumed areas for growth would result in an average density of 6.88 units per acre (see Table 2.4), which exceeds the required target of 5 units per acre for a "Suburban Community." It is important to recognize the Metropolitan Council has directed the City of Stillwater to not include land uses guided as Low Density Residential in the 2030 Comprehensive Plan (which includes land in the 2040 Comprehensive Plan that is guided as Very Low Density Residential) as part of these calculations. Please see Appendix C for more information.

Planning for Growth by Ten Year Time Horizons

The City has evaluated the potential areas of change and vacant and underutilized sites within the city to determine their ability to accommodate the City's growth projections. Figure 2.4 illustrates the location and their respected Future Land Use designations. As a result, there is approximately 150 net acres available to accommodate the City's housing projections (see Table 2.5). It is probable that future (re)development will occur at higher densities than shown in Table 2.5, due to increasing costs of construction and higher land costs for redevelopment sites. Based on this assumption, the City will have enough land capacity to accommodate the City's housing projections.

In addition to the housing projections, there is about 175 net acres (7.6 million square feet) of vacant land or areas of change to accommodate the City's employment forecasts (see Table 2.6). The majority, if not all of the City's employment projections, will be met in redeveloping areas along major transportation corridors (e.g., TH 5 and TH 36) and in Downtown Stillwater.

Ultimately, future development/redevelopment will depend on the plans and aspiration of the private property owner. Table 2.5 and Table 2.6 do not represent approval of land use or actual development plans, but represent ideas for possible redevelopment activity. In that respect, Table 2.5 and Table 2.6 should be viewed as visuals that demonstrate land use potential and the ability to meet the City's housing and job growth projections.

Table 2.3: Historic and Projected Growth

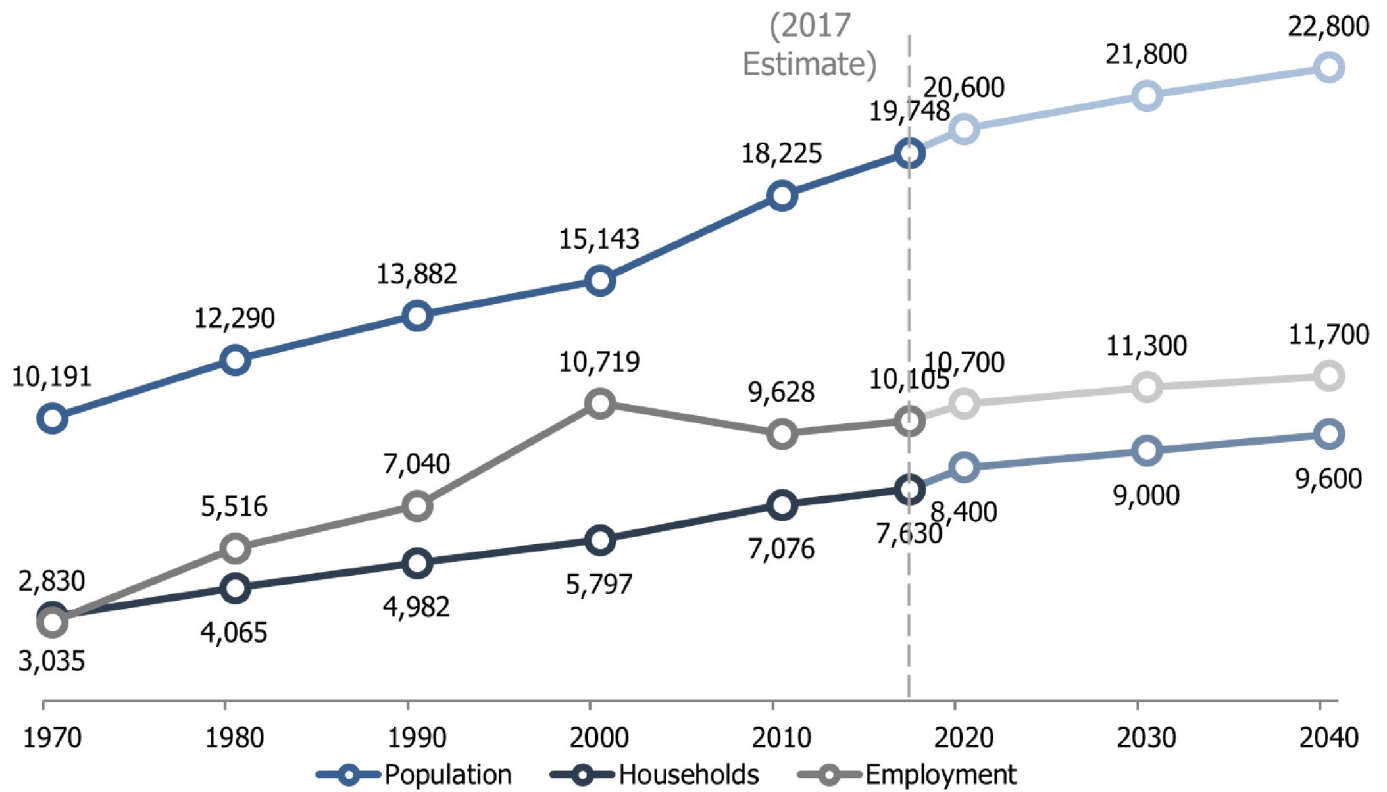


Table 2.4: Stillwater Net Density Calculations

Land Use	Total Acres	Percent of Acres Guided for Residential	Total Acres Allocated for Residential	Min Units Per Acre	Total Units
Low Density Residential	4.13	100%	4.13	4	4
Low/Medium Density Residential	65.42	100%	57.07	4.4	251
Medium Density Residential	51.12	100%	51.12	6	307
High Density Residential	0.00	100%	0	12	0
Highway Mixed Use (TH 36 Corridor)	136.53	30%	40.96	12	492
Downtown Mixed Use (Redevelopment)	4.84	30%	1.45	25	36
Total:	262.04	-	163.08	-	1,122
Units Per Acre:				6.88	

Table 2.5: Projected Growth Assumptions By Phase - Housing

Growth Areas	Net Developable Acres *	Percent Residential	Net Developable Acres * (Residential)	Density Range	
Highway 36 Mixed Use	Acres	Percent	Acres	Min	Max
Mixed Use	136.53	30%	40.96	12	25
Lakeview Hospital (existing site)	Acres	Percent		Min	Max
Medium Density Residential	12.63	100%	12.63	6	14.5
Downtown Redevelopment	Acres	Percent	Acres	Min	Max
Mixed Use	4.84	30%	1.45	25	50
Site A	Acres	Percent	Acres	Min	Max
Research, Development Park	66.52	0%	0.00	0	0
Site B	Acres	Percent	Acres	Min	Max
Low/Medium Density Residential	15.46	100%	15.46	5	9.7
Medium Density Residential	11.90	100%	11.90	6	14.5
Site C	Acres	Percent	Acres	Min	Max
Neighborhood Commercial	9.78	0%	0.00	0	0
Site D	Acres	Percent		Min	Max
Low Density Residential	21.99	100%	21.99	1	4.4
Low/Medium Density Residential	21.15	100%	21.15	5	9.7
Site E	Acres	Percent	Acres	Min	Max
Low/Medium Density Residential	20.46	100%	20.46	5	9.7
Medium Density Residential	25.65	100%	25.65	6	14.5
Site F	Acres	Percent	Acres	Min	Max
Very Low Density Residential	118.73	100%	118.73	0.3	1
Vacant Land	Acres	Percent	Acres	Min	Max
Low Density Residential	4.13	100%	4.13	0.3	1
Low/Medium Density Residential	8.35	100%	8.35	5	9.7
Medium Density Residential	0.94	100%	0.94	6	14.5
Total	479.07	-	303.81	-	-

* The net developable acres exclude wetlands and right-of-way.

** The total number of units projected in a time horizon (i.e., 2020, 2030 and 2040) is cumulative from the previous time bin.

*** The growth projection determined for 2020 was determined by using the difference between 2017 Census housing estimates (7,760 housing units).

Phasing of Net Developable Acres			Number of Housing Units (Min) **			Number of Housing Units (Max) **		
2020	2030	2040	2020	2030	2040	2020	2030	2040
0%	35%	25%	0	172	295	0	358	614
2020	2030	2040	2020	2030	2040	2020	2030	2040
20%	30%	50%	15	38	76	37	92	183
2020	2030	2040	2020	2030	2040	2020	2030	2040
0%	100%	0%	0	36	36	0	73	73
2020	2030	2040	2020	2030	2040	2020	2030	2040
70%	20%	10%	0	0	0	0	0	0
2020	2030	2040	2020	2030	2040	2020	2030	2040
50%	50%	0%	39	77	77	75	150	150
50%	50%	0%	36	71	71	86	173	173
2020	2030	2040	2020	2030	2040	2020	2030	2040
25%	25%	50%	0	0	0	0	0	0
2020	2030	2040	2020	2030	2040	2020	2030	2040
25%	25%	50%	5	11	22	24	48	97
50%	25%	25%	53	79	106	103	154	205
2020	2030	2040	2020	2030	2040	2020	2030	2040
70%	30%	0%	72	102	102	139	198	198
70%	30%	0%	108	154	154	260	372	372
2020	2030	2040	2020	2030	2040	2020	2030	2040
0%	0%	0%	0	0	0	0	0	0
2020	2030	2040	2020	2030	2040	2020	2030	2040
30%	40%	30%	0	1	1	1	3	4
30%	40%	30%	13	29	42	24	57	81
100%	0%	0%	6	6	6	14	14	14
-	-	-	346	777	988	763	1,691	2,164
Met Council Growth Projections (Net): ***			640	1,240	1,840	640	1,240	1,840
Differential:			-294	-463	-852	123	451	324

Table 2.6: Projected Growth Assumptions By Phase - Employment

Growth Areas	Net Developable Acres *	Percent Employment	Net Developable Sq.Ft.	FAR		EmPLY. Per sq.ft.	
Highway 36 Mixed Use	Acres	Percent	sq.ft.	Min	Max	sq.ft.	
Mixed Use	136.53	70%	4,163,058	0.25	0.5	1,000	
Downtown Redevelopment	Acres	Percent	sq.ft.	Min	Max	sq.ft.	
Mixed Use	4.84	70%	147,631	0.5	2	1,000	
Site A	Acres	Percent	sq.ft.	Min	Max	sq.ft.	
Research, Development Park	66.52	100%	2,897,766	0.25	1	1,000	
Site C	Acres	Percent	sq.ft.	Min	Max	sq.ft.	
Neighborhood Commercial	9.78	100%	426,023	0.25	0.5	1,000	
Total	217.67	-	7,634,478	-	-	-	

* The net developable acres exclude wetlands and right-of-way.

** The total number of jobs projected in a time horizon (i.e., 2020, 2030 and 2040) is cumulative from the previous time bin.

*** The growth projection determined for 2020 was determined by using 2017 Census job estimates (10,100 jobs).

Disclaimer: Table 2.6 was created to demonstrate the City's ability to accommodate the socioeconomic forecasts generated by the Metropolitan Council. Please note that the Floor Area Ratios (FARs) used for this planning exercise should not be used to dictate the size of development. Instead, the City's Zoning Code should be referenced to determine the size of development. The City's Zoning Code is the official document that prescribes the size of development.

	Phasing of Net Developable Acres			Number of Jobs (Min) **			Number of Jobs (Max) **		
	2020	2030	2040	2020	2030	2040	2020	2030	2040
	0%	35%	25%	0	364	624	0	729	1,249
	2020	2030	2040	2020	2030	2040	2020	2030	2040
	0%	100%	0%	0	74	74	0	295	295
	2020	2030	2040	2020	2030	2040	2020	2030	2040
	70%	20%	10%	507	652	724	2,028	2,608	2,898
	2020	2030	2040	2020	2030	2040	2020	2030	2040
	25%	25%	50%	27	53	107	53	107	213
	-	-	-	534	1,143	1,529	2,082	3,738	4,655
Met Council Growth Projections (Net): ***				600	1,200	1,600	600	1,200	1,600
Differential:				-66	-57	-71	1,482	2,538	3,055

Protecting Special Resources

As required by state statute, a municipality's comprehensive plan must include strategies for protection of special resources, including solar access, historic preservation and aggregate resources. These strategies are discussed below.

Natural Resources

The protection of natural resources has been an important effort in Stillwater as it has developed in the recent past and now as it approaches full development. The City has an abundance of natural resources including the St. Croix River, lakes, creeks, and open space/wooded areas. During several public participation efforts during the Comprehensive Plan process, residents and the Advisory Committee expressed a strong connection to the resources that exist in the city and cite these as important reasons for living in Stillwater. Residents also expressed interest in seeing increased opportunities to have access through trails to these resources.

Residents are also concerned about the water quality of the city's lakes and streams and desire to see the City put efforts into their improvement and protection. Some of the comments, particularly regarding new residential growth in western Stillwater, related to ensuring that with growth any existing natural areas be retained. This includes trees, wetlands, upland forests, streams and grass/prairie lands. The growth analysis process for vacant and underdeveloped land in western Stillwater was sensitive to this desire.

Environmental protection strategies are an important tool in the protection of natural resources. This is discussed in more detail in Chapter 3 Natural Resources. However, it is important to make a strong connection between natural resource preservation and land use. The City has several tools available to help protect natural areas, while also providing for new growth and redevelopment. Some of these are ordinance provisions that are already in place and that could be reviewed and updated as needed.

Solar Access

Minnesota Statutes require an element for the protection and development of access to direct sunlight for solar energy systems. The purpose of this legislation is to prevent solar collectors from being shaded by adjacent structures or vegetation and to ensure that development decisions do not preclude the possible future development and use of solar energy systems. This requirement is addressed in further detail in Appendix B.

To ensure the availability of solar access, the City of Stillwater will, whenever possible, protect access to direct sunlight for solar energy systems on principle structures. Stillwater will consider solar access in the review of site plans and planning decisions.

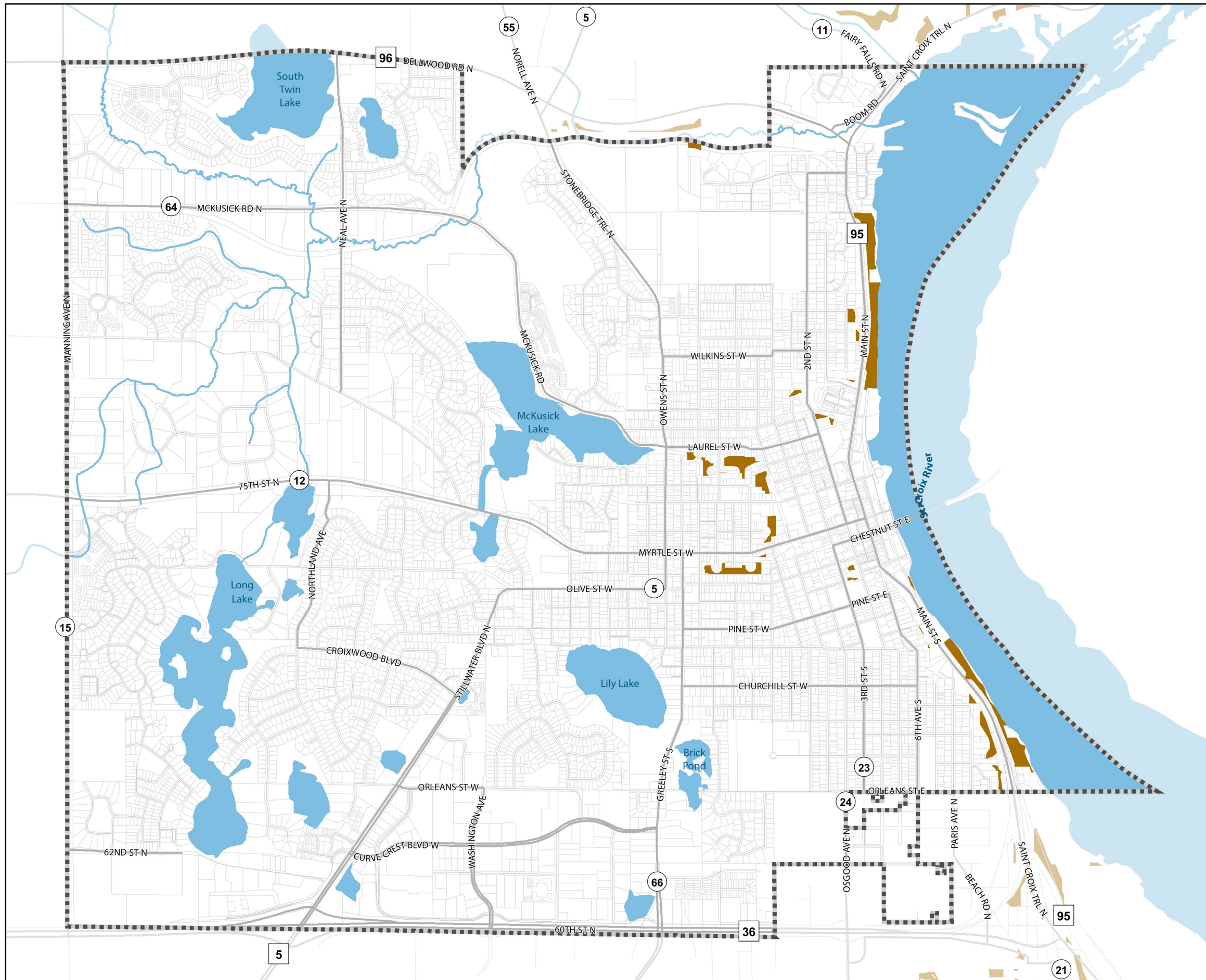
Aggregate Resources

The Metropolitan Council requires cities to identify the location of aggregate resources within the community based on the Minnesota Geological survey within the Comprehensive Plan. A few areas of aggregate resources were identified in Stillwater along the eastern edge of the city as shown on "Figure 2.12: Aggregate Resources".

A large proportion of the aggregate resources located in the City of Stillwater are located in the Lower St. Croix National Scenic Riverway District. Minnesota DNR rules section 6105.0370 subpart 9 and Stillwater Ordinances prohibit aggregate mining in the Lower St. Croix National Scenic Riverway District.

Historic Preservation

Historic preservation is a core value to the City of Stillwater, and Chapter 5 Historic Resources is devoted to discussing the city's unique resources and preservation efforts.





 City Limit
 Aggregate Resources 1997

Figure 2.12: Aggregate Resources



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Appendix C: Metropolitan Council System Statement Letter

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.	651.300.4285

Date: February 11, 2019

To: Ken Roberts, Planning Director
Cc: Kristina Handt, City Administrator
From: Jack Griffin, P.E., City Engineer

Re: City of Stillwater
2040 Comprehensive Plan

Engineering has completed a brief review of the City of Stillwater 2040 Comprehensive Plan. A summary of key elements of the plan are outlined below that may potentially impact Lake Elmo.

SITE G. The southeast quadrant of TH36 and CSAH 15 is identified as a land use study area, Site G, in the Stillwater 2040 Comprehensive Plan Land Use Chapter. The area is shown to be potentially zoned Highway Mixed Use. This zoning would allow for 70% commercial and 30% residential development. The residential portion could consist of 12-25 units per acre and buildings between 1-4 stories high. Page 2-15 of the plan addresses Site G specifically. "The growing demand for development in the area has presented the City of Stillwater a unique opportunity to extend city services (sewer and water) to accommodate development interests, particularly in the southeast quadrant (see Figure 2.4). In that respect, the Comprehensive Plan assumes this area will be annexed in the near future".

Beyond this statement the Comprehensive Plan is silent in regard to the extension of sewer and water utilities to serve this area and the Capital Improvement Plan was not available for review to determine whether water/sewer utility extensions have been identified in the CIP for Site G. The Transportation Chapter identifies the new interchange at TH36 and Manning as a programmed improvement that has already been identified in the City's or County's Capital Improvement Program (Figure 9.7) and identifies the County and the City of Stillwater as the lead agencies. There is no mention or discussion regarding Manning Avenue jurisdictional issues or improvements for the segment south of TH36 leading to Site G.

It appears that Site G has only been identified as a potential annexation area and future land use study area and is therefore not otherwise included in the 2040 Comprehensive Plan. This appears to mean that the City of Stillwater will be addressing this area in the future rather than as part of the Comprehensive Plan update.

RECOMMENDATIONS.

1. A roadway ownership, cost sharing and maintenance responsibility agreement should be developed with Stillwater Township/City of Stillwater for Manning Avenue, south of TH36. The attached County GIS map shows the current Lake Elmo City limits relative to Manning Avenue. As the TH36-Manning Interchange project goes forward and the southeast quadrant of the intersection develops there will be significant costs implications going forward. Figure 8 in the Stillwater Transportation Chapter shows the TAZ zone number for Site G as 2355. The City should request the proposed traffic volume data that was assumed for this area.
2. The City of Lake Elmo either provides, or can ready provide, municipal water services to the areas of Lake Elmo immediately adjacent to Site G. However, sanitary sewer service is not readily available to serve these areas. Since these areas reside outside Lake Elmo's planned MUSA boundaries there have been no plans developed for bringing municipal sanitary sewer to the area.



Future Land Use Plan

Legend

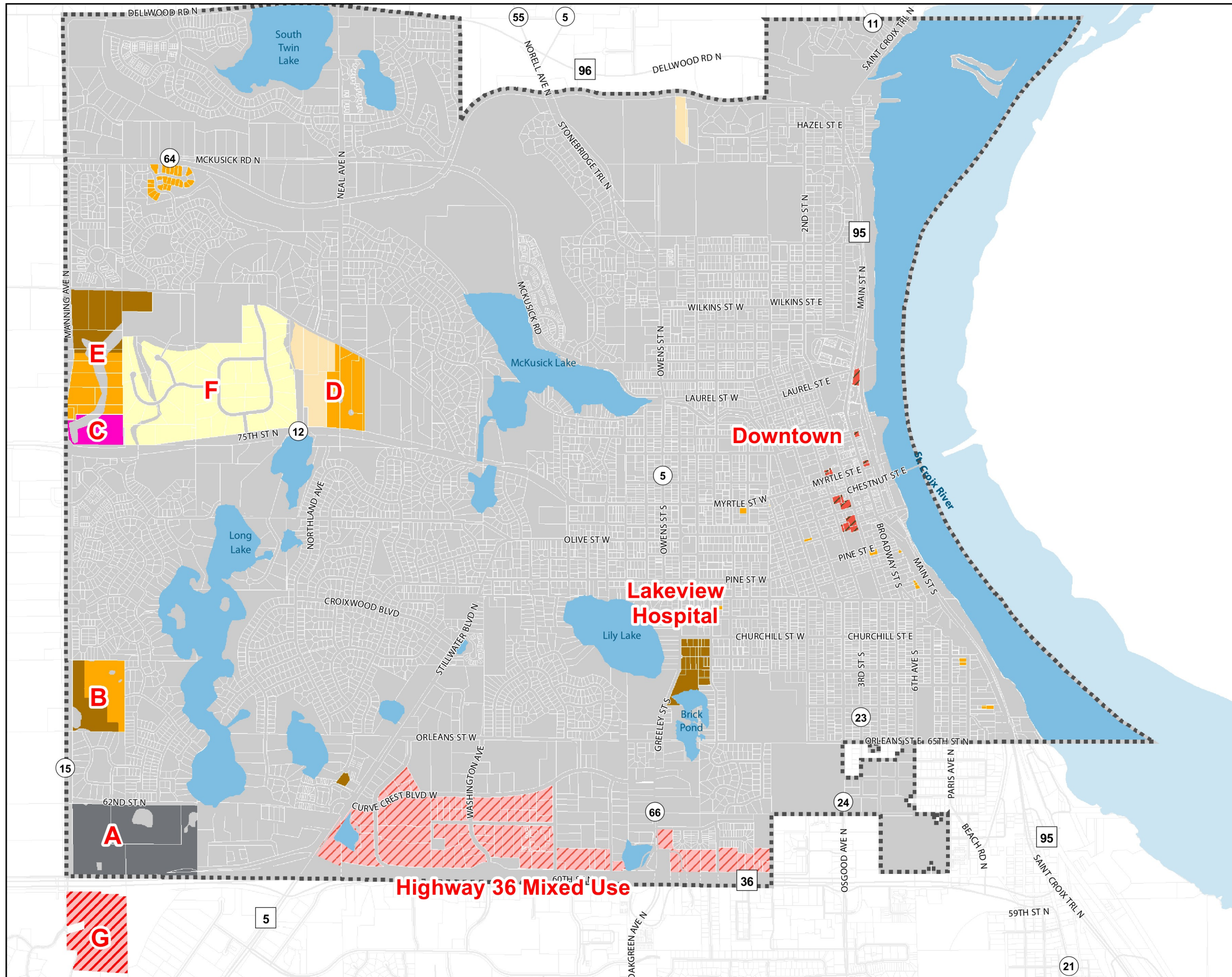
Future Land Use

- Very Low Density Residential
- Low Density Residential
- Low/Medium Density Residential
- Medium Density Residential
- Neighborhood Commercial
- Downtown Mixed Use
- Highway Mixed Use
- Research, Development Park
- City Limit

Figure 2.4: Land Use Study Areas



PLAN OF STILLWATER





Traffic Analysis Zones (TAZ)

- TAZ Boundary
- City Limit

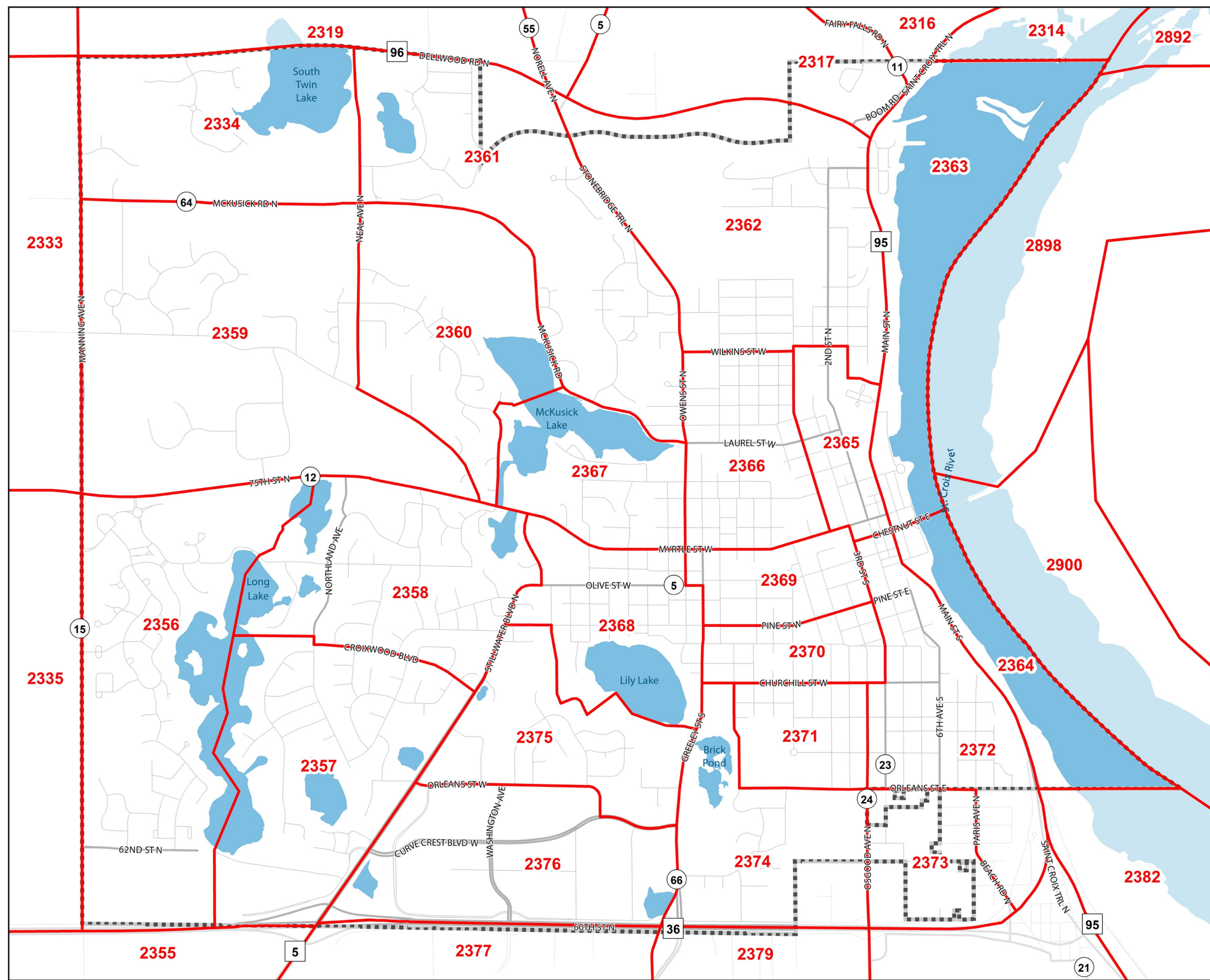


Figure 9.8: Transportation Analysis Zones



PLAN OF STILLWATER



Planned and Programmed Improvements

- City Limit
- Reconstruct with Capacity Improvement Locations
- Reconstruct/Resurface Improvement Locations

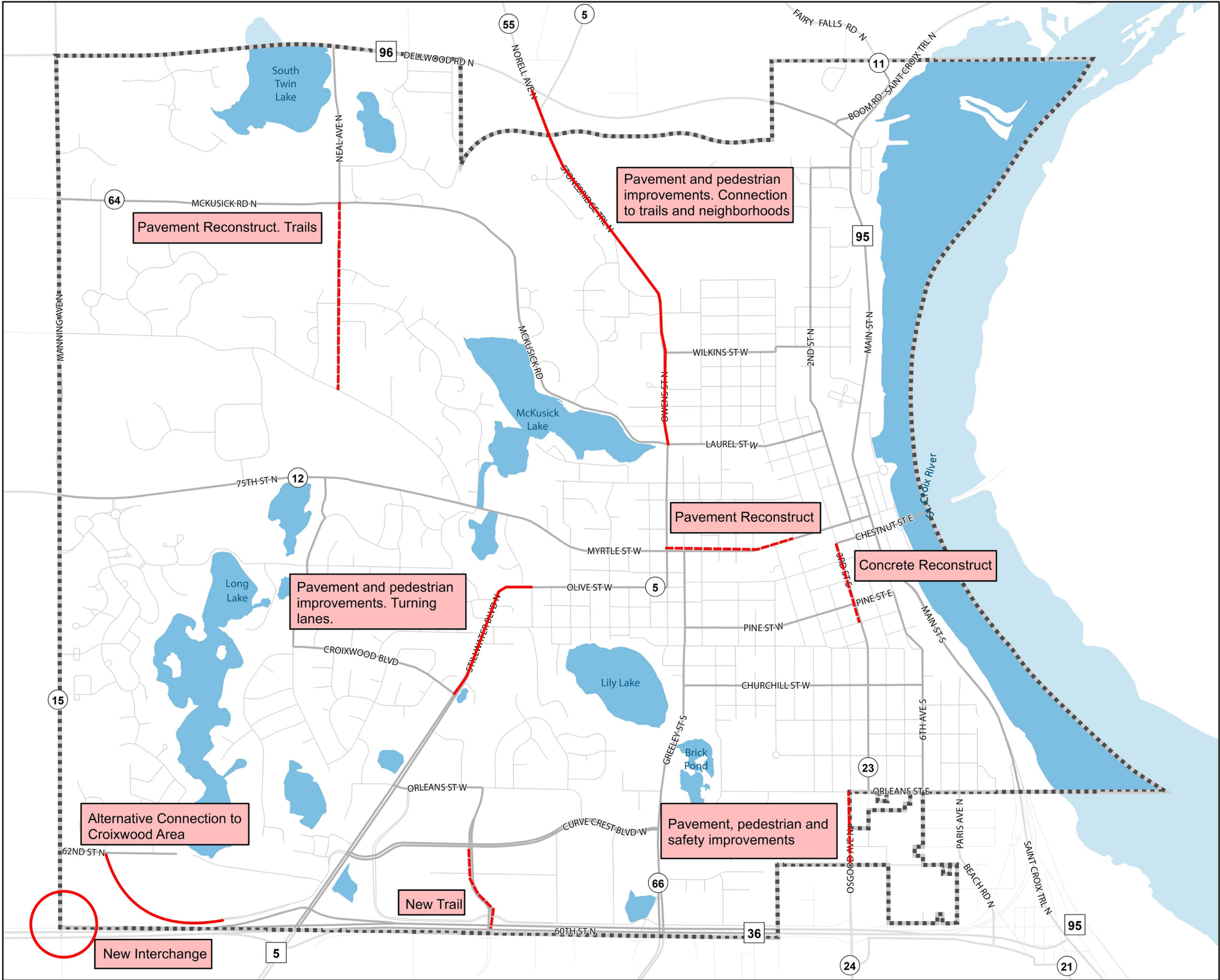


Figure 9.7: Programmed and Planned Roadway Projects

0 1,000 2,000 4,000 Feet

PLAN OF STILLWATER

