



## STAFF REPORT

DATE:4-9-2024

### **Workshop**

**TO:** CITY COUNCIL  
**SUBMITTED BY:** Jason Stopa, Community Development Director  
**AGENDA ITEM:** **Old Village Moratorium Scope**  
**REVIEWED BY:** Clark Schroder, Interim City Administrator  
Sophia Jensen, City Planner

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### **BACKGROUND:**

The Council approved a moratorium for development of the central corridors of the Old Village Area on February 6<sup>th</sup> 2024 (Ordinance 2024-04). The intent of the moratorium is to pause development while the city studies permitted, conditional, and interim uses in the village districts (Table 11-1) and analyze required utility, road, trail corridors, and pedestrian connectivity. An update to the Village Area Master Plan, which will create a vision for this area and provide guidance on development and redevelopment, could be included with the interim zoning district study. The last Village Area Master Plan was created in 2007.

The moratorium area is displayed below:



### **ISSUE BEFORE COUNCIL:**

The Council should determine the scope of the study. Specifically, should the Council approve an update to the Lake Elmo Village Area Master Plan as part of the moratorium study?

### **OPTIONS:**

#### Option 1

Task 1: Review the 2007 Village Area Master Plan, Comprehensive Plan, and Zoning Code

Task 2: Conduct 1-2 community engagement meetings to gather input on the changes to the zoning code

Task 3: Recommend zoning amendments. The moratorium would be lifted after the Council approves zoning amendments and votes to end the interim zoning district. (4-5 months)

## Option 2

Tasks 1-3 plus update the Village Area Master Plan. The moratorium would be lifted after the Council approves zoning amendments and adoption of the new Village Area Master Plan. (6-8 months)

### **ADVANTAGES AND DISADVANTAGES:**

#### *Option 1*

##### Advantages:

It would cost the City less money and take less time to complete. It would allow the department to accept land use applications, which could result in development.

##### Disadvantages:

It would limit the scope to only zoning code amendments and not address other issues in the Village Area.

#### *Option 2*

##### Advantages:

- It would better align the zoning code to the Village Area's needs
- Provide an updated area plan that will be incorporated into the next Comprehensive Plan
- Address design standards not listed in the Lake Elmo design guidelines
- Update the subdistricts with different regulations within the Village Area
- Assist with grant applications
- Create a plan for the reuse of the old fire station and parks building and possibly the historic Lake Elmo Elementary School site
- Review infrastructure needs including pedestrian safety
- Review road connections from Village Parkway N. to Stillwater Blvd N.
- Consider road connectivity from the developed downtown area to surrounding land within the Village area
- Review future land uses for undeveloped land to the both the west and east of downtown
- Review signage requirements.

##### Disadvantages:

Cost and time to complete would increase. The length of time could slow acceptable development.

### **FISCAL IMPACT:**

Cost Estimate

Option 1: \$10,500

Option 2: \$29,000 (additional \$18,500 for the Village Master Plan Update)

To put this estimate into perspective, the Parks Master plan that Bolton and Menck is currently contracted for is \$48,064.

### **RECOMMENDATION:**



Staff recommend Option 2

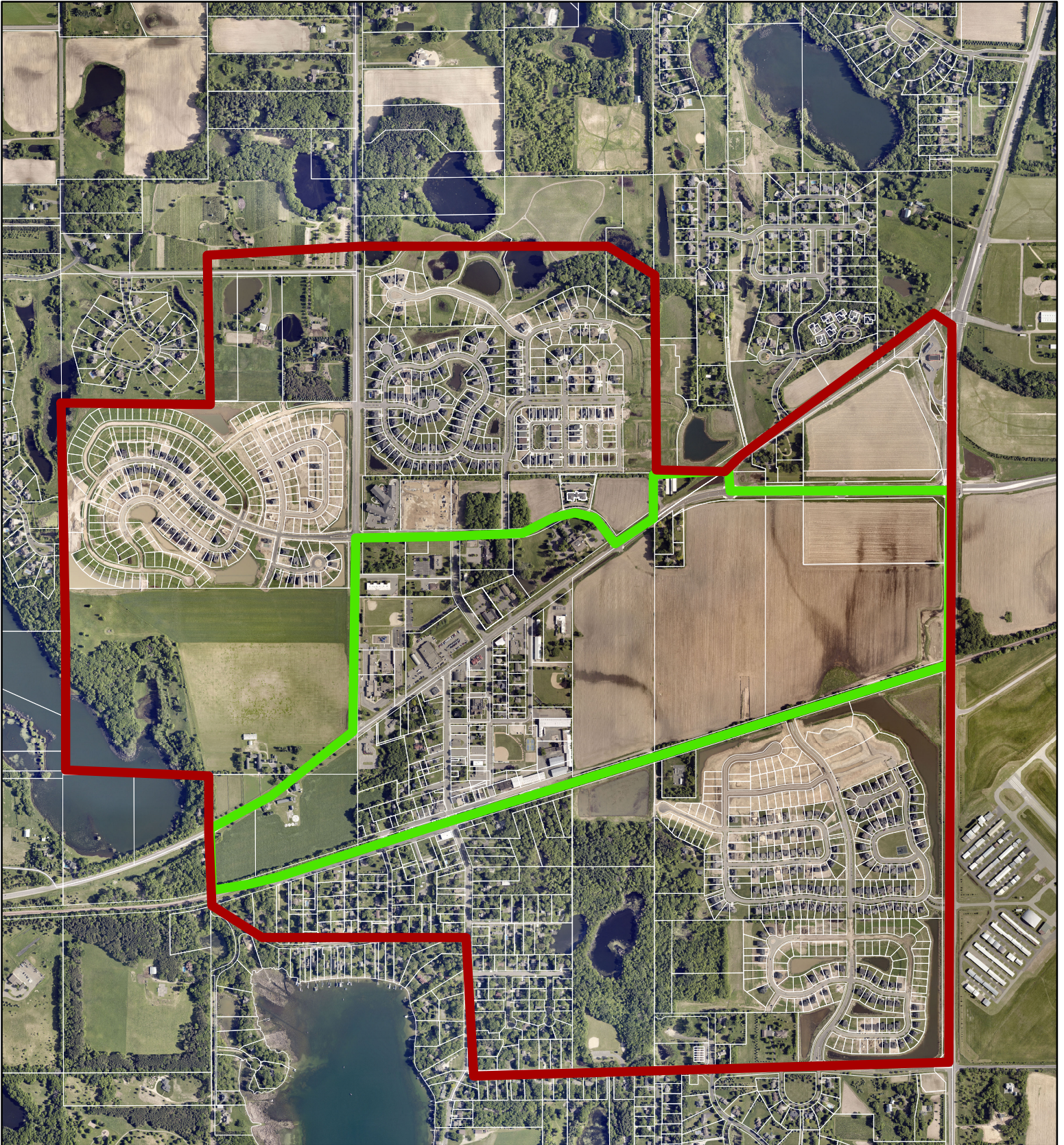
### **ATTACHMENT:**

- Map of Old Village Area and Moratorium Overlay
- Ordinance 2024-04
- Scope and cost estimate from Bolton & Menck



# Lake Elmo Old Village

-  Old Village Area
-  Proposed Moratorium Area - "Old Village Corridor Area"



0 0.125 0.25 0.5 Miles





**CITY OF LAKE ELMO  
COUNTY OF WASHINGTON  
STATE OF MINNESOTA**

**ORDINANCE NO. 2024-04**

**AN INTERIM ORDINANCE IMPOSING A MORATORIUM ON DEVELOPMENT  
WITHIN THE OLD VILLAGE CORRIDOR AREA**

The City of Lake Elmo City Council ordains:

**Section 1. Purpose and Intent.** The purpose and intent of this interim ordinance (this “Ordinance”) is to impose, pursuant to Minnesota Statutes Section 462.355, subdivision 4, a moratorium within the jurisdictional boundaries of the City of Lake Elmo (the “City”) on development within the area defined as the “Old Village Corridor Area” which is shown on the map attached as Exhibit A in order to protect the health, safety, and welfare of the citizens of the City.

**Section 2. Legislative Findings.** The City Council hereby finds and determines as follows:

1. The City needs to study the required utility corridors, road right of way, trail corridors, and pedestrian connectivity within the Old Village Corridor Area.
2. The City needs to update its Village Master Plan in order to provide guidance on development and redevelopment in the Old Village Corridor Area.
3. That it is in the best interests of the City to impose a moratorium on development within the “Old Village Corridor Area” so that it can study the required infrastructure and update the village master plan.

**Section 3. Study Authorized.** The City will be initiating a study to analyze utility corridor, road right of way, trail corridors, and pedestrian connectivity within the Old Village Corridor Area.

**Section 4. Moratorium Imposed; Exceptions.** A moratorium is hereby imposed within the City on consideration or approval by the City of any development project within the Old Village Corridor Area except for: projects that have been granted approval prior to the effective date of this Ordinance. “Development project” means any site plan, subdivision, plat, planned unit development, variance, conditional use permit, or interim use permit.

**Section 5. Duration.** This Ordinance shall remain in effect for one year from the date that it is effective unless it is expressly repealed earlier by the City Council.

**Section 6. Severability.** Every section, provision, and part of this Ordinance is declared severable from every other section, provision, and part thereof. If any section, provision, or part of this Ordinance is adjudged to be invalid by a court of competent jurisdiction, such judgment shall not invalidate any other section, provision, or part of this Ordinance.




**Section 7. Enforcement.** The City may enforce any provision of this Ordinance by mandamus, injunction, or any other appropriate remedy in any court of competent jurisdiction.

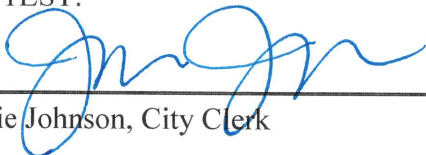
**Section 8. Effective Date.** This Ordinance shall be effective upon its legal passage and publication.

Adopted by the City Council of the City of Lake Elmo on this 6<sup>th</sup> day of February, 2024, by a vote of 4 Ayes and 1 Nays.

**LAKE ELMO CITY COUNCIL**

  
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Charles Cadenhead, Mayor



ATTEST:

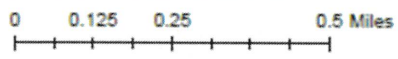
  
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Julie Johnson, City Clerk

This Ordinance 2024-04 was published on the 9<sup>th</sup> day of February, 2024.

EXHIBIT A  
Old Village Corridor Area Map

Lake Elmo Old Village

-  Old Village Area
-  Proposed Moratorium Area - "Old Village Corridor Area"





March 28, 2024

Mr. Jason Stopa  
Community Development Director  
3880 Laverne Ave North  
Lake Elmo, MN 55042



**BOLTON  
& MENK**  
Real People. Real Solutions.

111 Washington Avenue South | Suite 650 |  
Minneapolis, MN 55401

RE: Lake Elmo Village Area Master Plan

Dear Jason:

The Lake Elmo Village Area plays a pivotal role in the community's economy, character, identity, and fabric. To ensure future development in the Village Area supports the City's needs, the City initiated a development moratorium to reconsider development guidance. During this time, the City will be reviewing its vision and regulations to provide development guidance for the downtown area.

In service to the city, we are excited and ready to deliver a master plan vision for the Village Area. Towards that end, we would be distinctly proud to be your consulting partner in this process.

**DEEP LOCAL EXPERTISE** – We know Lake Elmo and are invested in its future. This familiarity means we understand city priorities and can hit the ground running, while ensuring the process maintains the vision every step of the way. We also bring deep relationships with other jurisdictions, including Washington County, and can easily help facilitate agency coordination.

**CREATIVE PROBLEM SOLVING** - No two cities are alike. Each has its own assets and challenges, and histories and aspirations. Therefore we treat every project as unique, coming up with custom solutions and that fit each context. This approach requires a flexible team led by planners, with foundations in economic development, design, policy, and transportation. Our team has downtown planning experience in a wide variety of communities large and small, new and old, and everything in between.

**FOCUSED ON RESULTS** – Bolton & Menk has a proven record of plans that get implemented. With our full suite of services in support, we're excited to identify and navigate planning, design, funding, construction, and maintenance strategies. We understand what it takes to bring visionary plans to life, and approach our work with this understanding—allowing us to proactively address challenges that may otherwise be overlooked.

We are excited at the opportunity to work with Lake Elmo to complete the Village Area Master Plan. This proposal includes Phase 1 which is focused on the current plans and will look at modest changes to meet the community's established vision. Phase 2 is a more in-depth look at the area to provide an updated downtown plan and implementation tools or recommendations. Both plans involve some level of community engagement and stakeholder input. The proposed phases can be fully customized to address the needs of the community, and we invite a discussion to that end.

In continued support of the city, I will serve as your lead client contact and project manager. Please contact me [Jenni.Faulkner@bolton-menk.com](mailto:Jenni.Faulkner@bolton-menk.com) if you have any questions regarding our proposal.

Respectfully submitted,  
Bolton & Menk, Inc.

Jenni Faulkner  
Senior Planner

Nathan Fuerst  
Community Planner

# SCOPE OF SERVICES

**Bolton & Menk has led successful spatial planning, design, policy review, and zoning code development across the Midwest. Based on our experience, we have crafted a proposed scope of work necessary to complete the Village Area review thoughtfully, efficiently, and within the timeline of the development moratorium.**

## PHASE 1

### Task 0: Project Management

Our project management approach is rooted in personable and proactive communication that prioritizes collaboration, transparency, and trust. Our team, led by Jenni, will maintain regular communication with city staff throughout the project. During an initial project kickoff meeting, we will establish and confirm a regular meeting and reporting schedule.

#### Task 0 Deliverables:

- *Project kickoff meeting; regular progress reports*

### Task 1: Policy Review

To establish a shared understanding of the Village Area's policy context, we will conduct a review of current policies that guide development, infrastructure, and public space decisions within the Village Area. This assessment will be foundational to identifying policy recommendations. We anticipate this review to include, at a minimum:

- 2007 Village Area Master Plan and AUAR
- Lake Elmo Comprehensive Plan
- Lake Elmo Zoning Code

#### Task 1 Deliverables:

- *Policy review memo*

### Task 2: Engagement and Outreach

In coordination with city staff, we will develop and deliver a project engagement plan to include city-

wide engagement that is inclusive, accessible, and transparent. We expect this to include:

- In-person community outreach (up to 2 events)

Our team will prepare and distribute all necessary agendas, materials, and summaries for each event, and will facilitate engagement efforts in consultation with city staff. We anticipate that city staff will help advertise community-wide event(s).

#### Task 1 Deliverables:

- *Engagement plan; final engagement report summarizing activities and input received*

### Task 3: Policy Recommendations

Using findings from public outreach and the policy review, our team will develop policy recommendations to be considered and adopted by City leadership, in advance of the moratorium's expiration. Policy recommendations will seek to bring clarity for city officials and staff, the public, and prospective developers, on allowed land uses, design guidance, densities, and arrangements.



Our team will also be available to present recommendations to city leadership, as necessary.

#### Task 3 Deliverables:

- *Policy recommendations memo*
- *Planning Commission and City Council Presentation*



## PHASE 2 - OPTIONAL ADD-ON

### Task 4 Village Area Master Plan Update

While a policy review is necessary to understand the policy context of the Village Area, we would recommend a broader review and update to the Village Area Master Plan. This process would result in needed clarity and uniformity of expectations for development, transportation, and public space within the Village Area.

This additional review would also identify necessary updates to the 2007 Master Plan in light of changes over the last 17 years to local and regional economics, development trends, transportation changes, use of public and civic spaces, and community goals.

Building on the policy review, we will conduct an existing conditions assessment of changes to the physical, economic, and cultural context of the area, since the 2007 Master Plan, to include:

- **Community Context and Demographics** - Population trends and forecasts; households and housing trends
- **Natural and Public Spaces** - Presence and typology of existing natural features and amenities; inventory of existing public spaces
- **Land Use and Development Patterns** - Current and future land use patterns, block patterns; identification of major "anchor" users, and redevelopment opportunities
- **Transportation Networks** - Pattern, jurisdictional ownership, general condition; gaps in the street, bike, and sidewalk networks.

- **Infrastructure** - Public utility network, major private utilities; major easements to be considered.
- **Market and Socio Economics** - Household income characteristics; current property economic values

Using both the policy and exiting conditions findings, along with feedback gathered during public engagement, we will work with staff to refine goals and principles for the Lake Elmo Village Area, as necessary. We will then explore updating the Village Area Plan with thematic concepts to include:

- **Development:** Land use and development scale, density, patterns, and desired use types; redevelopment concepts for identified properties such as Lake Elmo Elementary, City Fire Station, and former City Hall.
- **Connectivity:** Multimodal transportation and connectivity, access, and circulation, with a focus on connections to and crossings of Stillwater Boulevard and Lake Elmo Ave N.
- **Open Space:** Placemaking opportunities and locations for new or enhanced public spaces; preservation of natural spaces; streetscape enhancements.

These concepts will provide critical clarity on future vision and expectations for the Village Area. Recommended Master Plan updates will be developed in coordination with city staff, and presented to City Council for consideration and adoption.

#### Task 2 Deliverables:

- *Updated Village Area goals and principles*
- *Draft and final updated plan with associated graphics, exhibits, and narrative*

## OPTIONAL VALUE ADD SERVICES

### ENGAGEMENT:

- **Additional Engagement:** We offer a full suite of digital, physical, and in-person engagement tools. Our team would be happy to discuss additional value-adding engagement tools, such as:
  - Design Workshops
  - Community Pop-ups
  - Additional Public Meetings
  - Online Advertising
  - Email and Social Media Blasts
  - Interactive Maps
  - Project Website
  - Signage and Flyers

### POLICY ADOPTION SUPPORT

- **Updated Land Use and Design Policies:** We bring deep experience of writing and administering land use and design policies, and would be excited to offer that support for the City of Lake Elmo. Upon Plan completion, we can be available to work with staff and elected officials in the preparation and adoption of policies necessary to realize community vision and plan recommendations.

### VILLAGE AREA RENDERINGS:

- **High Quality Project Renderings:** Some projects may benefit from higher quality renderings that capture or convey additional character and image. These images are often important marketing tool and become the identifiers of the plan, building local support, or pursuing funding. We would be happy to explore additional options as needed with the city.

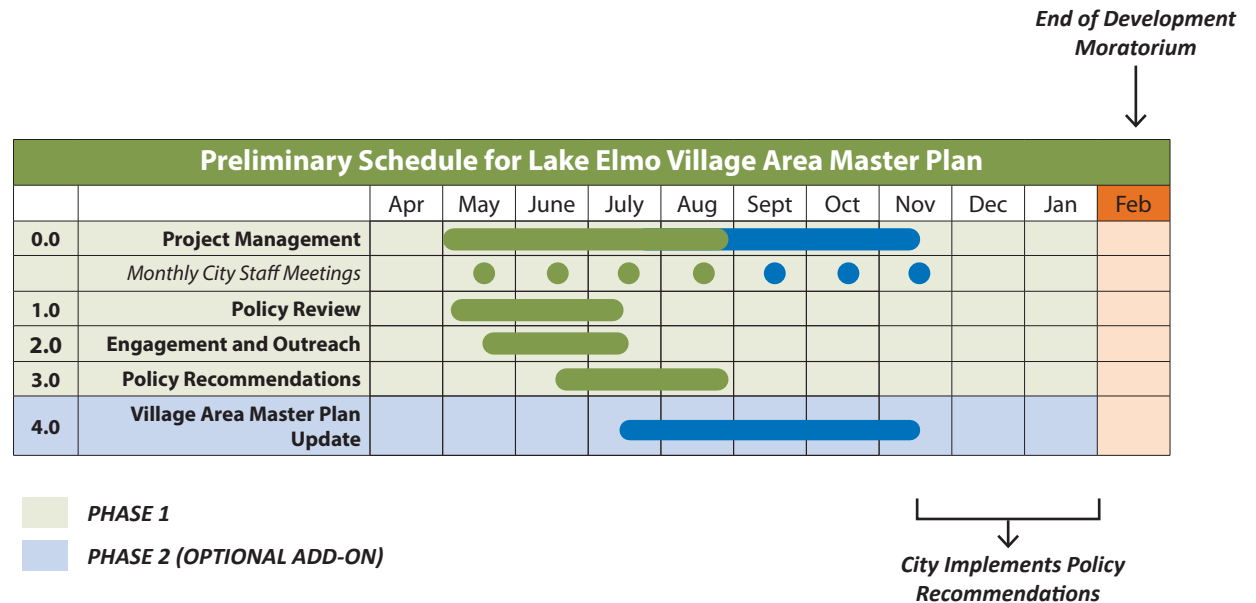
# SCHEDULE & FEE

We have developed a proposed schedule outlining anticipated tasks and deliverable due dates. This schedule is based on our experience delivering similar projects, and understanding of the need.

We have structured the project schedule to provide a suggested time for the city to implement policy-related plan recommendations, prior to the end of the development moratorium. We anticipate staff and city leadership having ample opportunity to discuss and review recommendations prior to plan completion, in order to facilitate a smooth transition to implementation. The two month implementation period is a suggestion, and we welcome a discussion to ensure sufficient time to prepare for the end of the development moratorium.

We have also developed a proposed fee that follows the scope of services, and is based on our experience in developing similar plans.

Upon selection, we will work with city staff to revise and update this scope, schedule, and fee as needed to ensure successful project delivery.



Task No.	Task Description	Total Cost
0	Project Management	\$1,500
1.0	Policy Review	\$2,500
2.0	Engagement & Outreach	\$4,500
3.0	Policy Recommendations	\$2,000
<b>TOTAL FEE</b>		<b>\$10,500</b>
4.0 (optional add-on)	Village Area Master Plan Update	18,500
<b>TOTAL FEE WITH OPTIONAL ADD-ON</b>		<b>\$29,000</b>



# TEAM & EXPERIENCE

Our team will be led by Jenni Faulkner and Nathan Fuerst, with support from Mike Thompson and Cody Flannery.

Below are some examples of our downtown planning, community engagement, public space, and infrastructure work. We would be happy to share additional experience or references upon request.

## Project Experience

Hillcrest Redevelopment Plan, Saint Paul, MN

Lowertown Small Area Plan, Saint Paul, MN

Downtown Small Area Plan, Monticello, MN

Rice Creek Commons Master Plan, Arden Hills, MN

Monticello Downtown Master Plan, Monticello, MN

Opportunity Site Downtown Master Plan, Brooklyn Center, MN

Brooklyn Boulevard Land Use Study, Brooklyn Center, MN

Warehouse District Master Plan, Dubuque, IA

Webster Ave Industrial Land Use Study, North Mankato, MN



**JENNI FAULKNER**  
Senior Planner

Project Manager

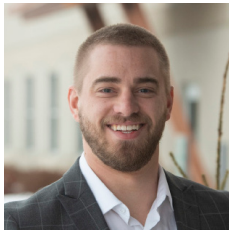
As a senior planner, Jenni's primary areas of expertise include economic

development, city planning and land use, and housing. Jenni's experience spans from visioning and plan creation to implementation.

### SIMILAR PROJECT EXPERIENCE

- Heart of the City, Burnsville, MN\*
- Center Village Vision, Burnsville, MN\*
- Planning Services, Lake Elmo, MN
- City Planner, Empire, MN

*\*Completed with prior employer*



**MIKE THOMPSON, AICP**  
Principal Urban Planner

Principal-in-Charge,  
Design Lead

As practice leader for the firm's area planning group,

Mike loves the process of working with communities to rethink and redesign the ways in which their neighborhoods look, feel, and function.

### SIMILAR PROJECT EXPERIENCE

- Downtown Master Plan, Brooklyn Center, MN
- Downtown and Station Area Plan, Robbinsdale, MN
- TH 60 Master Plan, Faribault, MN
- NW Commons Small Area Plan, Eagan, MN



**NATHAN FUERST**  
Planner

Planning Lead

Nathan brings a broad range of experience developing city policies, providing development review, and

implementing land use policies for communities across the Twin Cities.

### SIMILAR PROJECT EXPERIENCE

- City Planner, Jordan, MN
- City Planner, Newport, MN
- Planning Services, Lake Elmo, MN
- Planning Services, Forest Lake, MN



**CODY FLANNERY, AICP**  
Planner

Planning Support

Cody assists with research for and developing of planning

studies and reports. Cody's passion for the field stems from his belief that everyone deserves to live in communities that are healthy, sustainable, equitable, prosperous, and beautiful.

### SIMILAR PROJECT EXPERIENCE

- Rice Street Visioning Study, Ramsey County, MN
- Planning Services, City of Carver, MN
- Opportunity Site Master Plan, City of Brooklyn Center, MN
- Planning Services, City of Arden Hills, MN