

## Community Development Committee

For the Metropolitan Council meeting of May 24, 2017

**Subject:** City of Lake Elmo Royal Golf Club Comprehensive Plan Amendment (Review File No. 20599-13)

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached review record and allow the City of Lake Elmo to place the Royal Golf Club comprehensive plan amendment into effect.
2. Find that the amendment does not change the City's forecasts.
3. Advise the City to implement the advisory comments in the review record for land use, housing, and forecasts.

### Summary of Committee Discussion/Questions

LisaBeth Barajas, Local Planning Assistance Manager, presented the staff's report to the Committee. Committee Member Gail Dorfman asked regarding the purpose for extension of the MUSA line. Barajas responded that the City would be providing city water and sewer to this development. Council Dorfman noted that this would likely not include housing opportunities for lower income families.

Chair Steve Elkins asked about potential for future development opportunities on the site. Barajas noted that much of the site is retained for public stormwater management and retention of natural resources, so it would not be available for future development. On a separate note, Chair Elkins asked about the City's progress in updating its ordinances to reflect major amendments that had been approved over the last couple of years. Barajas indicated that the City had done that work as part of the amendment work, given that new ordinances were needed to accommodate development in what was once a rural area. Evidence of this ordinance work can be seen in the amount of development that has occurred in the I-94 corridor since then.

The Committee recommended approval of the proposed actions on a vote of 4-2.

## Community Development Committee

Meeting date: May 15, 2017

For the Metropolitan Council meeting of May 24, 2017

**Subject:** City of Lake Elmo Royal Golf Club Comprehensive Plan Amendment (Review File No. 20599-13)

**District(s), Member(s):** District 12, Harry Melander

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** LisaBeth Barajas, Manager, Local Planning Assistance (651-602-1895)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

4. Adopt the attached review record and allow the City of Lake Elmo to place the Royal Golf Club comprehensive plan amendment into effect.
5. Find that the amendment does not change the City's forecasts.
6. Advise the City to implement the advisory comments in the review record for land use, housing, and forecasts.

### Background

The proposed amendment reguides approximately 428 acres from Public Park to a new designation of Golf Course Community, and extends the Metropolitan Urban Service Area (MUSA) to the project site to provide wastewater services. The property is adjacent to an existing city sanitary sewer line on the west. The proposed land use change would support the development of Royal Golf Club, a 292-unit project on 192.5 net acres. The proposed project is on the site of the former 3M Tartan Golf Course in eastern Lake Elmo. An environmental assessment worksheet (EAW) was also previously prepared for the proposed project (Review File No. 21630-1).

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

### Funding

None.

### Known Support / Opposition

There is no known support or opposition.

# Review Record

## City of Lake Elmo Royal Golf Club Comprehensive Plan Amendment

Review File No. 20599-13, Council Business Item No. 2017-109

### BACKGROUND

The City of Lake Elmo is located in central Washington County. The City is bounded by the City of Grant to the north, the City of Stillwater and the City of Oak Park Heights to the northeast, Baytown Township and West Lakeland Township to the east, the City of Afton to the southeast, the City of Woodbury to the south, and the City of Oakdale to the west.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

*Thrive MSP 2040* identifies the City as an Emerging Suburban Edge community. The Metropolitan Council forecasts that between 2010 and 2040, the City will grow from 8,061 to 18,200 people; and from 2,776 to 7,100 households. The Metropolitan Council also forecasts that between 2010 and 2040, the City's employment will increase from 1,941 to 3,800 jobs.

The Council reviewed the City's Update ([Business Item 2010-89](#), Review File No. 20599-1) on March 24, 2010. This is the 12th amendment since the review of the Update.

### REQUEST SUMMARY

The proposed amendment reguides approximately 428 acres from Public Park to a new designation of Golf Course Community, and extends the Metropolitan Urban Service Area (MUSA) to the project site to provide wastewater services. The property is adjacent to an existing city sanitary sewer line on the west. The proposed land use change would support the development of Royal Golf Club, a 292-unit project on 192.5 net acres. The proposed project is on the site of the former 3M Tartan Golf Course in eastern Lake Elmo. An environmental assessment worksheet (EAW) was also previously prepared for the proposed project (Review File No. 21630-1).

### OVERVIEW

#### Conformance with Regional Systems

The CPA conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

#### Consistency with Council Policies

The CPA is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

**Compatibility with Plans of Adjacent Jurisdictions** The CPA will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's Update on March 24, 2010 ([Business Item 2010-89](#), Review File No. 20599-1).
- The Fredrich Farm CPA was administratively approved on September 13, 2010 (Review File No. 20599-2).
- The Council acted on the I-94 CPA on February 27, 2013 ([Business Item 2013-28](#), Review File No. 20599-3).
- The Olson Lake Trail CPA was administratively approved on June 13, 2013 (Review File No. 20599-4).
- The Council acted on the Village Area CPA on December 11, 2013 ([Business Item 2013-320](#), Review File No. 20599-5).
- The Diedrich-Landucci CPA was administratively approved on December 12, 2013 (Review File No. 20599-6).
- The Council passed Resolution 2014-8 terminating the Memorandum of Understanding between the City and the Council on May 28, 2014 ([Business Item 2014-114](#)).
- The Density Range Adjustments CPA was administratively approved on June 27, 2014 (Review File No. 20599-7).
- The RAD-Alt Land Use Category Elimination CPA was administratively approved on September 19, 2014 (Review File No. 20599-8).
- The Holliday CPA was administratively approved on September 23, 2014 (Review File No. 20599-9).
- The Wildflower CPA was administratively approved on December 17, 2014 (Review File No. 20599-10).
- The Senior Living CPA was administratively approved on April 6, 2016 (Review File No. 20599-11).
- The Rural Single Family Sewered CPA was administratively approved on January 4, 2017 (Review File No. 20599-12).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the Township's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The CPA conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for regional parks and wastewater are included below.

## Regional Parks

*Reviewer: Jan Youngquist (651-602-1029)*

The proposed amendment conforms to the *2040 Regional Parks Policy Plan* (RPPP). The amendment site is adjacent to the Central Greenway Regional Trail Search Corridor and on the opposite side of Lake Elmo Avenue from Lake Elmo Park Reserve, both of which are part of the regional parks system governed by the RPPP. Washington County owns and operates the park reserve and will lead a future master planning process to determine the alignment of the Central Greenway Regional Trail in consultation with the City of Lake Elmo. The change in land use guiding from Public Park to Golf Course Community is not anticipated to negatively impact these regional parks system facilities.

## Wastewater Services

*Reviewer: Roger Janzig (651-602-1029)*

The proposed amendment conforms to the *2040 Water Resources Policy Plan*. The amendment site is adjacent to the City's trunk sanitary sewer line, which connects to Interceptor 8063 for conveyance to the Eagle Point Regional Wastewater Treatment Plant. The Metropolitan Disposal System has adequate capacity of this project location.

## Consistency with Council Policy

The CPA is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding consistency with land use, housing, and forecasts are detailed below.

## Land Use

*Reviewer: LisaBeth Barajas (651-602-1895)*

The proposed amendment is consistent with the Council's land use policies as identified in *Thrive MSP 2040* (Thrive). Thrive designates the City as a both an Emerging Suburban Edge and Rural Residential community. The majority of the City's forecasted growth is expected to be accommodated within the Emerging Suburban Edge designation within the community.

The proposed amendment reguides 423.06 acres from Public/Park to Golf Course Community. This land was previously outside of the City's identified MUSA, and because it was a golf course, was not anticipated to need wastewater services when the comprehensive plan was developed. The proposed amendment includes extending the MUSA to cover the amendment property (Figure 4). The existing formerly named Tartan Golf Course on the site will be retained and later reguided to Public/Park as a condition of receiving approval to develop the remaining land for residential purposes served with city sewer and water. The guided density for the new Golf Course Community Designation is 1.4 to 1.65 units per acre.

The project proposal is a 292-unit residential development called Royal Golf Course (Figure 5). The development will occur on the remaining non-golf course land, which is 230.61 gross acres in size. With the extent of wetlands, the creek, bluffs, and a public trail as part of the proposed project, the net developable acreage is reduced to 192.5 acres, resulting in a net density of 1.52 units per acre for the proposed project. As shown in Table 1, the City's overall planned density from 2010-2030 is reduced from 3.25 units per acre to 3.06 units per acre. While the City's overall density is reduced, the planned density remains consistent with the Council's density policy of 3 to 5 units per acre for Emerging Suburban Edge communities.

**Table 1. Lake Elmo Residential Density Calculations, 2010-2030**

Category	Density Range			Min Units	Max Units
	Min	Max	Acres		
Urban Low Density	2.5	4	519.49	1299	2078
Urban Medium Density	4	7.5	381.69	1527	2863
Urban High Density	7.5	15	143.37	1075	2151
Golf Course Community	1.4	1.65	192.5	292	292
Village Urban Low Density Res.	1.5	2	245.95	369	492
Village Urban Medium Density Res.	2.5	5	121.7	304	609
Village Mixed Use	6	10	164.4	543	1644
<b>TOTALS</b>			<b>1769.1</b>	<b>5409</b>	<b>10128</b>
<b>Overall Density</b>				<b>3.06</b>	<b>5.72</b>

In 2016, an Environmental Assessment Worksheet (EAW) was also prepared for the proposed project. Council staff found the EAW to be complete and accurate with respect to regional concerns (Review File No. 201630-1, letter dated November 21, 2016). The proposed amendment is substantially the same as what had been analyzed in the EAW, with only minor changes in the layout and design of the project site.

**Advisory Comments**

The Council advises the City to consider additional locations for higher density development as further additions of land guided for low density or reguiding of land to lower densities could place the City out of conformance with the Council’s density policy requirements for the wastewater system.

**Housing**

*Reviewer: Tara Beard (651-602-1051)*

The proposed amendment is consistent with the Council’s policies for housing. The City’s plan currently plans for sufficient land to promote affordable housing development to address their share of the region’s 2011-2020 need for affordable housing. The City currently guides 65 acres of Urban High Density residential for that decade such that at least 485 high density units could be built; its share of the 2011-2020 regional need is 465. The proposed amendment does not impact these numbers as it does not involve changes to the Urban High Density category.

**Advisory Comments**

The City should note that its share of the region’s 2021-2030 need for affordable housing is 508 units, and the minimum density of land guided to address this need in its 2040 Comprehensive Plan update is 8 units per acre. If the City has any questions about its comprehensive plan update and consistency with Council housing policy, it is encouraged to contact their Sector Representative or Council housing staff.

**Forecasts**

*Reviewer: Todd Graham (651-602-1322)*

The forecast-related content of the proposed amendment is consistent with Council policy. The City offers that the plan amendment does not affect the community-wide forecast, but does accelerate the staging of sewer-serviced growth by +300 units in 2020 and 2030. Council staff agree: Expected

development fits within the community total forecast, but does accelerate the staging of sewer-serviced growth. Sewer-serviced forecasts can be revised.

The expected development fits within the community total forecast prepared by Metropolitan Council; no change is needed to the community total forecast.

### *Advisory Comments*

TAZ forecasts are not discussed in plan materials, but this would be helpful information. A draft set of TAZ forecasts for 2040 has been prepared by Met Council and is available for local governments to review.

The Royal Golf Club site is within TAZ #2403. The zone is currently forecasted to gain +36 households during 2010-40. Council staff recommend adding +260 households and +700 population to the TAZ #2403 forecast. *Balancing adjustments* can be made to TAZs elsewhere in the community. The City can update the TAZ forecast through correspondence to Metropolitan Council.

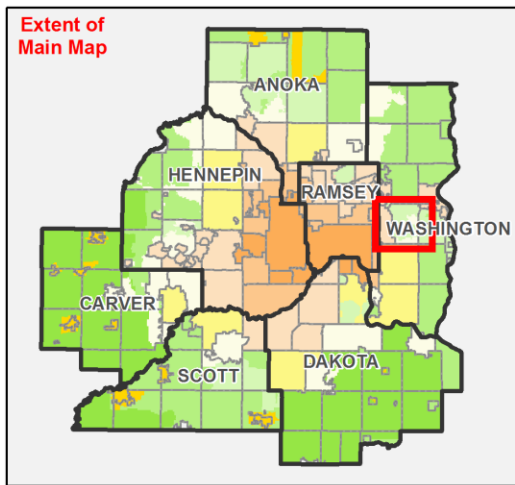
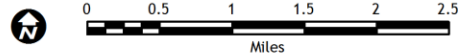
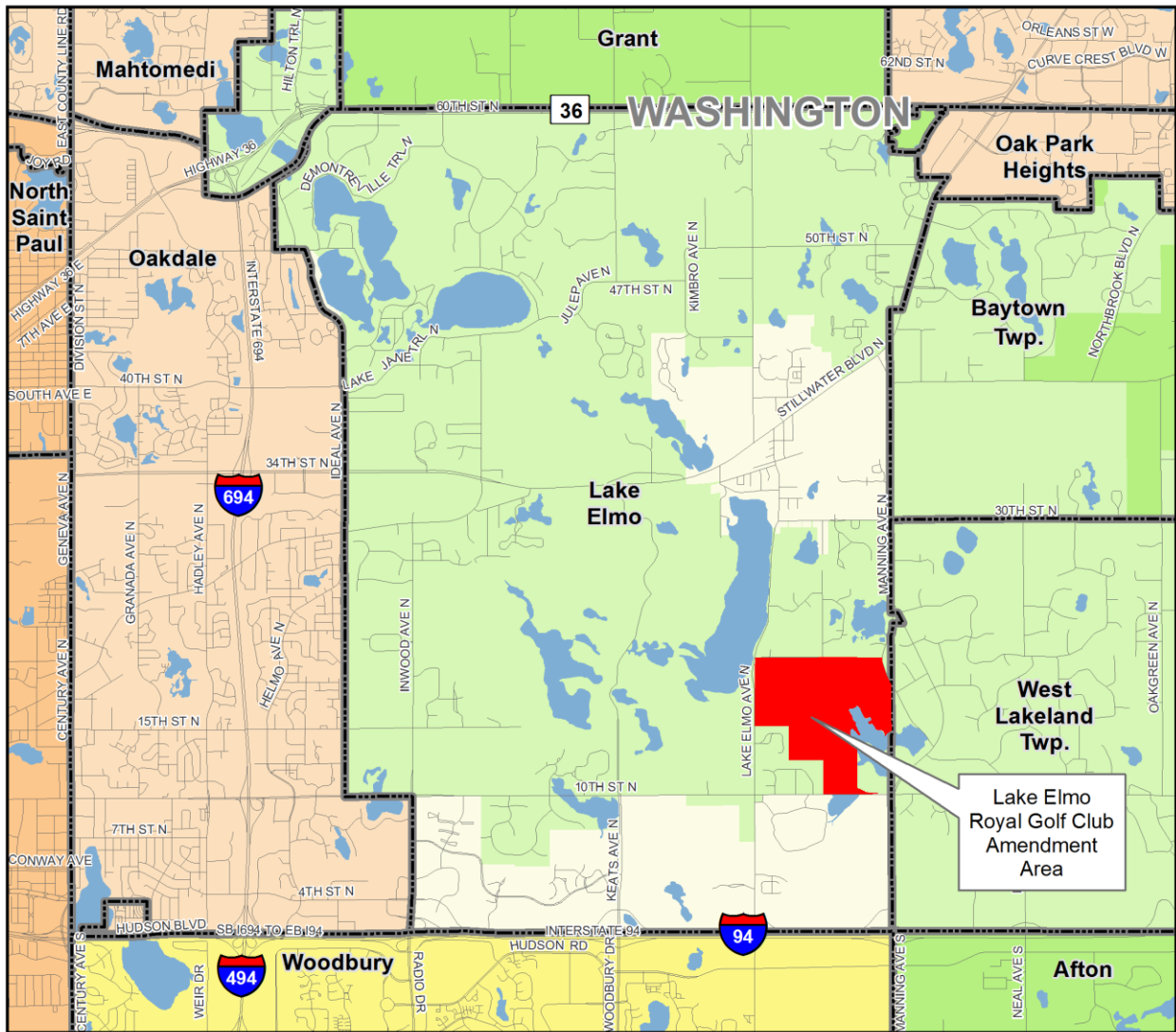
### *Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts*

The proposed CPA is compatible with the plans of adjacent jurisdictions. No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map showing Regional Systems
- Figure 3: Current and Proposed Land Use Guiding
- Figure 4: Proposed Metropolitan Urban Service Area Amendment and Staging
- Figure 5: Royal Golf Club Concept Plan

Figure 1: Location Map Showing Community Designations

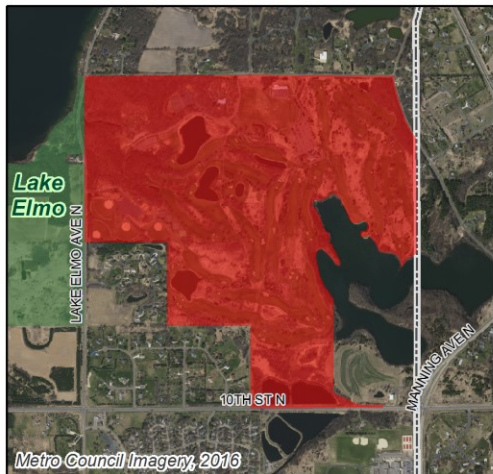
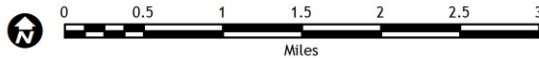
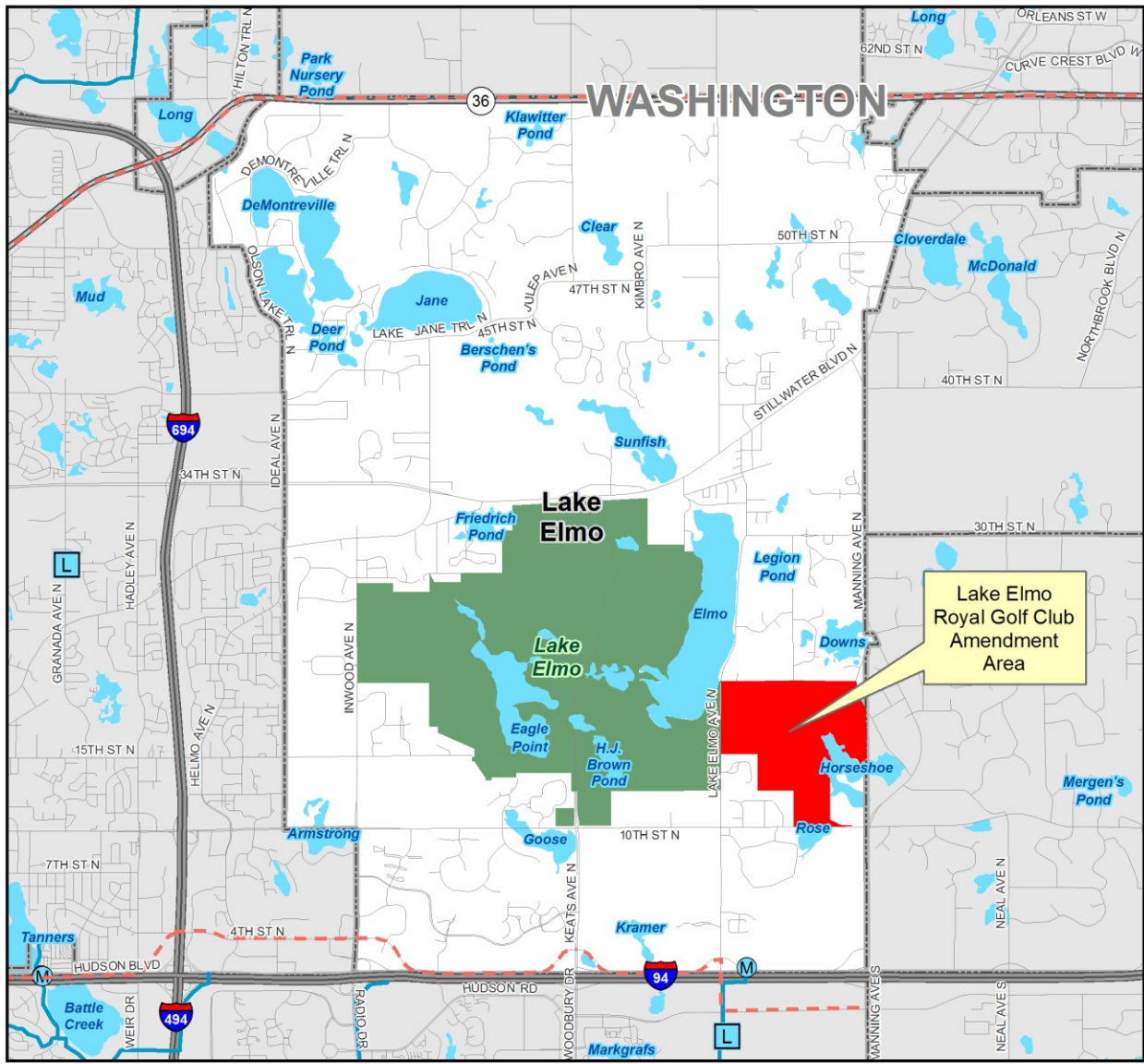


**ThriveMSP 2040 Community Designations**

- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Figure 2: Location Map Showing Regional Systems



**Regional Systems**

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads

**Regional Transitways**

- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Recreation Open Space**

- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

**Wastewater Treatment**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

— Ncompass Street Centerlines

Figure 3: Current and Proposed Land Use Guiding

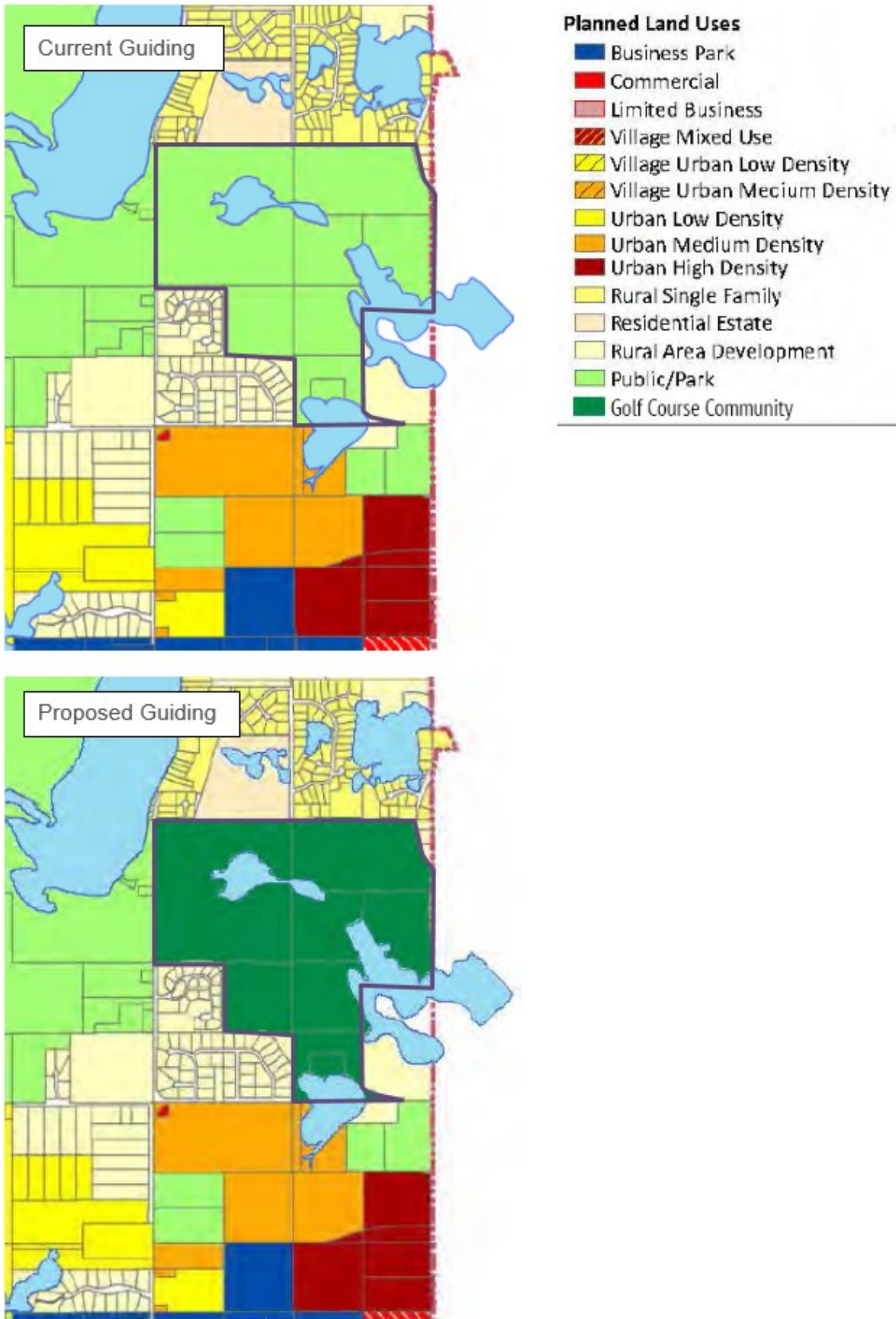


Figure 4: Proposed Metropolitan Urban Service Area Amendment and Staging  
Map 6-1

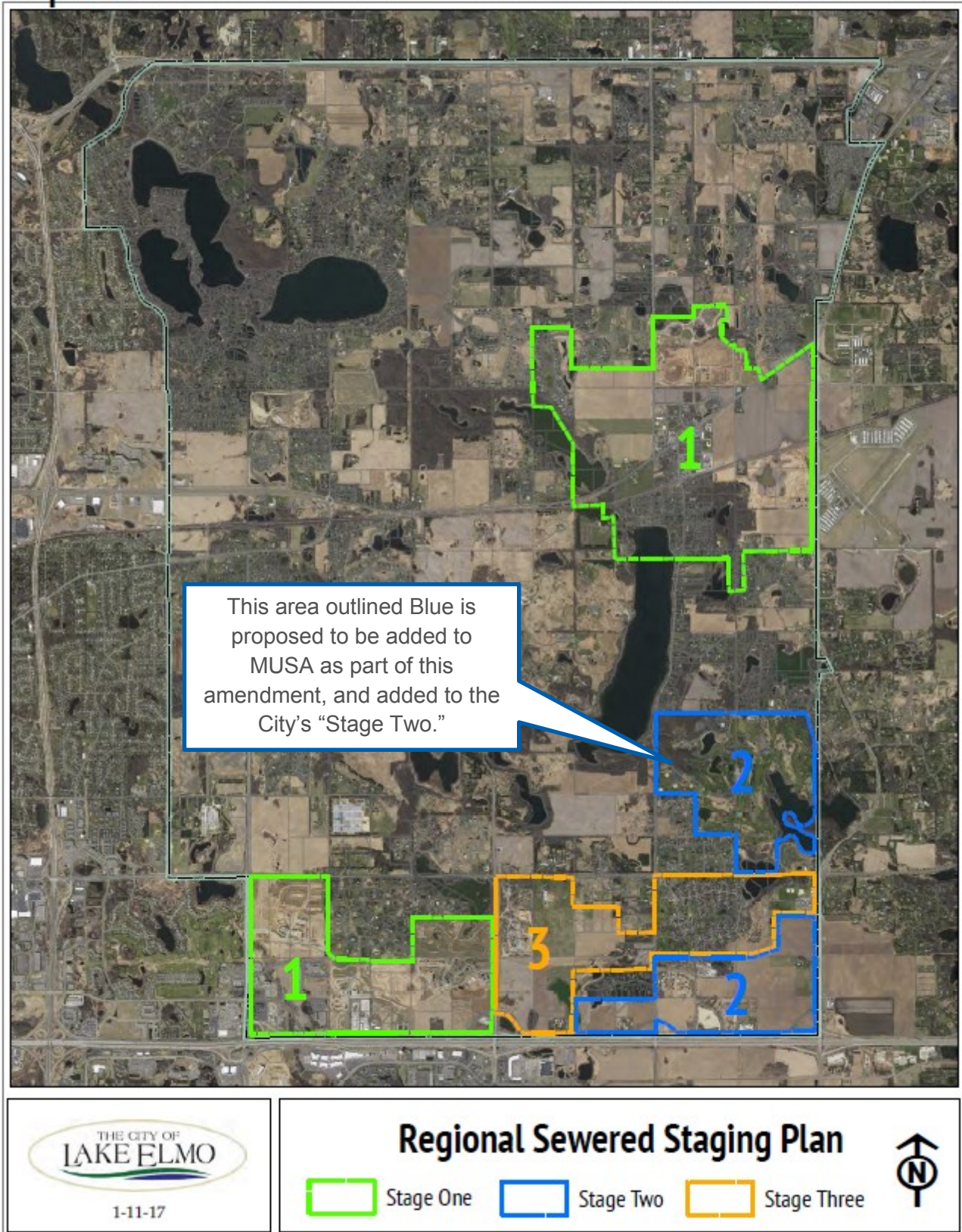


Figure 4: Royal Golf Club Concept Plan

