



City of Lake Elmo

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NOTICE OF MEETING

The City of Lake Elmo
Planning Commission will conduct a meeting on
Monday, March 12, 2007, at 7:00 p.m.

AGENDA

1. Pledge of Allegiance
2. Approve Agenda
3. Approve Minutes
 - a. February 12, 2007
4. Presentation of the Final Draft of the Village Master Plan
5. Comprehensive Plan Timeline Update
6. City Council Updates
 - a. February 27 - Alternative Urban Areawide Review (AUAR) Selection – DSU/Bonestroo
 - b. March 6 – City Council presentation of Old Village Master Plan
 - c. March 6 – Review of Commercial Outdoor Social Events Ordinance
 - d. March 6 – 3200 Lake Elmo Avenue Variance and Minor Subdivision tabled
7. Adjourn

**City of Lake Elmo
Regular Planning Commission Meeting
Minutes of February 12, 2007**

Chairman Ptacek called to order the meeting of the Lake Elmo Planning Commission at 7:00 p.m. COMMISSIONERS PRESENT: McGinnis, Fliflet, Lyzenga, Pelletier, Deziel, and Roth. STAFF PRESENT: Acting Administrator T. Bouthilet and Assistant Planner Matzek.

Pledge of Allegiance

Agenda

Chairman Ptacek added #6 – Government Training Services

M/S/P, Roth/Fliflet to accept the Agenda as amended. Vote: 7:0.

Minutes

December 11, 2006 minutes

M/S/P, Pelletier/Deziel, to accept the Minutes of December 11, 2006 as presented. Vote: 6:0:1 Abstain-Roth, Absence.

January 8, 2007 minutes

Commission Deziel requested clarification on if the motion on page five was approved or denied.

Commissioner Fliflet stated the approval was included on the previous page. She would also like the minutes to reflect her comment regarding Whistling Valley III to say she would like all of Mr. Kaufhold's concerns to be addressed.

M/S/P, Fliflet/Roth to accept the Minutes of January 8, 2007 as amended. Vote: 7:0

Public Hearing: Septic Variance ~ 11225 31st St. N.

Assistant Planner Matzek reported that the applicant was applying for variances from Chapter 700 of the city code regarding septic systems. The 15,000 square foot lot has an existing house and septic system. The MPCA report has identified this as a failing system. The city Building Official, a certified septic designer, went out to the site and determined it was an adequate site location. The 10 foot setback for the hydrant is still being met by this proposed location.

Chairman Ptacek asked if there was a difference between a pressure bed and a drainfield.

Planner Matzek stated she was unsure if there was a difference.

Jeff Anderson, applicant

Mr. Anderson, stated the proposed pressure bed would not be gravity drained so a lift station would be needed. Currently they take 30 second showers and do not do their

laundry at the house. They would like to wait until sewer arrives at the site, but are unable to do so with the existing conditions. Mr. Anderson stated he visited City Hall and was told the timeline for sewer was unknown.

Chairman Ptacek stated that the proposal was like a pressurized mound system.

THE CHAIRMAN OPENED THE PUBLIC HEARING AT 7:12 P.M.

No one came forward to speak.

THE CHAIRMAN CLOSED THE PUBLIC HEARING AT 7:13

Commissioner Deziel stated he visited the site and agrees the proposed site is the most appropriate location.

M/S/P, Roth/McGinnis to recommend approval of septic variances for setbacks at 11225 31st St. N per the staff report. Vote: 7:0.

Council Updates

Assistant Planner Matzek said a Village Area Infrastructure Workshop on January 20th and a Village Area Financing Workshop on January 23rd were held to for informational purposes. Packets of the slides shown at the workshops were available by request.

Assistant Planner Matzek continued on that a February 1st Joint Workshop between the City Council and Planning Commission was held. She felt this discussion was helpful in creating open communication between the two groups. At the February 6th Council meeting the concept plan for Whistling Valley III (West) and a moratorium on signs – billboards were both approved. A second joint workshop between the City Council and the Planning Commission will be held on February 13th.

Government Training Sessions

Chairman Ptacek stated he had received something in the mail from the Government Training Sessions. There is a workshop entitled "Your Role as Planning Commission Member" that he thought the commissioners might be interested in.

Chairman Ptacek directed the commission to let Assistant Planner Matzek know what workshops they would like to attend.

Adjourned at 7:18 p.m.

Respectfully submitted,

Kelli Matzek
Assistant Planner

March 12, 2007	PLANNING COMMISSION	
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Agenda Item:

Presentation and Input on the draft Village Masterplan

Purpose. The planning commission is being asked to hear a presentation on the final draft of the Village masterplan. The commissioners will also have time to ask questions and provide input. The city council received the final draft masterplan on March 6, 2007. There were a variety of comments on the plan. Perhaps the major change was the proposed addition of the language that notes that the city council wants to be sure that the Alternative Urban Areawide Review (AUAR), which evaluates development scenarios from an environmental perspective, considers units from 600 to 1500. (The bubble diagram on page 23/24 represents from 1100 to 1500 units.) However, the AUAR is required to evaluate the comprehensive plan development scenario which is for 600 units in the Village. The city council endorsed having a public information/input meeting on March 21, 2007 at 7 PM at Oak-dale junior high. The city council anticipates accepting the masterplan with its final revisions at its April 17, 2007 city council meeting.

To expedite the discussion, the planning commission will be asked to organize their questions and comments around the major areas covered in the plan after the presentation is completed.

Related information.

The Village masterplan is a vision of an expanded Village. The masterplan has no legal foundation. However, it is important because it defines the principles and foundation for the Village's future and the comprehensive plan. The masterplan will provide one of the scenarios that is evaluated through the AUAR environmental process. The AUAR looks at traffic, surface water, air quality, noise and other environmental factors related to different development scenarios. A mitigation plan emerges from the AUAR that addresses how to mitigate these anticipated environmental impacts.

Following the AUAR, which is an in-depth process taking several months, the city will amend its comprehensive plan to reflect the preferred development scenario. The zoning code, design standards and other development criteria will follow the comprehensive plan amendment.

The Village masterplan is a vision. It is not an implementation plan. The infrastructure required to construct the Village and the costs associated with the infrastructure and the amenities in the plan are as critical to making this happen. Attachment 2 diagrams the relationship among the land use planning, financing and infrastructure related to this. Attachment 2 also lists the steps taken to date and the anticipated steps in the next few months. As of this time, the city council has not received the costs of the entire project nor has it set the policies on how to cover these costs.

<p>Action requested: Introduction Susan Hoyt, Project Director Presentation Bruce Jacobson, Village Planning Team</p>	<p>Person responsible: Susan Hoyt, Project Director</p>
<p>Attachment: 1 Masterplan 2 History of the masterplan process to date</p>	

Building a Village: where we have been

- June, 2005 City Council RFQ for Village
- August 3, 2005 City Council Interviewed Village Team
- March 14, 2006 City Council Planning Team presented recommendations
- April 19, 2006 Public Open House Presented plan
- June 6, 2006 City Council Accepted the Village Area Masterplan
- June 20, 2006 City Council Proceed with Village Planning to 2nd phase of work
- October 24, 2006 City Council Update on status of plan
- November 1, 2007 City Council Hire Project Director
- December 5, 2006 City Council Approve sewer service area
- December 12, 2006 City Council St. Croix Valley Family Center

3/7/2007

1

Building a Village: where we have been

- December 18, 2006 Park Commission Presentation of the masterplan
- January 9, 2007 City Council SCV Family Center
- January 16, 2007 City Council Request to UP for public RR crossing
- January 20, 2007 City Council Infrastructure workshop
- January 23, 2007 City Council Financial workshop
- February 6, 2007 City Council Schedule PH to extend moratorium
- February 6, 2007 City Council Approve alignment for sewer from I-94 to 30th Street
- February 20, 2007 City Council Approve proposal for utility infrastructure planning and financial analysis
- February 27, 2007 City Council Selection of the firm for the Alternative Urban Area-wide Review (AUAR)
- March 6, 2007 City Council Final masterplan presentation

3/7/2007

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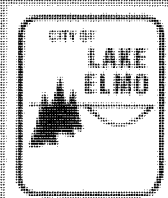
Building A Village: where we are going

- | | | |
|---------------------------------|---------------------|---|
| • March 12, 2007 | Planning Commission | Final masterplan presentation |
| • March 14, 2007 | Park Commission | Final masterplan presentation |
| • March 20, 2007 | City Council | Receive sewer report |
| • March 21 | Public information | Final masterplan |
| • April 3, 2007 | City Council | Public hearing to extend the Village development moratorium |
| • April 10, 2007 | City Council | Workshop review of Masterplan |
| • April 17, 1007 (proposed) | City Council | Accept masterplan |
| • April, 2007 | City Council | Formerly order the AUAR |
| • April, May, June, July | City Council | Determine costs and financing policies for infrastructure; and other project costs |
| • July, 2007 | City Council | Approve plans /specs for sewer trunk/water from I-94 to 30 th Street |
| • November, 2007
April, 2008 | City Council | Complete AUAR alternatives analysis, mitigation plan to incorporate into comprehensive plan |

3/7/2007

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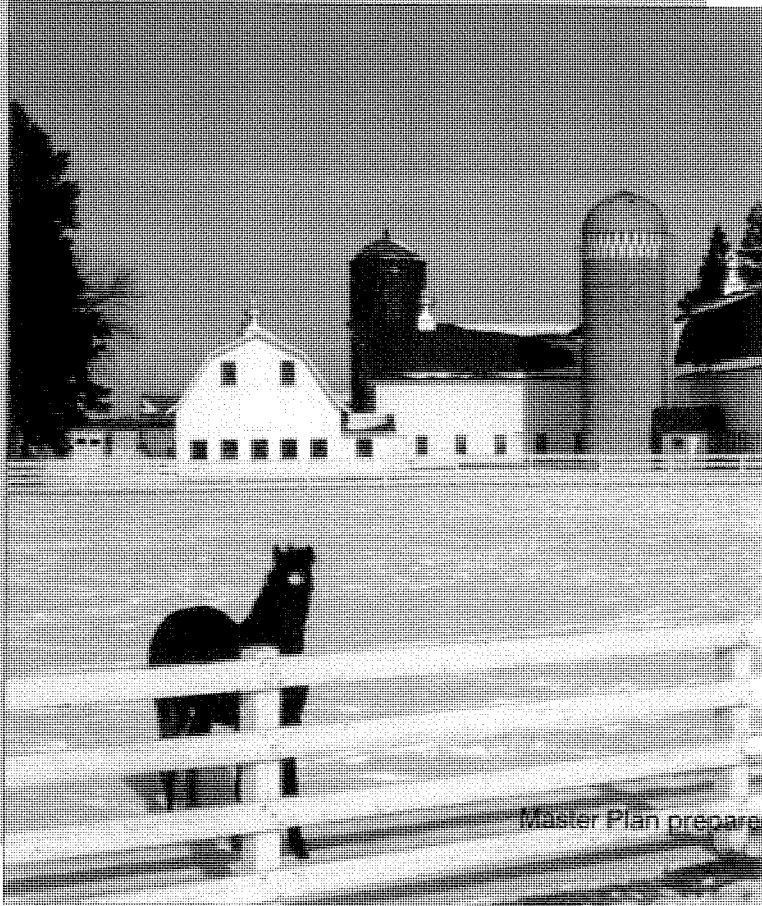
draft 3.05.07



Lake Elmo Village Area Master Plan

Acknowledgements

The Village Area Planning Team wishes to thank the following for their thoughtful contributions, encouragement and leadership throughout the planning process:



Mayor
Dean Johnston

City Council
Rita Conlin
Liz Johnson
Steve DeLapp
Nicole Park
Anne Smith

Lake Elmo City Staff
Planning Commission
Parks Commission

City Consultants
TKDA
Ehler Associates, Inc.

Master Plan prepared by the Village Area Planning Team:
Robert Engstrom Companies
Close Landscape Architecture
Design Forum



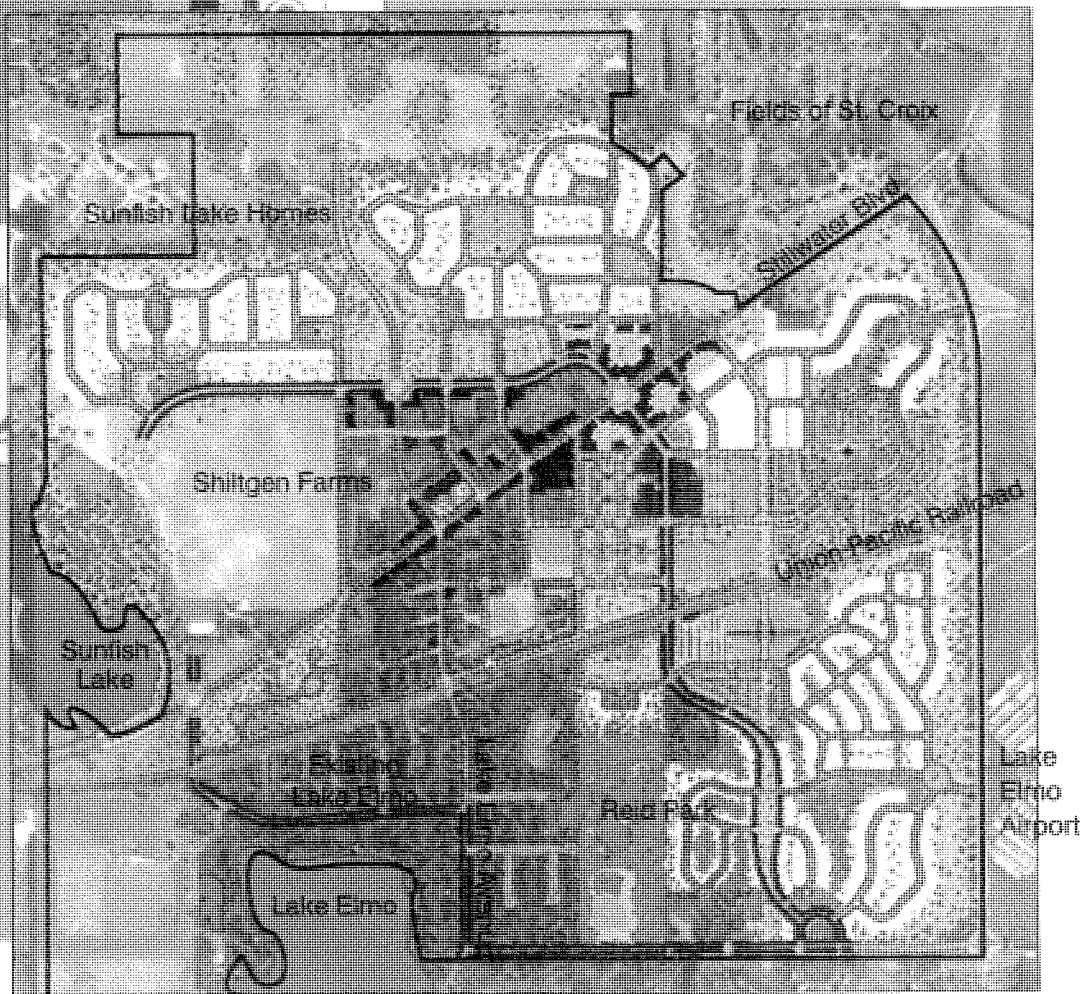
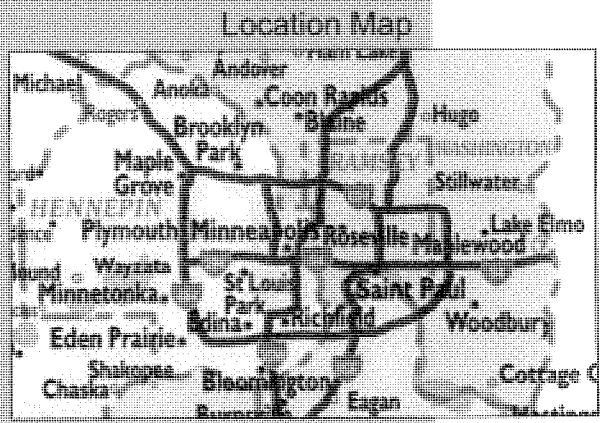
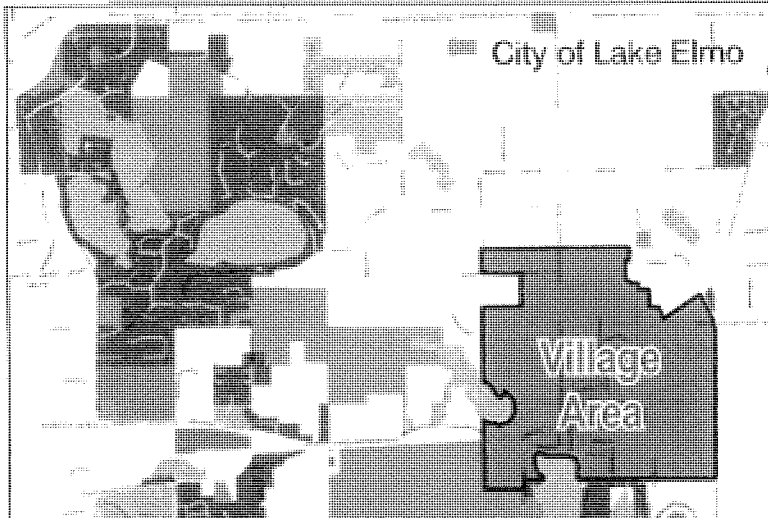
Lake Elmo Village Area Master Plan

February 2007

Executive Summary



Lake Elmo Village Area Master Plan



Village Area Illustrative Plan

Executive Summary

In the summer of 2005, the City of Lake Elmo began a planning process that would define a vision for anticipated development in and around the historic Old Village. In response to the Metropolitan Council Regional Development Plan, Lake Elmo agreed to shoulder some of the demand for growth in the region. While this agreement represented a mandate for more housing within the community, the Mayor and City Council also set City priorities including three primary directives:

- preserve the Old Village rural character
- maintain the Old Village as the perceived and functional center of the City
- create a greenbelt buffer surrounding the Old Village

The resulting Village Area Master Plan provides a framework, and the steps to begin implementation, for both landowner (private development) and the City (public improvements). The Master Plan, along with the Comprehensive Plan, new zoning and subdivision regulations, development guidelines, infrastructure design and other planning tools will guide future growth within the Village Area.

The Master Plan characterizes this community as a safe, vibrant, connected, pedestrian scale, innovatively designed village with the following features:

- an active, mixed-use Main Street
- a celebrated and protected historic district
- a network of public parks, trails and open space connected with local and regional amenities
- a system of ponds and streams integrating storm water as part of park design
- a multi-purpose 'green street' loop that links adjacent neighborhoods with Village destinations and attractions
- a mix of housing types, styles and prices including senior and special needs

The plan also includes new civic facilities (City Hall and Community Campus), strategically placed to serve both existing and new families within the Old Village, as well as those who live in the broader community. New retail, restaurant and office uses along Route 5 (Stillwater Boulevard) and within the historic core attract residents and visitors to a modest but inviting Main Street – augmenting but not overwhelming the community's small-town charm.

Beginning in 2007, construction of sewer, water and stormwater management systems will lead the way. Plans continue to evolve for a mix of housing, commercial venues, new parks and trails, and a variety of other uses outlined in this document.

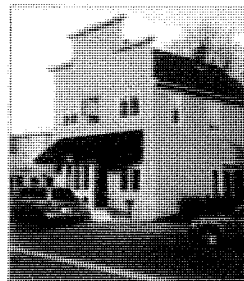


Table of Contents

Chapter 1 – Background

- Introduction
- Guiding Principles
- Setting the Framework

Chapter 2 – The Master Plan

- The Village Area Vision
- Building the Layers
- Existing Conditions
- City Parks and Trails Planning
- Green and Blue / Streets and Blocks / Land Use
- Recommended Housing Types
- Parcel Plan and Districts Diagram

Chapter 3 – Master Plan Components

- Introduction
- Route 5 Main Street
- Lake Elmo Avenue Extension and Old Main Street
- The Community Campus
- City Hall
- City Parks, Trails and the Greenbelt Buffer

Chapter 4 – Village Character Case Studies

- Introduction
- Small Towns (Villages) With 5000 Population
- Summary Observations

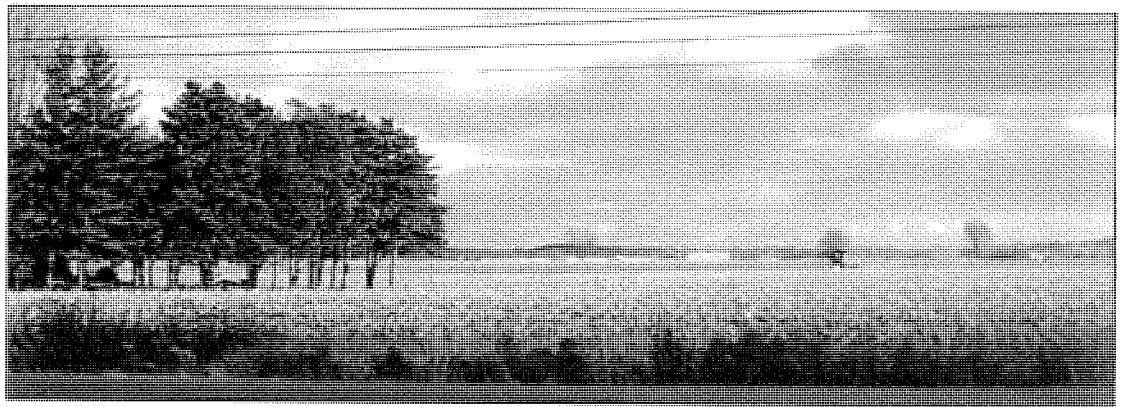
Chapter 5 – Infrastructure

- Sanitary Sewer and Water System
- Stormwater Management Plan
- MPCA Clean-Up Project
- Streets

Chapter 6 – Planning Process and Planning Tools

- Overview
- Adopt Master Plan
- Comprehensive Plan Amendment
- The Alternative Urban Areawide Review (AUAR)
- Zoning Code and Subdivision Regulations
- Development Guidelines
- Design Review Board and Review Criteria
- Funding Sources and Financial Strategies

Chapter 1
Background



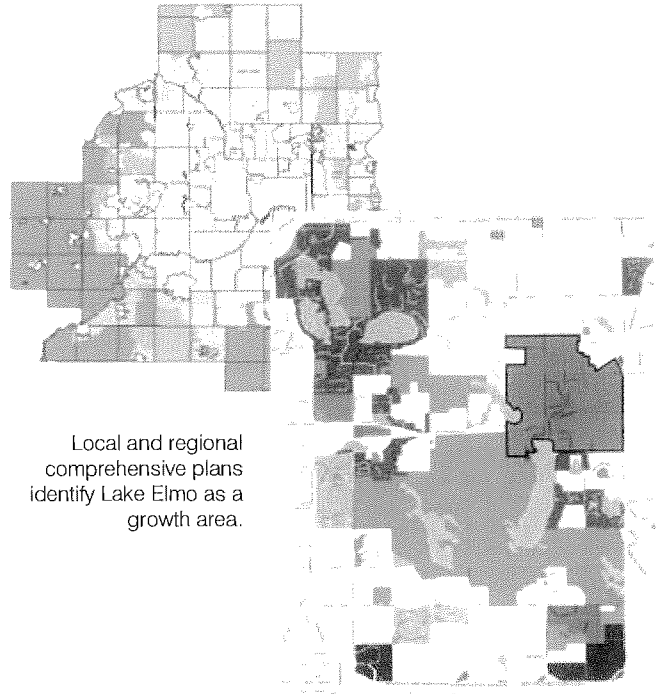
Lake Elmo Village Area
Master Plan

Introduction

Years of planning study, town meetings and intense debate yielded two primary conclusions:

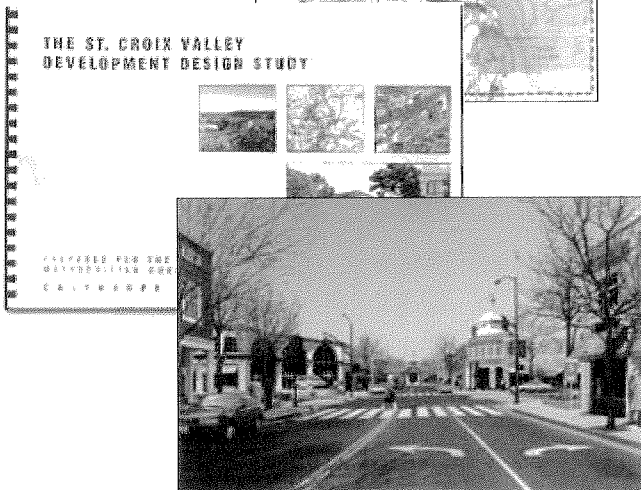
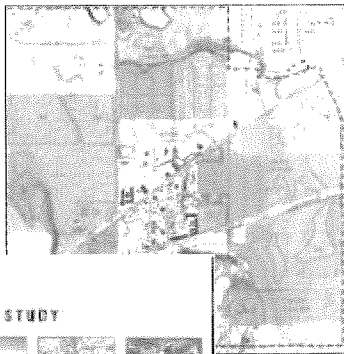
First, that sooner or later the City of Lake Elmo would grow . . . and second, the City would need a variety of planning tools to guide when, where and how development should occur.

Central to this discussion is The Metropolitan Council's 2030 Regional Development Plan, which projects an additional million residents in the seven county area over the next few years. The Met Council Plan requires that each suburban community shoulder a portion of this predicted housing need. An agreement was struck between Lake Elmo and the Met Council that included, among other things, a commitment to extend sanitary sewer service into the Old Village, with a defined minimum number of housing units to be built once sewer arrived.



Local and regional comprehensive plans identify Lake Elmo as a growth area.

Previous studies forward similar recommendations, emphasizing mixed-use, compact and connected development.



It became apparent that the amount of land poised for new development could, if done poorly, dramatically alter the character of the Old Village, forever compromising its unique scale and charm. The City of Lake Elmo has maintained firm resolve, consistently placing highest value on retaining their rural, small-town feel, yet accepting the challenge to grow using a responsible, innovative and feasible approach that would stand the test of time.

In the summer of 2005, the City of Lake Elmo retained a team of planning consultants, now called the 'Village Area Planning Team', who were directed to create a realistic, yet forward-thinking vision for this small rural town. The Mayor and City Council voiced a strong mandate . . . the Master Plan must be compatible with City objectives and priorities, respond to the Met Council agreement and, to the extent possible, include input from property owners, builders and developers.

In parallel with the city planning process, a group of landowners, representing the majority of undeveloped acreage within the Old Village, began planning studies of their own. Multiple meetings with these landowners, the Village Area Planning Team, Mayor, City Council, City Staff and other stakeholders laid the groundwork for the Master Plan. The emerging vision for growth and development within the Village Area set realistic parameters, outlined control mechanisms and pushed design creativity as the basic strategy for success.

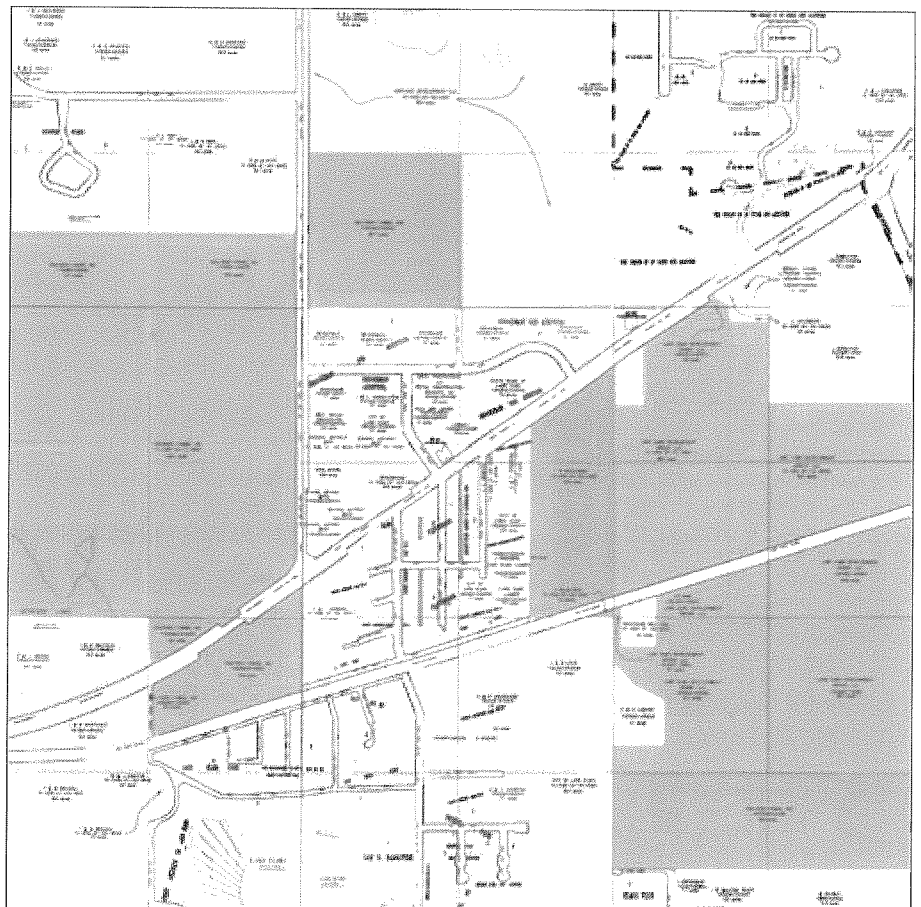
Toward that end, the Master Plan will:

- preserve the Old Village rural character
- preserve existing 'Main Street' (Lake Elmo Avenue)
- maintain the Old Village as the perceived and functional center of the City
- provide life-cycle housing (mixed types, prices, senior, special needs)
- expand opportunities for additional local goods and services
- expand the existing public park and trail system
- create a greenbelt buffer surrounding the Old Village
- seek opportunities for expanded civic, office and institutional uses

The chapters within this Master Plan document, together with additional sections (under separate cover) provide further explanation and detailed description of plan components, proposed infrastructure improvements, potential funding/financing options and recommended implementation steps and strategies.



The Village Area includes hundreds of acres of vacant land.



Property Ownership Map

Guiding Principles

Early in the process, a number of planning and design ideas began to emerge as a consistent, comparative benchmark for measuring the intent and relative value of various master plan components being studied. Ultimately, these ideas were refined into the following Guiding Principles . . . a sort of charter that clearly defines City priorities and the overall basis for the Village Area Master Plan.



Principle #1

Evoke a sense of place . . .

Build on existing assets to preserve the small town, rural character of Lake Elmo, maintaining the Old Village as the heart of the city.

For example: the words 'small-town America' still bring forth almost iconic images of 'place'; images that represent a way of life steeped in civic pride, knowing your neighbor and celebrating tradition. The Master Plan seeks to build on this idea, not detract from it.

Principle #2

Balance natural and built systems . . .

Integrate development within a green framework of parks, trails and the open space greenbelt.

For example: the Master Plan is based on the inseparable relationship between various systems working together to create the 'whole-cloth' of community. The idea of a village within a park is an attainable vision . . . with new development, infrastructure improvements and other plan components carefully conceived and constructed as if to appear part of the original settlement.



Principle #3

Broaden the mix of local goods and services . . .

Support existing, and encourage new opportunities for retail shops, restaurants, office, civic and institutional uses, particularly along Lake Elmo Avenue and the proposed Route 5 Main Street.

For example: having a variety of visible, inviting, high quality purveyors nearby that meet the daily needs of Lake Elmo residents is a hallmark of small town life. Rather than displacement, the Master Plan seeks to enhance the climate for commercial development (including existing businesses), while creating an active Main Street and signature destination centerpiece for the Village.



Principle #14

Provide a variety of housing choices . . .

Make life-cycle housing a top priority, specifically targeting a growing and increasingly diverse population.

For example: some existing residents would like to live in Lake Elmo long after they've left the family homestead; children born and raised in the area would like to find 'first-time-buyer' housing they can afford; new residents attracted to the Village should be able to pick from a mix of high quality, reasonably priced options for families, active living, low maintenance and special needs housing close to Main Street and in nearby neighborhoods.



Principle #5

Invest in quality public space . . .

Construct signature parks and a destination main street as the centerpiece for community events with increased recreational opportunities and improved amenities throughout the Old Village.

For example: some of our most memorable and celebrated places are our parks . . . from the traditional town square to the world renowned Grand Rounds in Minneapolis, the contribution of these special places to our quality of life is beyond measure. The Master Plan seeks to create a network of public parks and trails available for active recreational users, casual spontaneous visits or simply an element of the Village fabric you might pass by as part of your daily routine.



Principle #6

Preserve and enhance natural and cultural resources . . .

Develop strategies to insure long term protection of the qualities that make the Old Village unique.

For example: Lake Elmo seems to have sort of a quiet history represented by only a few visible reminders of bygone days, yet the Master Plan seeks to interpret this cultural legacy in a very public expression of meaning and place. And although much of what was once natural in the Village Area is mostly gone . . . we still have a responsibility to preserve and protect what remains, seek to restore what's missing and connect with regional systems where natural areas still flourish.



Principle #7

Improve connectivity . . .

Provide a balanced network for movement that links local neighborhoods and Village Area attractions with city-wide and regional systems, paying equal attention to cars, bicycles, pedestrians and transit.

For example: the Master Plan is not anti-car . . . but it also does not emphasize traffic management and car convenience as the primary drivers of Village design. Instead, the Plan seeks to create a safe, functional and aesthetically pleasing experience for everyone, while encouraging increased pedestrian and bicycle trips with a decreased dependency on the automobile.

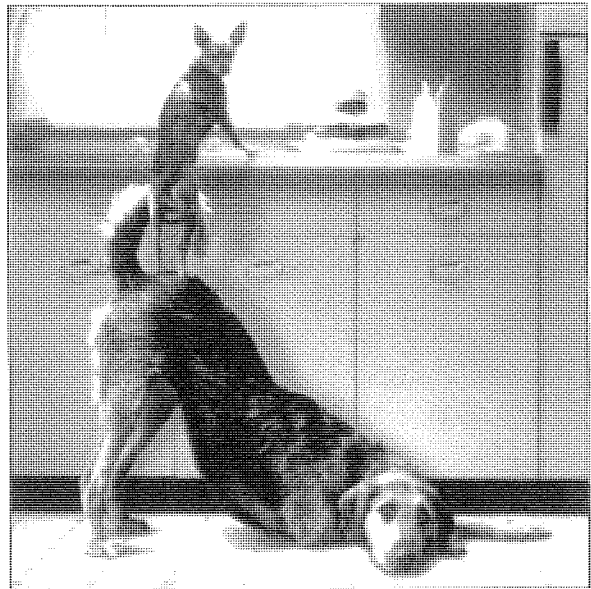


Principle #8

Build partnerships . . .

Leverage investment through public/private partnerships including expanded relationships with builder/developers, corporate, institutional, county, state and national organizations with shared interest in specific elements of the plan.

For example: you can't do this alone . . . each and every component of the Master Plan requires the knowledge and active participation of a variety of potential partners. Their success helps ensure your success, and a positive, engaging and respectful experience should be the outcome for everyone doing business with Lake Elmo.



Principle #9

Foster public safety . . .

Create a vital and inviting Village center that encourages activity throughout the day.

For example: safe streets, safe parks, safe neighborhoods . . . much of the world we live in is 'self-policing'. The proposed mix and location of uses and amenities intentionally promotes casual surveillance (eyes-on-the-street) with easy monitoring and access by emergency services when needed.



Principle #10

Forward a vision that can be implemented . . .

Balance economic realities and technical constraints with a mandate for quality and livability.

For example: the Master Plan becomes meaningless if it can't be built . . . implementation of the Plan must include reasonable cost in a reasonable time frame, with built-in flexibility that responds to market shifts, political reprioritization, technological advances and potential outside influences (oil prices, war, transit).

Principle #11

Become a great model . . .

Encourage other communities to 'raise the bar' by demonstrating low impact development, best practices and sustainability.

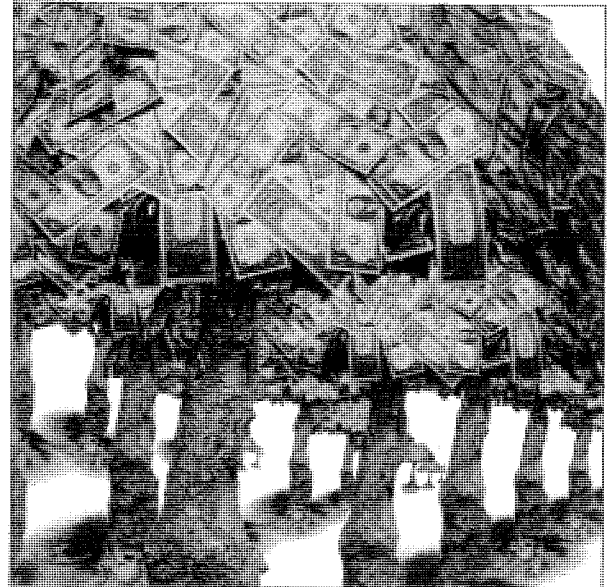
For example: there is a growing responsibility and broader perspective that suggests that status quo is not an option. The Master Plan actively pursues opportunities to not only explore, but put into practice, a variety of methods and approaches that reduce the negative impacts of development, minimize intrusions on our natural systems, conserve energy where possible and leave a lasting legacy for others to follow.

Principle #12

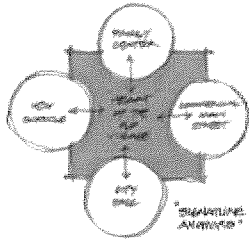
Lead by design . . .

Creative and innovative thinking locally should also be part of the regional, national and global collaboration of problem solvers.

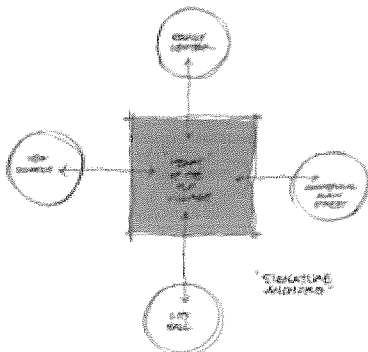
For example: there is a wealth of information and real-world examples to help small towns like Lake Elmo respond to the complex challenges of growth, development, finance, preservation and health. The Master Plan seeks to build from this knowledge base, benefit from the experience of others and participate in meaningful problem solving for this rapidly changing world.



Setting the Framework



Consolidated

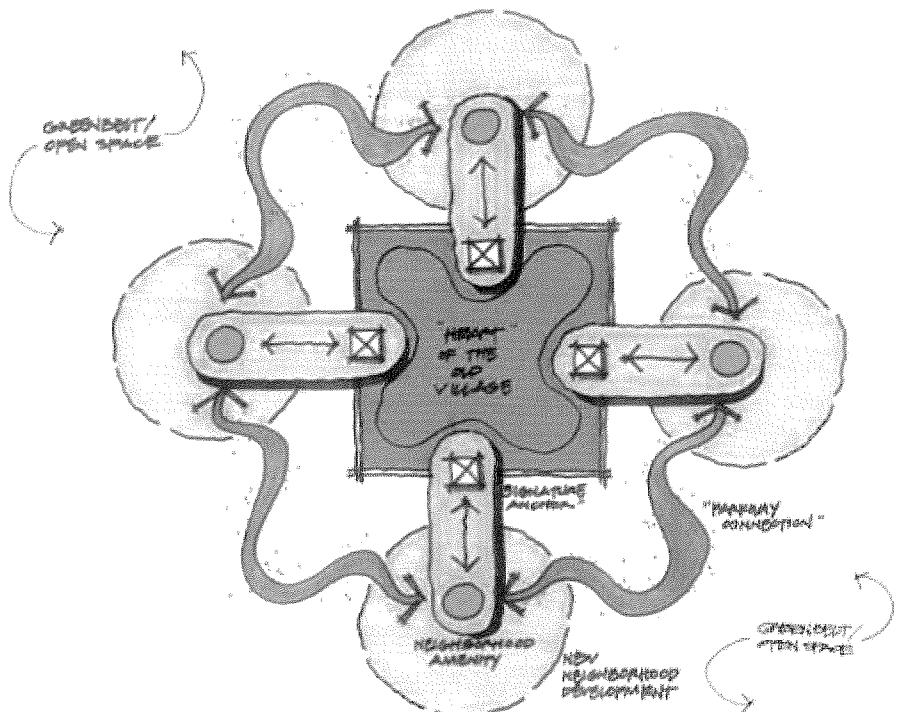


Dispersed

In concert with the Guiding Principles and overall planning objectives, early discussions with Mayor and City Council, City Staff and other stakeholders also suggested an exciting opportunity to include a number of 'signature anchors' as key elements in the master plan. Desire for an active commercial main street, a new city hall, potential to attract a regional community family center and perhaps at least one additional school to the Village provided the basis for these early study diagrams.

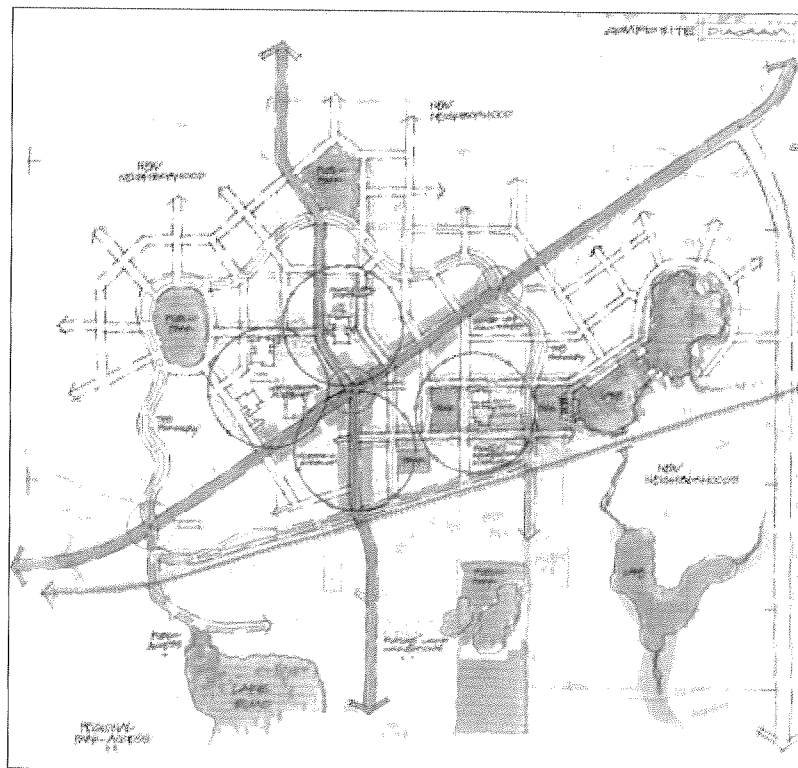
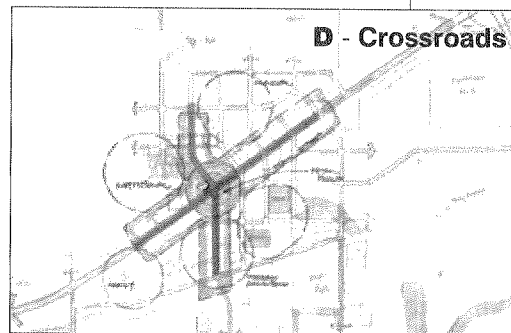
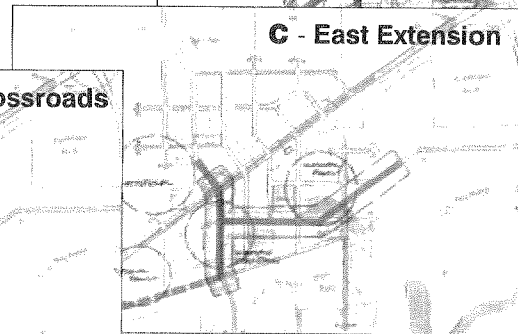
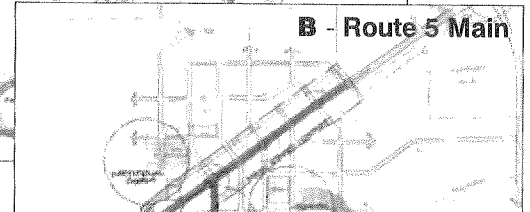
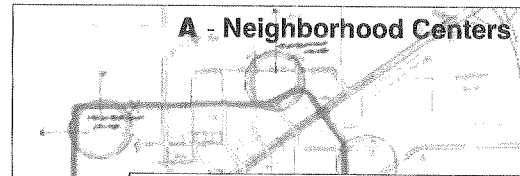
Consolidate or Disperse – should these anchor uses be pulled into the 'heart of the Old Village' or located within the neighborhoods? Should we create one center with the anchors close together, or look at several, perhaps smaller activity areas that surround the core?

Again, Mayor and City Council, City Staff and others provided consensus direction that these potential anchors must be located within the heart, activating the core of the Village as the place to be – to gather, to eat, to shop and to play. The framework diagram illustrates the relationship between anchor uses (the yellow squares), strong links to neighborhood amenities (potential parks shown as blue circles), all stitched together via a looped parkway (wiggly green arrow) that invites car, pedestrian and bicycle access to existing and future destinations.



Sketch Plan Alternatives

The Village Area Planning Team explored various options for street layout, mix and location of uses, network of parks and trails, and other Village components. Sketch Plan Alternatives were presented in workshop sessions with Mayor, City Council and other stakeholders to gather input, identify issues and continue to refine the plan.



Preliminary Concept Plan

Preferred options and ideas taken from each alternative were combined to create the Preliminary Concept Plan shown here. This emerging concept provided the framework for further detailed study and recommendations for future Village improvements.

Chapter 2
The Master Plan



Lake Elmo Village Area
Master Plan

The Village Area Vision



Even though Lake Elmo is only a short commute from the Twin Cities, and is bisected by several major travel routes, it has remained surprisingly rural. Like many small American (and European) towns, the edges of the Village Area are clearly defined; one can literally walk into a cornfield from the outfield of the local ball diamond – a real-life example from Field of Dreams, and a highly unusual model in the suburban metropolitan area. As a defining benchmark for decision making, it is understood that Lake Elmo will continue to preserve and protect its unique heritage and rural character. But, along with the planned extension of regional sewer service and increasing pressure to grow, comes a strong mandate and implied responsibility to provide a thoughtful vision for the future of the Village Area. With strong community and political support, together with the additional tools (zoning, guidelines, etc.) needed to give ‘teeth’ to the Plan, new development need not overwhelm, but instead should strengthen various aspects of small town living.

In recent years, City planning studies and policy initiatives identified the historic ‘Old Village’, now including several hundred acres of surrounding farm fields, as the recognized center of town . . . hopefully it will remain so for many years to come. The small existing historic Main Street – not glamorous, but containing several lovely buildings with an intimate pedestrian scale, sets the tone for additional, compatible commercial development suggested in the Master Plan. A number of existing lakes and associated parklands support both programmed and spontaneous activities, and are an obvious asset for the Village and the region. Lake Elmo

Regional Park, Sunfish Lake Park and Reid Park are beautiful amenities and serve as the primary anchors in an expanding network of proposed City and neighborhood parks and trails system.

The Village Area Master Plan builds on these existing strengths – including the compact assemblage of streets and blocks, a distinct edge with greenbelt buffer, an historic main street and good access to parks and open space – providing the foundation for recommended improvements. These qualities also extend into proposed new neighborhoods surrounding the Village core. Shared or separate green corridors for cars, pedestrians and bicycles connect home to workplace, shopping, entertainment, recreation and other amenities.

Detailed design and construction of the Master Plan won’t happen overnight. True ‘city-building’ takes time, perhaps decades to implement . . . in many ways the process never ends. While it’s true that some things remain constant (as they should), other components within the Village will undergo periodic upgrade, expansion or redefinition. This too is part of a healthy approach that insures long-term vitality, economic stability and improved quality of life for Village residents.

This chapter provides a general description of the ‘city-building layers’, along with additional issues and informants that helped shape the Plan. Chapter 3 gives a brief written and graphic explanation of plan components and proposed signature projects within the Village Area.

Building the Layers

The Village Area Master Plan is based on detailed understanding and evaluation of several systems (or layers) that together define the physical form and aesthetic quality of our cities. The inseparable interaction between these layers suggests that every component should work in concert, not in isolation. Although the Master Plan is underpinned by a technical understanding of water, movement, utilities, green space, land use and other elements . . . there is also an artistic side to this Plan that lies in less easily-measured ideals and outcomes. For example, the beauty of parks framed by interesting architecture, street alignments that promote views to civic buildings such as city hall, and the mix of uses and activities woven together in overlapping districts and neighborhoods also make an important contribution to the whole.



Existing Conditions

This first layer provides the setting and context for all the other layers. The Village Area boundary contains approximately 1000 acres, including existing 'Old Village' residential neighborhoods, local and regional parks, a modest mix of commercial uses, a working farm and a significant area of open land either actively farmed or unused. Other major components include:

A State Highway 5 (Stillwater Boulevard), is the primary east-west travel route through the village. There are no signalized intersections or stop signs on Highway 5 in the Old Village, crossing during rush hours can be extremely difficult.

B County Road 17, Lake Elmo Avenue, runs north-south through the heart of the Old Village (it is the historic Main Street). The road jogs to the east at Highway 5, which is both confusing and – during rush hours – hard to negotiate.

C County Road 15, Manning Trail, runs north-south on the east side of the Old Village. This is a preferred route for many commuters connecting with I-94.

D A number of lakes and parks are located within or adjacent to the Village Area. Lake Elmo Regional Park, Sunfish Lake, Reid Park and Lyons Park are beautiful amenities for community residents and other visitors.

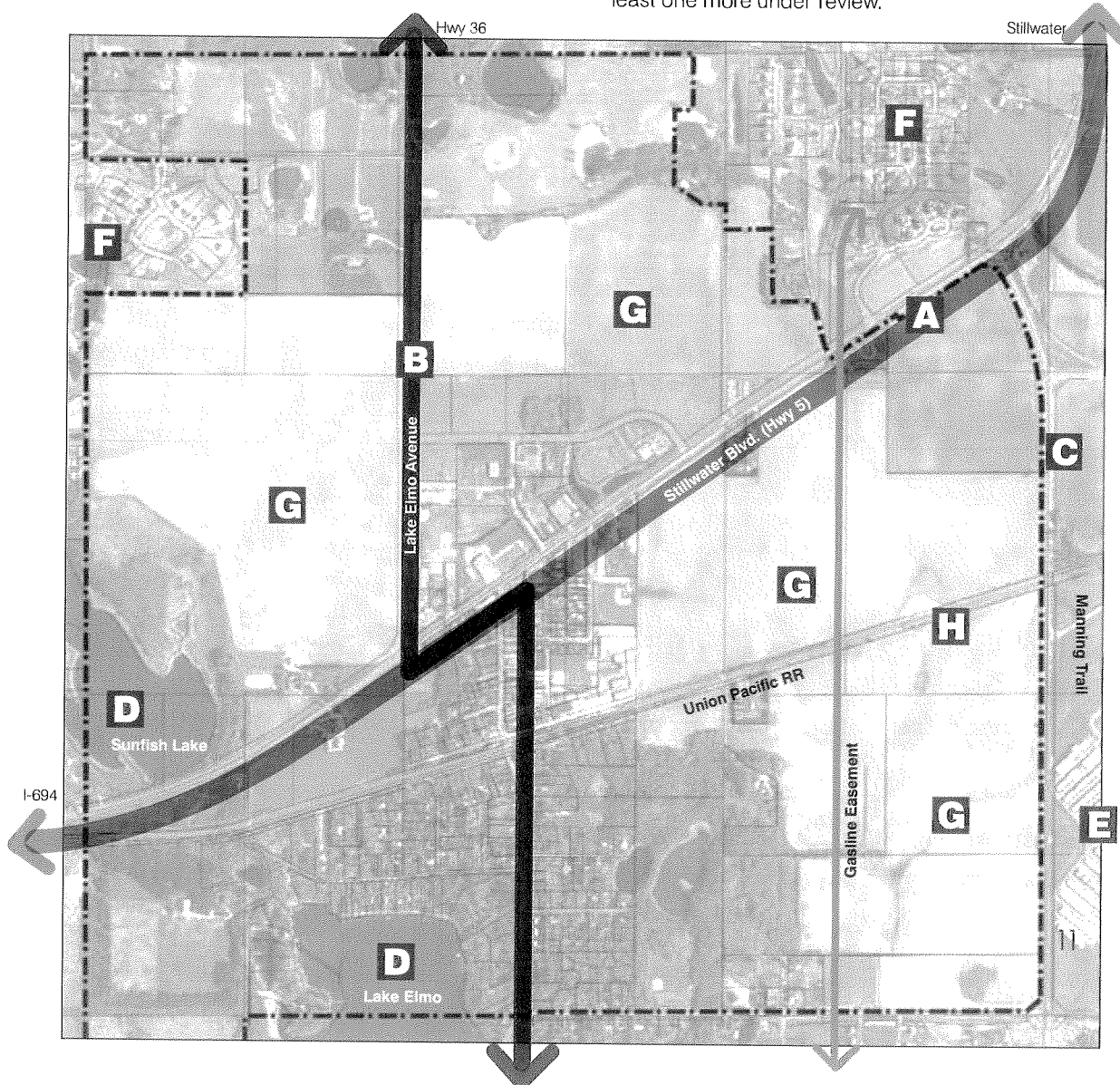
E The Lake Elmo airport is immediately east of the Village along Manning Trail. It is primarily a recreational facility with flight paths over properties on the east side of town. Safety concerns, specifically

related to location and design of stormwater management facilities need to be considered.

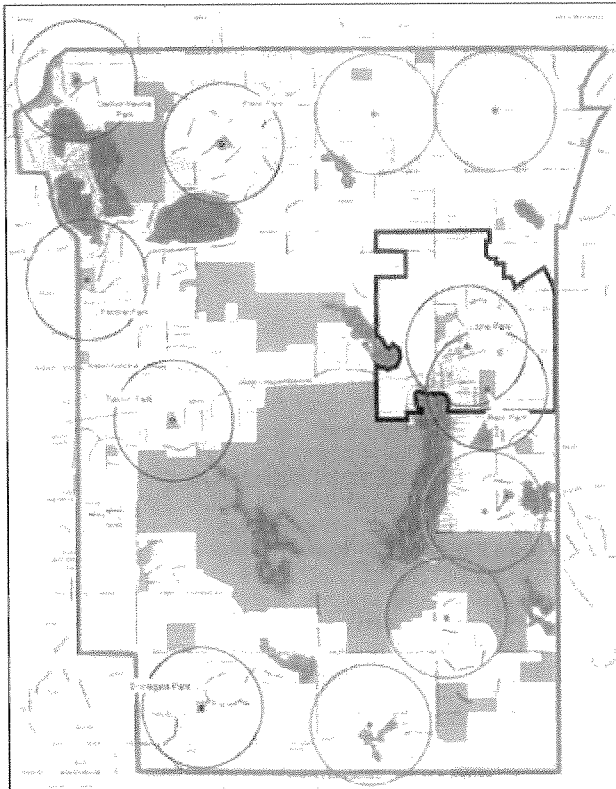
F New residential developments have sprung up immediately adjacent to the Village Area. Greenbelt buffers and proposed trail systems will connect these neighborhoods with planned Village amenities and destinations.

G Large parcels of farmland are currently owned by several major property owners.

H The Union Pacific Railroad may have potential as a future commuter rail line. There are several existing street crossings with plans for at least one more under review.



City Parks and Trails Planning - A Significant Work in Progress



Proposed Parks and Service Areas Map (TKDA, August 2005)

"Recreational needs and desires are constantly changing. New interests create a demand for attention (and sometimes require) new facilities that will satisfy the needs of the community. The challenge of this Park Plan and future amendments is to provide a system which satisfies a broad range of both passive and active recreation needs for all age participants".

The Village Area Master Plan forwards a similar view related to the significance of city parks and trails. The Master Plan seeks to include not only proposed facilities as part of the expanding system, but also to integrate Comprehensive Plan goals, Park and Recreation standards and policies as a shared approach that will link local and regional park and trail initiatives.

This description is taken from the Lake Elmo Park Plan where it states - "Park and recreation planning needs to be integrated with City planning. Park planning will enhance the quality of life in our Community, will help to protect the City's natural environment and will serve to meet the recreation needs of Lake Elmo citizens.

"The Lake Elmo Park Plan is intended to provide a guide towards all future aspects of a parks and recreation program including: park acquisition, development, maintenance and operation. The Plan also includes an inventory of the existing parkland system and facilities, and concludes with a guide for future facilities and parkland acquisition needs.

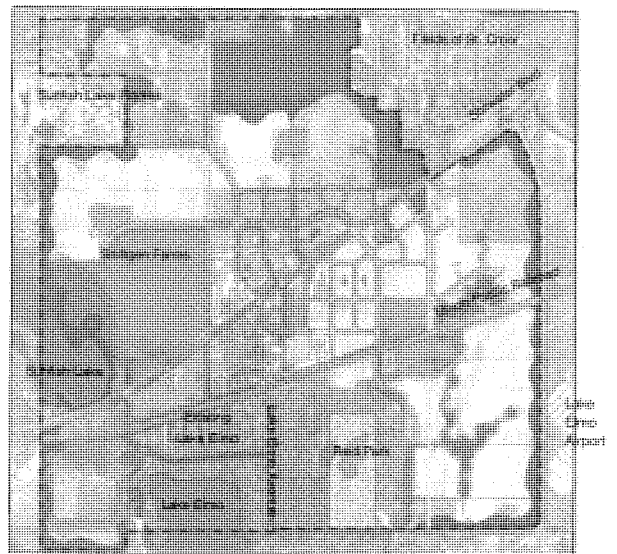


Proposed Trail System Plan

Green and Blue System

Public Space as the Framework for Village Form

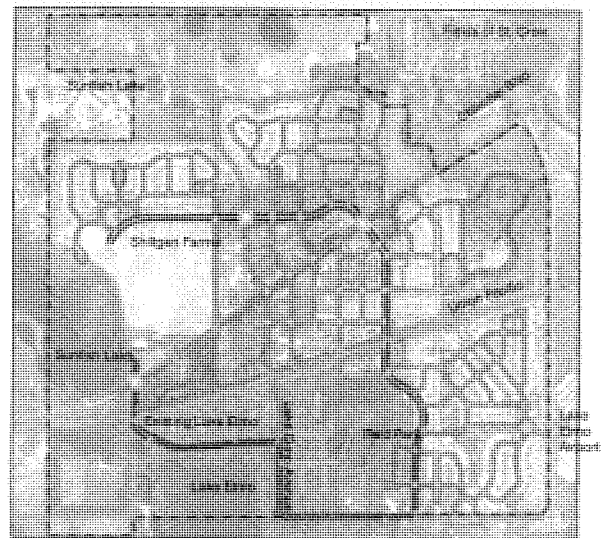
From the outset, City leaders, the Village Area Planning Team, property owners and other stakeholders agreed that parks, trails and open space should be a primary determinant for the final layout and design of the Master Plan. Lake Elmo is already blessed with an array of recreational opportunities, including Lake Elmo Regional Park, Sunfish Lake Park and a system of trails. The Master Plan builds on these assets with proposed new City and Neighborhood parks, a greenbelt buffer around the Village and additional trails that link it together. Water will be directed, treated, 'harvested' or stored on site using a variety of innovative approaches that promote infiltration, cleansing and potential reuse before it moves off-site. The result is a plan that considers the integration of hydrology, stormwater management, public green space and habitat as the primary template for urban form. Urbanist Jane Jacobs defined the street as the 'heart of the



Streets and Blocks Pattern

Connections, Porosity and Choice

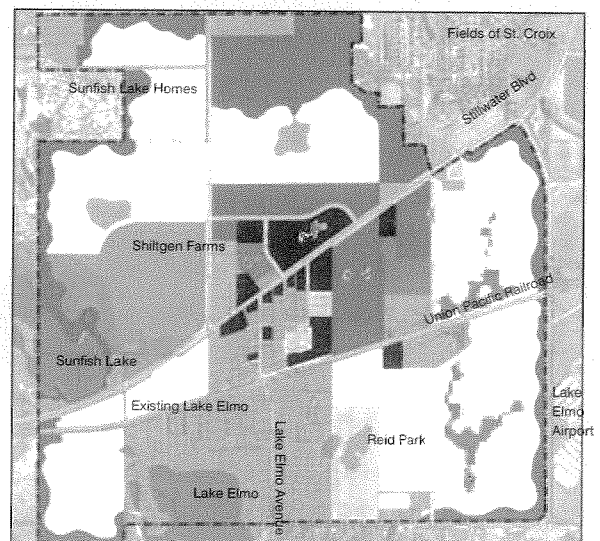
community'. The Master Plan embraces this idea, encouraging pedestrian and bicycle use, while accommodating the car in a 'calmed' environment. Design of the streets and blocks system suggests a hierarchy of major and minor streets that create recognizable access and circulation patterns linking destinations and amenities with the Village while connecting to the broader community. The Master Plan recommends extending the existing compact fabric of Village streets and blocks outward to proposed new neighborhoods promoting a freedom of movement that easily accommodates internal trips, yet supports traffic generators like the Community Campus and Main Street.



Land Use Mix

Local Convenience, Variety and Village Scale

The mix and location of various uses also supports the way people go about their daily activities. Residential neighborhoods are located close to both convenience shopping (grocery, bank, hardware) and the various signature amenities (parks, restaurants, Community Campus) that make the Village Area unique and memorable. Mixing uses within neighborhoods, blocks and individual buildings not only adds variety and interest, but also responds to the growing demand for housing choices, life without the automobile and a desire to be close to daily needs and activity centers. Residential neighborhoods will include mix of housing, with more compact development patterns in the Village core.



Note: Additional layers that inform planning decisions - infrastructure, street design, policy and funding/financing implications - will be described in more detail in subsequent chapters of the Master Plan.

Recommended Housing Types

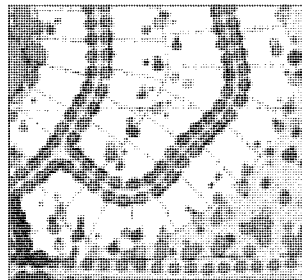
To provide 'life-cycle' housing is one of the primary objectives, and guiding principles, for the Village Area Master Plan. Life-cycle housing, for the purposes of this document, is defined as the mix of housing types, styles, locations and prices that will offer both opportunity and choice for a range of potential buyers and renters. This includes market-rate and affordable, singles and families, first home and 'move up', senior and special needs, traditional and low maintenance, small studio and luxury condo – with emphasis on character, quality, scale and fit. The housing market is changing, showing a strong preference for smaller lot size over the large mansion, estate style development seen in recent years. The following list describes the general type and location of various housing categories. Please note . . . the style, character, materials and other architectural elements will be addressed in the Development Guidelines. Recommended housing types include:

Large Lot Single Family (LSF)

Lot Dimension: 100 – 110' width

Typical Density (net): 1.5 units per acre

General Description: although the biggest of the single family categories, 'large lot' is still recommended to be less than an acre in size – preferably 1/2 to 2/3 acres for the typical lot. Generally this lot size would be part of the housing mix for the properties furthest away from the



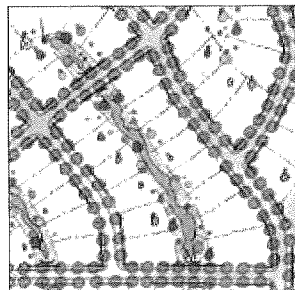
Village Center and Main Street.

Medium Lot Single Family (MSF)

Lot Dimension: 75 – 85' width

Typical Density (net): 2.5 units per acre

General Description: lot sizes begin to get smaller as you get closer to the Village Center. Yet, with ample opportunity to incorporate greenspace and neighborhood amenities, the 'medium lot' still provides breathing room and a sense that you're not right on top of your neighbor.

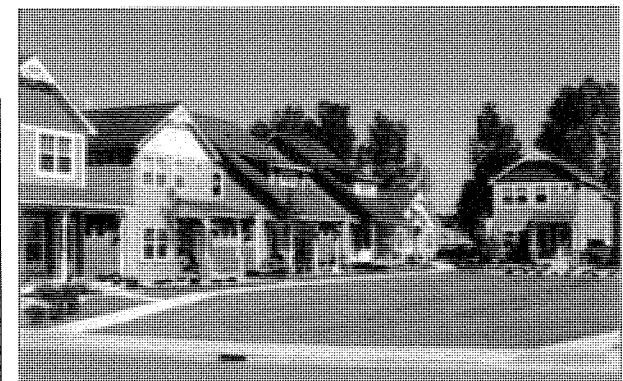
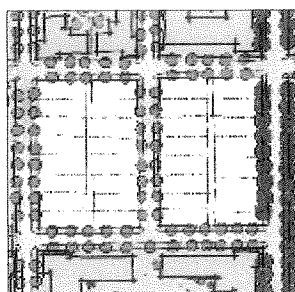


Small Lot Single Family (SSF)

Lot Dimension: 55 – 65' width

Typical Density (net): 4 units per acre

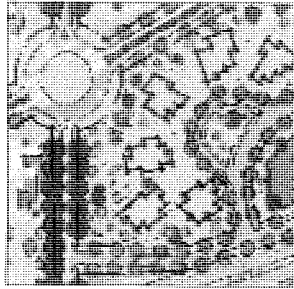
General Description: similar to lots in the existing 'Old Village' neighborhoods, the 'small lot' is typical of traditional street grid settlement patterns, especially in or near the Village Center. Compact and predictable blocks with a consistent rhythm of front yards and front porches define the distinctive character of many small towns.



Twin Home (TW)

Typical Density (net): 5 units per acre

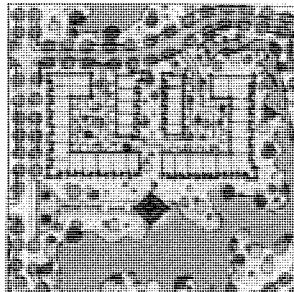
General Description: typically located adjacent to neighborhood parks or other amenities, the 'twin home' offers slightly more density, yet is similar in scale, character and appearance to traditional detached single family homes. There are a variety of options and configurations for twin home/cluster style development often including common greenspace, consistent building style and color to create distinct, but connected neighborhoods.



Townhouse (TH)

Typical Density (net): 8 units per acre

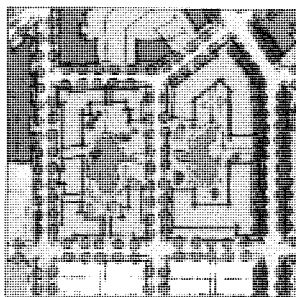
General Description: there is increasing variety within or adjacent to the Village Center. Townhouse (or rowhouse), still a very traditional model in many parts of the country, offers more affordable, often lower maintenance housing choices close to village destinations and attractions. Again, unit style and size may vary, but consistency in materials, scale and character will assure fit with other village elements.



Apartment / Condominium (A/O)

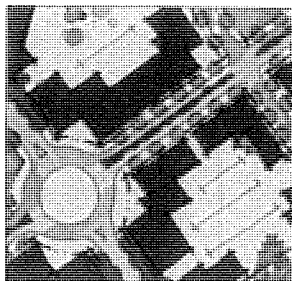
Typical Density (net): varies

General Description: the highest density options for the Village Area include rental apartments and for-sale condominiums. This housing type can meet growing housing demands from increasingly diverse populations including seniors, special needs, work force, immigrants and other potential village residents.



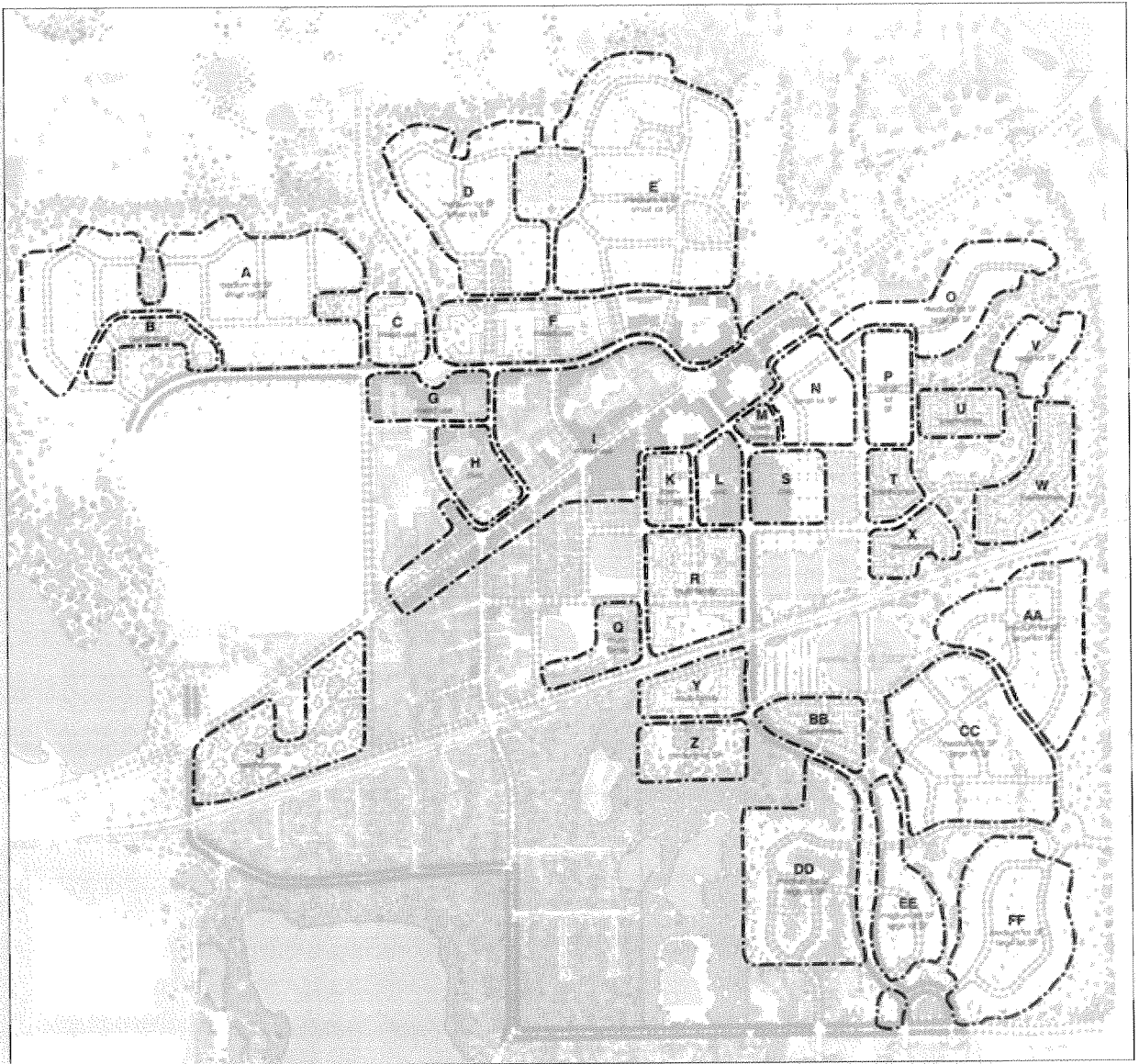
Housing Above Retail (HAR)

General Description: as the Route 5 Main Street project becomes a reality, the Master Plan (and the housing market) suggests that there is opportunity to locate some rental apartment units above store-front retail in this district. Also, in recent years design and construction of ancillary housing, including carriage house and 'granny flat', have gained popularity and should be considered here as well.



Parcel Plan

Based on the Illustrative Master Plan, the Parcel Plan shown below offers two levels of additional information; First, it shows the relationship between proposed development area and preserved or enhanced greenspace (including new and existing parks, trails and greenbelt buffer) And second, it describes the recommended land use and/or housing type for each area (or parcel) within the Plan. It is important to note that the Parcel Plan can be considered the precursor to the future Village Area Zoning Map. Parcels on this plan depict relative size, approximate location and general land use category – all important information to be included in more detailed mapping, revised City code and regulations, development guidelines and other planning tools needed to further define and monitor Master Plan implementation.



PARCEL PLAN PRELIMINARY UNIT TABULATION

PARCEL	UNIT TYPE	RANGE
A	SMALL SF \$ MEDIUM SF	90-110
B	TWIN HOME	15-20
C	—	—
D	SMALL SF \$ MEDIUM SF	50-65
E	SMALL SF \$ MEDIUM SF	100-130
F	APT/CONDO	(80)
G	APT/CONDO	(80)
H	—	—
I	HOUSING OVER RETAIL	25-40
J	TWIN HOME	30-40
K	TOWN HOUSE	42-56
L	—	—
M	TOWN HOUSE	18-24
N	SMALL SF	45-60
O	MEDIUM SF \$ LARGE SF	30-48
P	SMALL SF	32-40
Q	APT/CONDO	(80)
R	APT/CONDO	(120)
S	—	—

PARCEL	UNIT TYPE	RANGE
T	TOWNHOUSE	30-40
U	TOWNHOUSE	30-40
V	LARGE SF	10-15
W	TOWNHOUSE	72-94
X	TOWNHOUSE	36-48
Y	APT/CONDO	(80)
Z	MEDIUM SF	12-15
AA	MEDIUM SF & LARGE SF	30-60
BB	TOWNHOUSE	30-40
CC	MEDIUM SF & LARGE SF	45-90
DD	MEDIUM SF & LARGE SF	27-54
EE	MEDIUM SF & LARGE SF	12-24
FF	MEDIUM SF & LARGE SF	27-54

838 - 1207

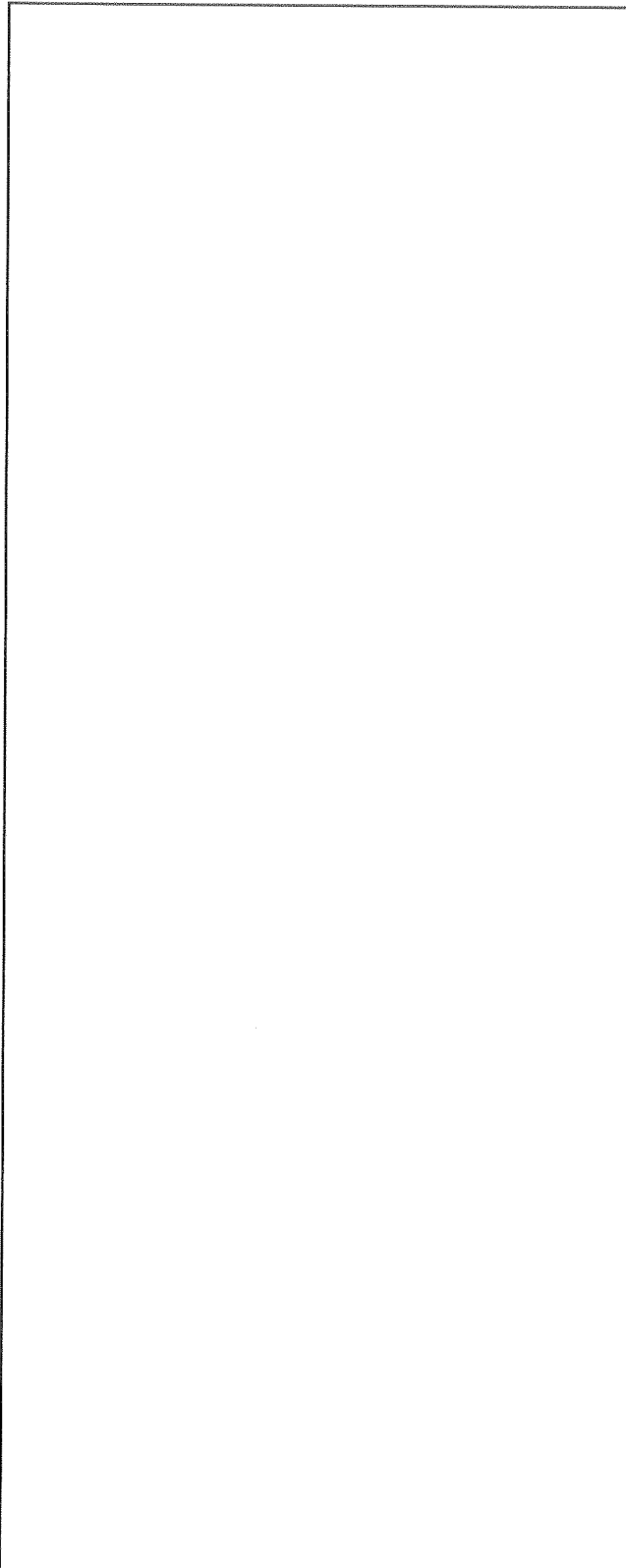
PLUS APT/CONDO ... ASSUME 300
(COULD VARY)

1138 - 1507 *

3/6/07

* The city council wants a base of 600 units to be evaluated for feasibility.

Unit Tabulation



The unit tabulation chart below is intended to show a general range for expected unit count represented by the Village Area Master Plan and on the Parcel Plan from the previous page. It does not specifically define the exact number of units per development parcel, nor does it seek to define the specific type or mix of units for each parcel.

A detailed unit count/distribution plan will be prepared as part of ongoing discussion that includes project infrastructure costs, financing options, schedule and other factors that ultimately will determine final recommendations. Again, it is important to note that from the outset, the Village Area Planning Process did not begin with a preconceived notion related to overall unit count, except to meet the terms of the Metropolitan Council agreement and to provide a comprehensive look at viable options.

The Guiding Principles and the basic framework of the Master Plan have a strong influence on the type and location of housing. And, it is increasingly evident that the Village Area can accommodate reasonable growth and development without losing its rural character. Ultimately the strength of the Master Plan relies on a built-in flexibility to accept a number of different future scenarios as possibilities – all leading to similar outcomes that emphasize place-making, health and livability, fiscal responsibility and permanence.

Chapter 3

Master Plan Components



Lake Elmo Village Area Master Plan

Introduction

The Village Area Master Plan forwards an overall vision that thoughtfully places new development within a green framework of parks, trails and open space. Balancing growth with the preservation of rural small town living will rely on creative design and careful implementation of various components of the Plan.

This chapter highlights several specific projects that truly define the character and unique qualities of Lake Elmo. These projects fall into three general categories including:

- Town Destinations
- Great Public Realm
- Civic and Community Buildings

Description of infrastructure projects including utilities, stormwater management and street design, is provided in Chapter 5.



Town Destinations

Mixed use Main Street invites daily activity and promotes special events round-the-clock and throughout the year.

Great Public Realm

Public realm is defined as the combination of parks and trail corridors, together with great streets that provide inviting, memorable places for active recreation or just strolling through the neighborhood.

Civic and Community Buildings

City Hall / Civic Square and the Community Campus expand programs, activities and civic presence . . . reaching a wide audience of residents, young and old, from all walks of life.

Route 5 Main Street Stillwater Boulevard

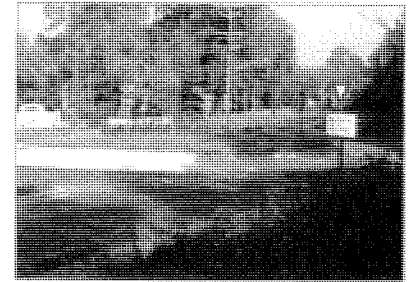
Recommendations

Roundabouts at the east and west ends of Stillwater Boulevard will slow traffic and mark the edges of "downtown". The redesigned road segment in between will transition from the existing rural section to a traditional Main Street design that includes:

- Curb and gutter with associated storm sewer
- Wider sidewalks with pedestrian scale amenities (benches, lights, street trees)
- Narrower lanes perhaps with planted medians and center turn lanes
- Curb-side parking if feasible, with additional parking located between or behind

Signalized intersections, one at Lake Elmo Avenue and one at 39th Street, will provide safe crossings, slow traffic and pull the Village together as one piece – not two halves.

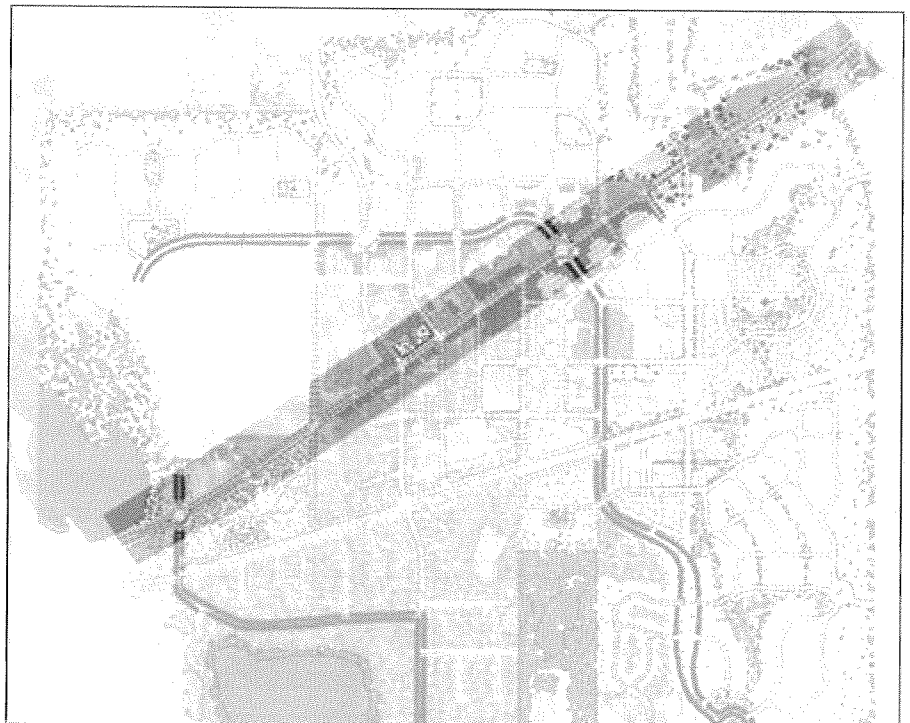
Stillwater Boulevard and Lake Elmo Avenue will continue to be the primary commercial streets in the Village, promoting existing businesses, yet encouraging new and expanded opportunities for local goods and services. Buildings will be located at (or near) the right of way, with generous walkways for the pedestrian movement and 'spill-out' activities, such as sidewalk café, coffee shop or other uses. Locating parking behind these buildings will transform the character of this major route through town.



Overview

State Highway 5 is the primary east-west travel route through the Village. Because of existing high speed limits and traffic volumes, it is often a barrier (or at least a significant inconvenience) to pedestrian and vehicular movement. Its current design, sometimes called a 'rural section', includes ditches, culverts and wide setbacks for buildings along the right of way.

The City has expressed interest, and has begun conversations, to consider having the roadway 'turned back' from State ownership to Washington County. The main objective for this move is to provide maximum design flexibility, perhaps including reduced speed limits, lane narrowing and other features that would encourage the future Main Street character and mix of uses described in the Master Plan.

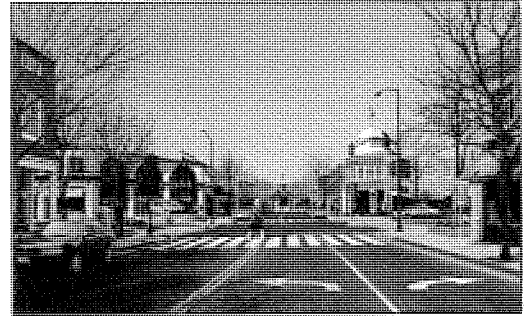


Lake Elmo Avenue Extension and Old Main Street

Overview

Lake Elmo Avenue, specifically south of Highway 5, is the recognized existing Old Village Main Street. The 'T' intersection terminus and jog along State Highway 5 to connect with Lake Elmo Avenue to the north is inconvenient, unsafe and perhaps as important, disconnects this important crossroads as a future town gathering center.

The existing car dealership, while a successful business and good neighbor, is unfortunately sited in line with a potential extension of the Avenue. Various past studies and the Village Area Master Plan agree that this realignment would be an asset both in terms of place-making and also access and circulation.



Recommendations

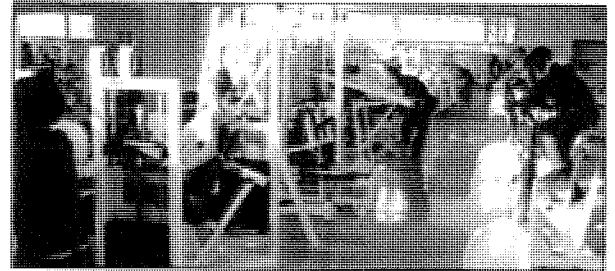
By extending this "T" intersection north (and slightly west) in a meander that rejoins its current alignment north of the downtown core, a much stronger north-south corridor is created. The new intersection, especially if it is signalized, reduces the dominance and divisive quality of Highway 5. The four corners created by the new intersection become a prime location for a mix of uses and activities – with the opportunity to create a defined 'heart of the village' destination.

Community Campus

Overview

Based on a year-long study that evaluated several potential sites in the St. Croix Valley, Lake Elmo was selected as the preferred location for a multi-purpose community services facility. In parallel with this selection process, the Master Plan also envisioned a 'Community Campus' in the heart of the Village Area. The preliminary concept for this campus includes a Family Services Center, Wellness Center, Library and Arts Center. The primary objective of the Campus (taken from 'Integrated Program Plan') is "to meet the educational, recreational and wellness needs of families and individuals in the greater (St. Croix Valley area), serving the whole child, whole family and whole community".

This campus could include a variety of buildings that contain classrooms, meeting rooms, indoor fitness areas, senior and small children spaces and other facilities for programs, services, activities, special events and other needs. Outdoor recreation and motor activity are also essential elements of day-to-day routine – some on site playground and playfield space will be provided, with additional or expanded programs accommodated on adjacent city park and trail amenities.

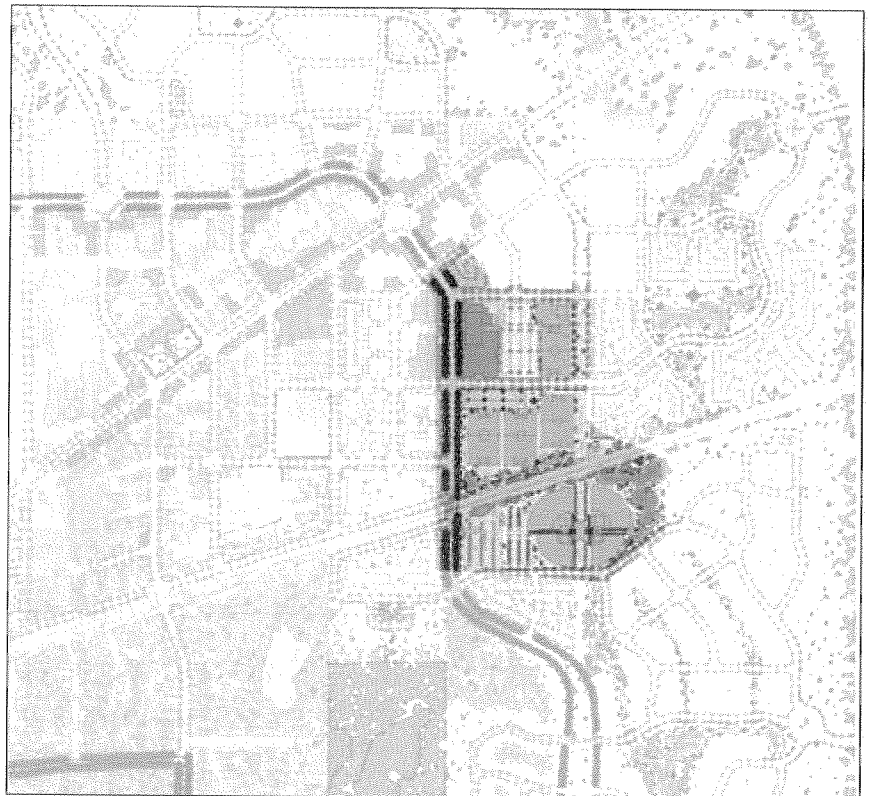


Recommendations

Continue to meet with and support the Integrated Planning Team to work through specific details, design components and implementation steps to make this project a reality.

The Community Campus will have a significant influence on properties immediately adjacent to the proposed site, and serve as a major anchor in the heart of the Village. The Master Plan should respond to various development possibilities including nearby senior and special needs housing, links to city and regional green space and a strong connection with the future Route 5 Main Street.

As with many of the major projects in the Village, this will require significant energy and commitment from both public and private partners. Lake Elmo should continue to facilitate, and in some cases lead the process to insure continuity and success.

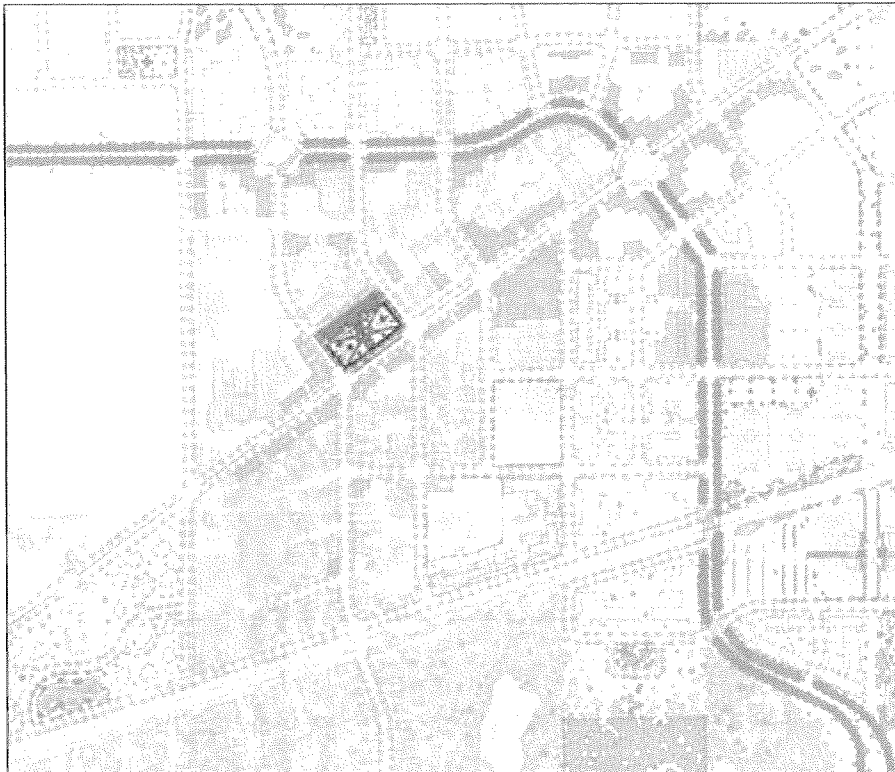
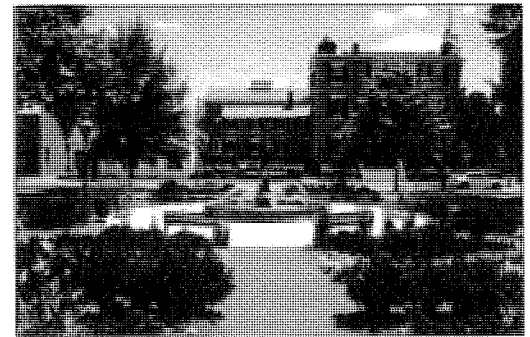
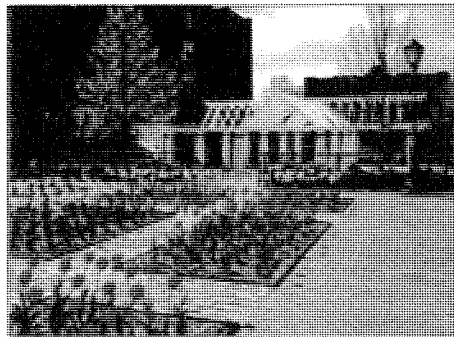


New City Hall

Overview

The City of Lake Elmo has been exploring building design and alternative site options for a new city hall for a number of years. Directly related to the Lake Elmo Avenue extension project, the property at the crossroads with State Highway 5 is the preferred location. While various other sites continue to be evaluated, this site offers the visibility and the traditional small town signature of City Hall on Main Street, placing municipal services at the core of the community.

The challenges of this project are somewhat obvious and multi-layered – existing, viable business, relocation or adaptive reuse of existing building, realignment of the street just to name a few. It won't happen overnight . . . yet thoughtful response to each issue, creative planning and design, and of course attention to schedule and budget realities may yield the desired outcome.



Recommendations

Relocation of the car dealership and realignment of Lake Elmo Avenue would pave the way for a new City Hall and Civic Square Park at this important crossroads. The combination of this civic building and a mix of retail, restaurants and housing will make this a primary gateway and destination for village residents and visitors.

Other components of this project include the creation of a village “commons” in front of City Hall – the Civic Square Park. The scale of the building and associated green space should be similar in scale and charm to other small town squares in older American communities. “Containing” the edges of these major streets with buildings and green space rather than parking lots is an important consideration to create the desired Main Street character.

City Parks, Trails and Greenbelt Buffer



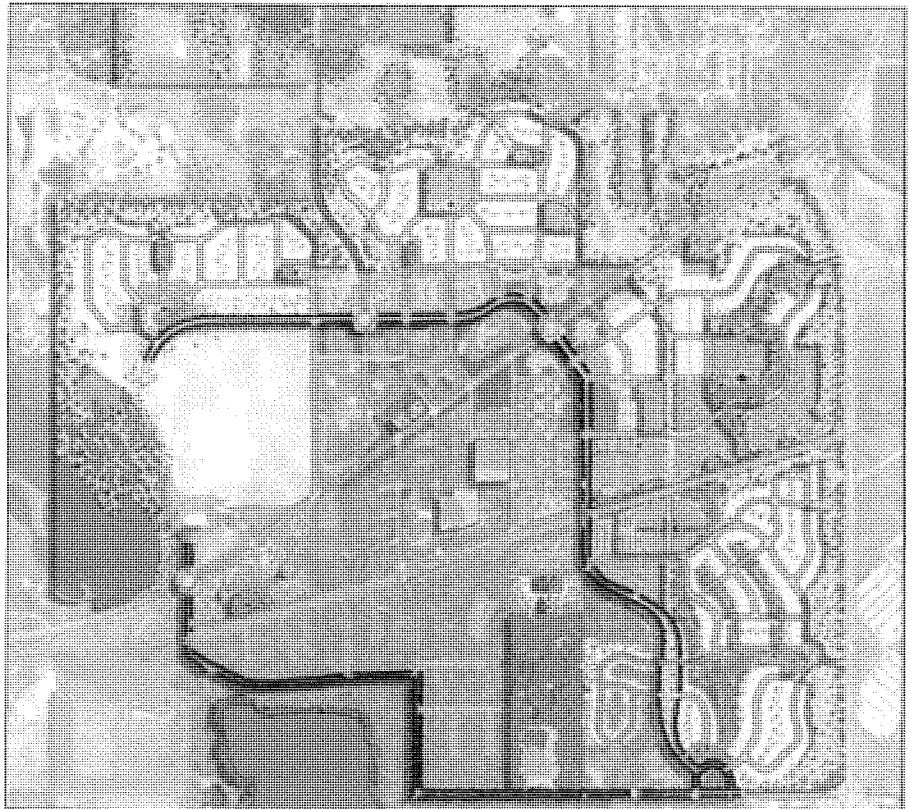
Overview

Much has already been written about the importance of a high quality, connected system of parks, trails and open space. There is no doubt that public spaces make a huge contribution to quality of life, wellness and the pattern of daily routine. In addition, the integration of water, both aesthetic and related to stormwater management, within parks and along trail corridors will provide some of the most inviting and memorable amenities in the Village.

The proposed greenbelt buffer has been a primary objective and key design component of the Master Plan from the outset. Specific details related to design, character, habitat, maintenance, schedule and cost of this unique element will continue to be addressed as plan implementation proceeds.

Recommendations

Work with a variety of public and private partners to coordinate the design and construction of individual elements of the parks plan. Again, this will take time for the entire system to be built, with valuable contributions from city departments, property owners, builder/developers, state and federal agencies and other resources needed to make it happen.



Chapter 4

Village Character - Case Studies



Lake Elmo Village Area Master Plan

Introduction

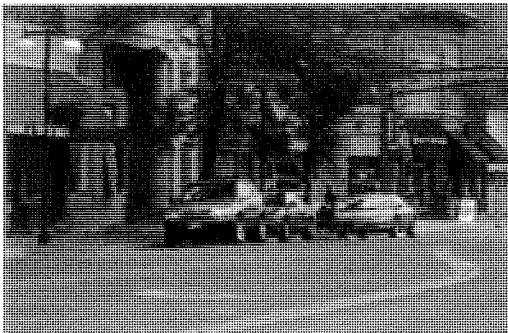
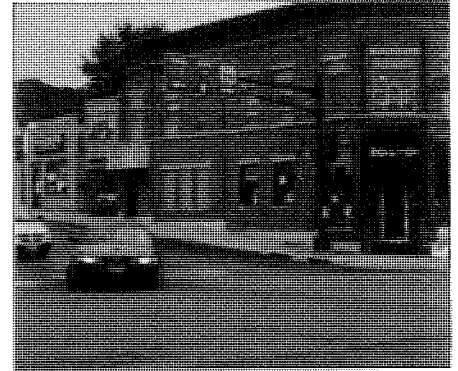
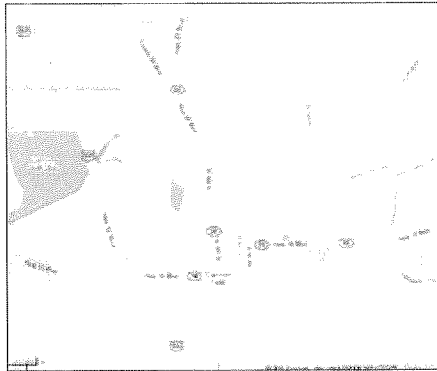
The primary purpose for this chapter is to communicate the idea that many cities with populations around five thousand people have successfully retained their rural small town character and overall perception of 'green'. Specifically related to the Village Area in Lake Elmo we've made the following assumptions:

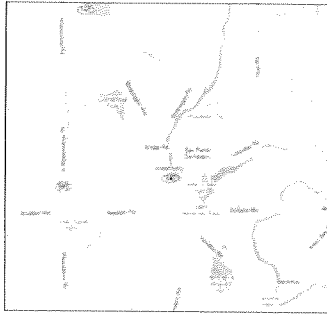
Existing Village Area Population	approximately 500 residents
Potential New Housing Units in the Village Area	approximately 1,500 units (assumes the high end of the range)
Number of People per Unit	3 People per Unit (Census data – again at the high end)
Number of New Residents in the Village Area	approximately 4,500 people
Total Number of Residents in the Village Area	approximately 5,000 people (based on the Village Area Master Plan)

The common themes for each of the examples include a compact, but easily identified 'downtown' district, at least one signature city park amenity with connections to local and regional green systems, civic/community buildings at primary locations, major highways or collector streets that bisect town and a mix of housing types and styles within neighborhoods located close to the town core.

Cannon Falls, MN population 3800

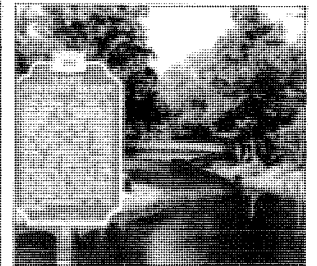
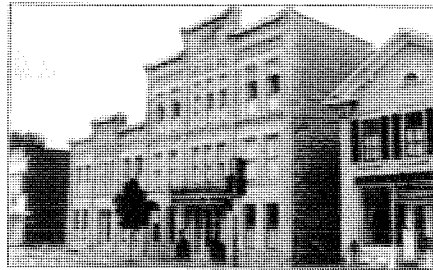
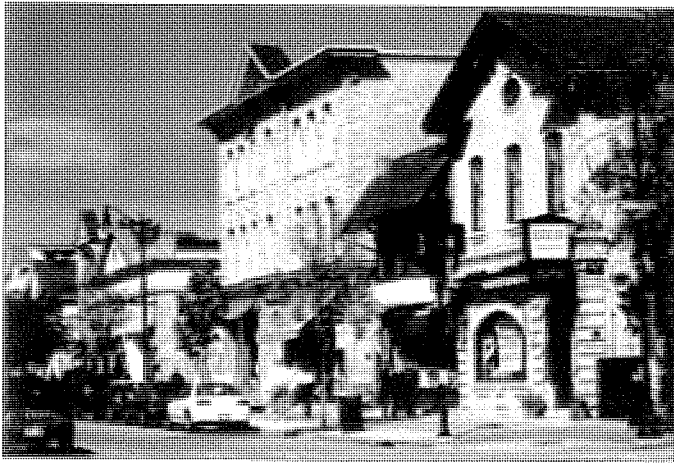
Description:





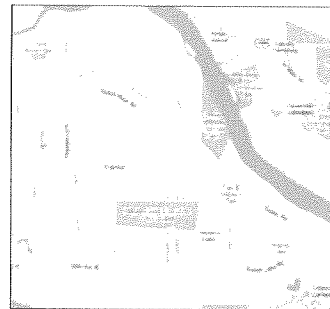
Cederburg, WI
population 5744

Description:



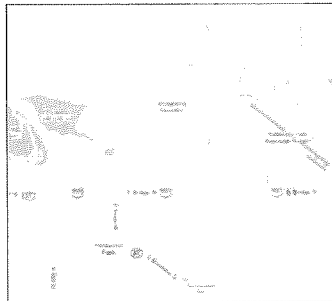
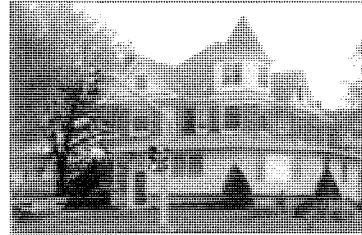
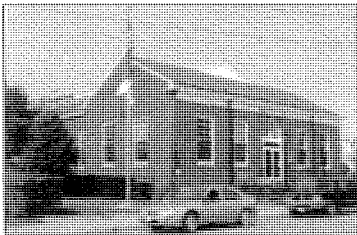
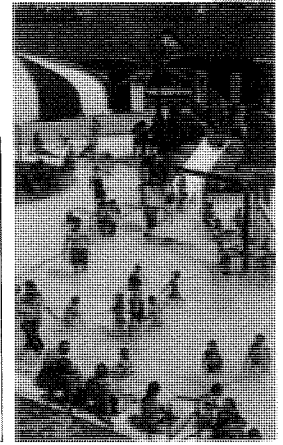
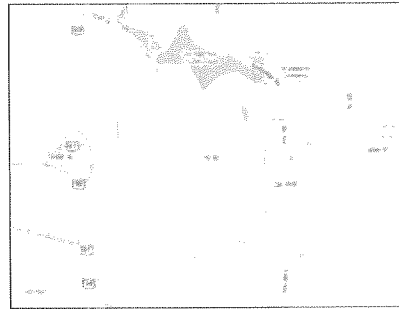
Dayton, MN
population 4700

Description:



DeWitt, IA
population 3800

Description:



Redwood Falls, MN
population 5450

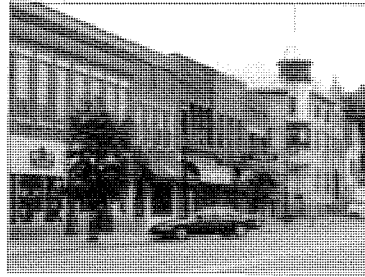
Description:



Waupaca, WI

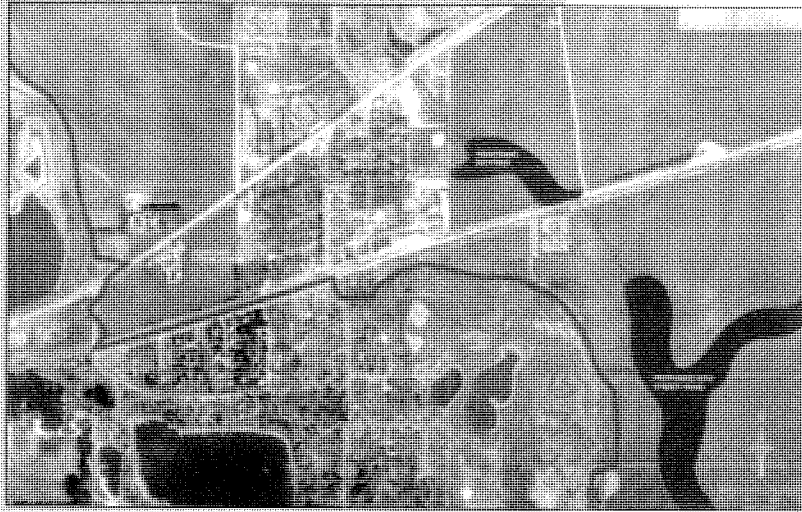
population 5794

Description:



Summary Observations

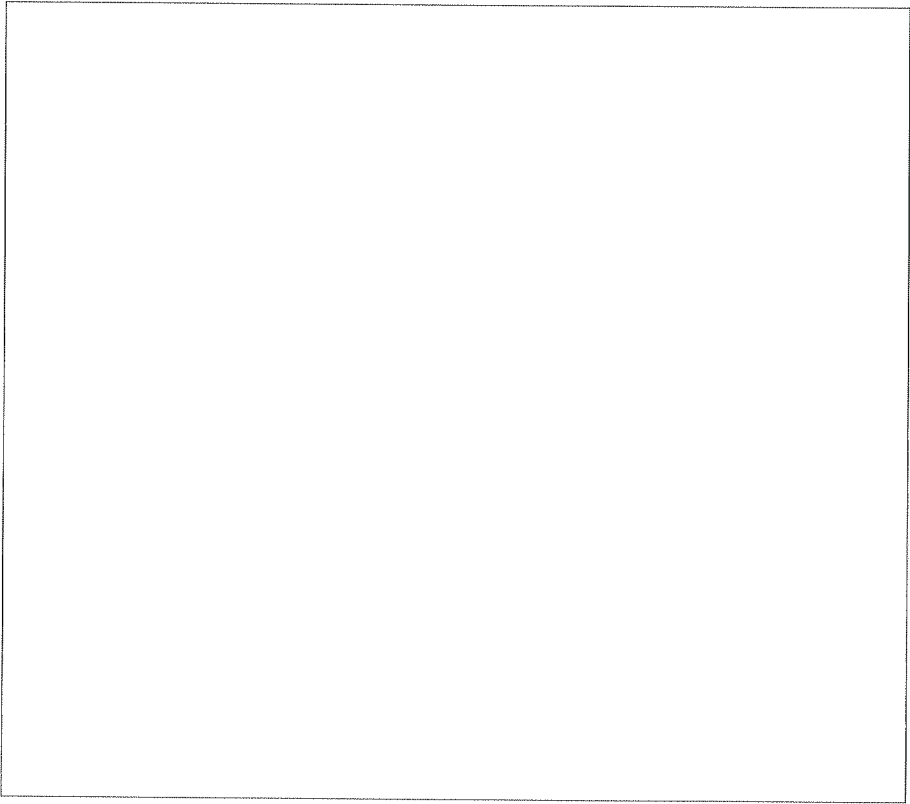
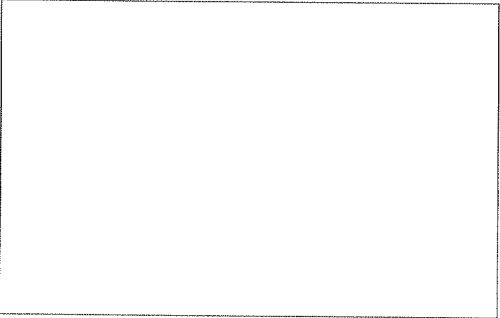
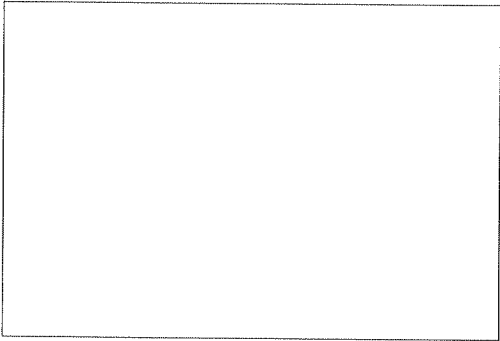
Chapter 5
Infrastructure



Lake Elmo Village Area
Master Plan

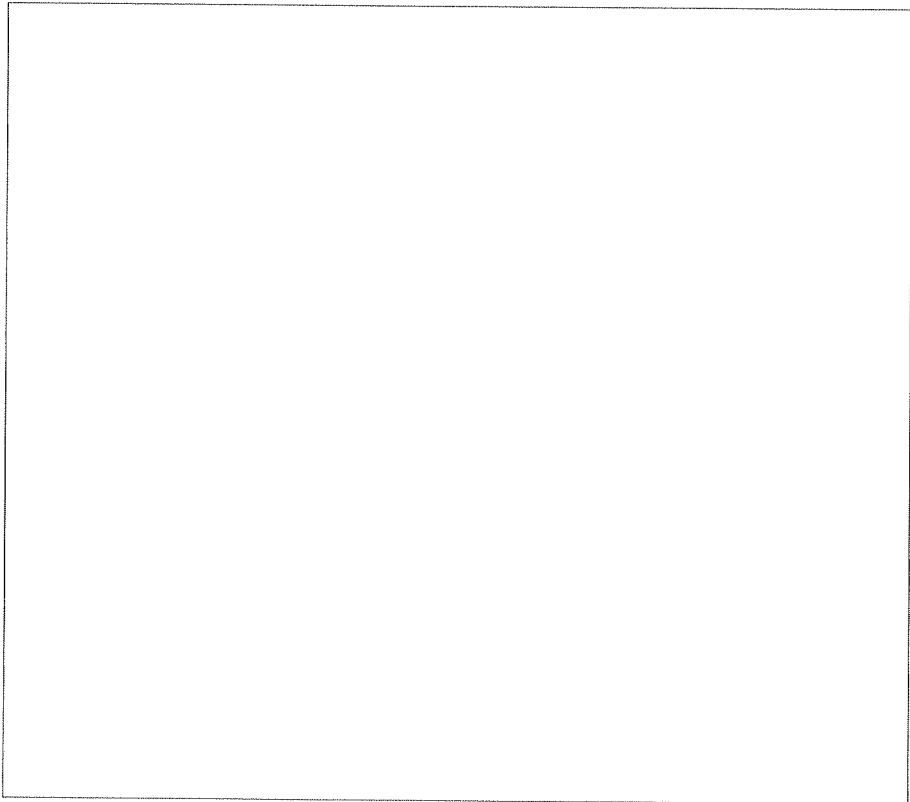
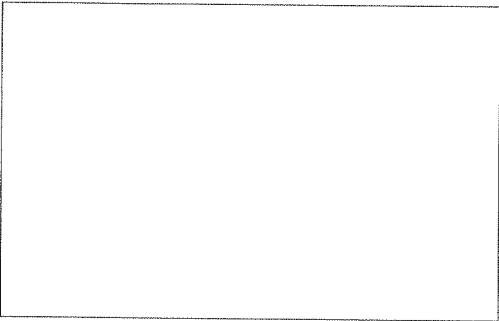
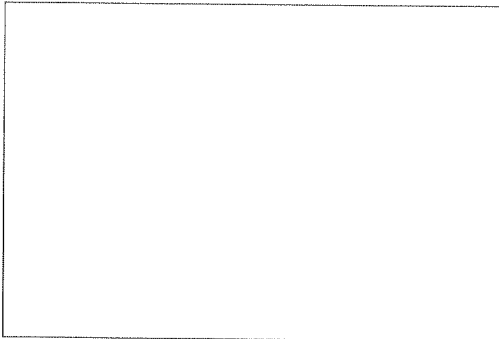
Storm Water Management

Description



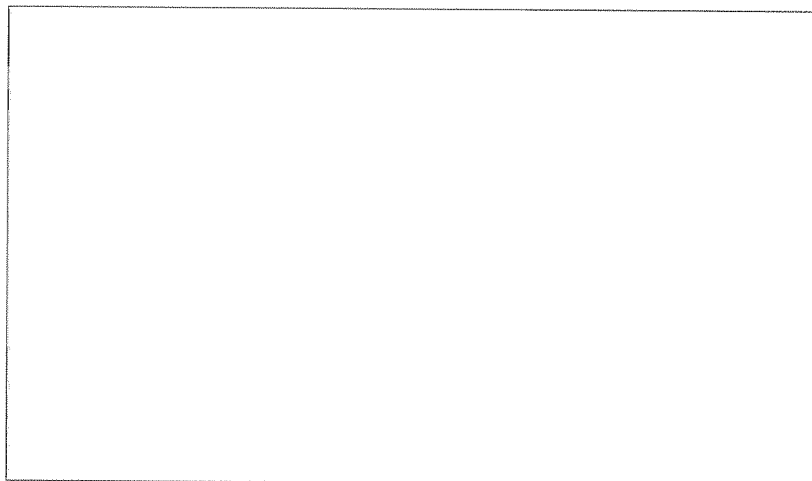
Streets

Description



Chapter 6

Planning Process and Planning Tools



Lake Elmo Village Area
Master Plan

Lake Elmo Planning Commission Agenda Item

Executive Summary

Title of Item: **Comprehensive Planning Process**

Meeting Date: **3-12-07**

Staff/Guest Reporting: **Ben Gozola, City Planner**

Summary: As you know, the City is currently under a state mandated deadline of July 12th to update its zoning codes to be in conformance with the approved comprehensive plan. At the February 13th joint Council/Commission meeting, staff presented an estimated timeline to complete this work, and promised to return with an updated schedule after we had an opportunity to meet with Bob Mazanec at the Metropolitan Council. The following is a summary of our discussion along with the proposed timeline for completing the work.

Meeting Summary: We can gladly report that the City's sector representative at the Metropolitan Council agrees with the actions staff proposed at the joint Council / Commission meeting on February 13th. Specifically, it was agreed that interim zoning districts are appropriate for both the I-94 corridor and the Village area. The interim districts will maintain the existing properties in their current configurations and uses until such time that development is guided or sewer becomes available. Such districts will be in conformance with the current comprehensive plan as the planned type of development cannot yet occur. Creation of such districts also carry the added benefit of providing the City with additional time to craft the final zoning language that will govern these areas.

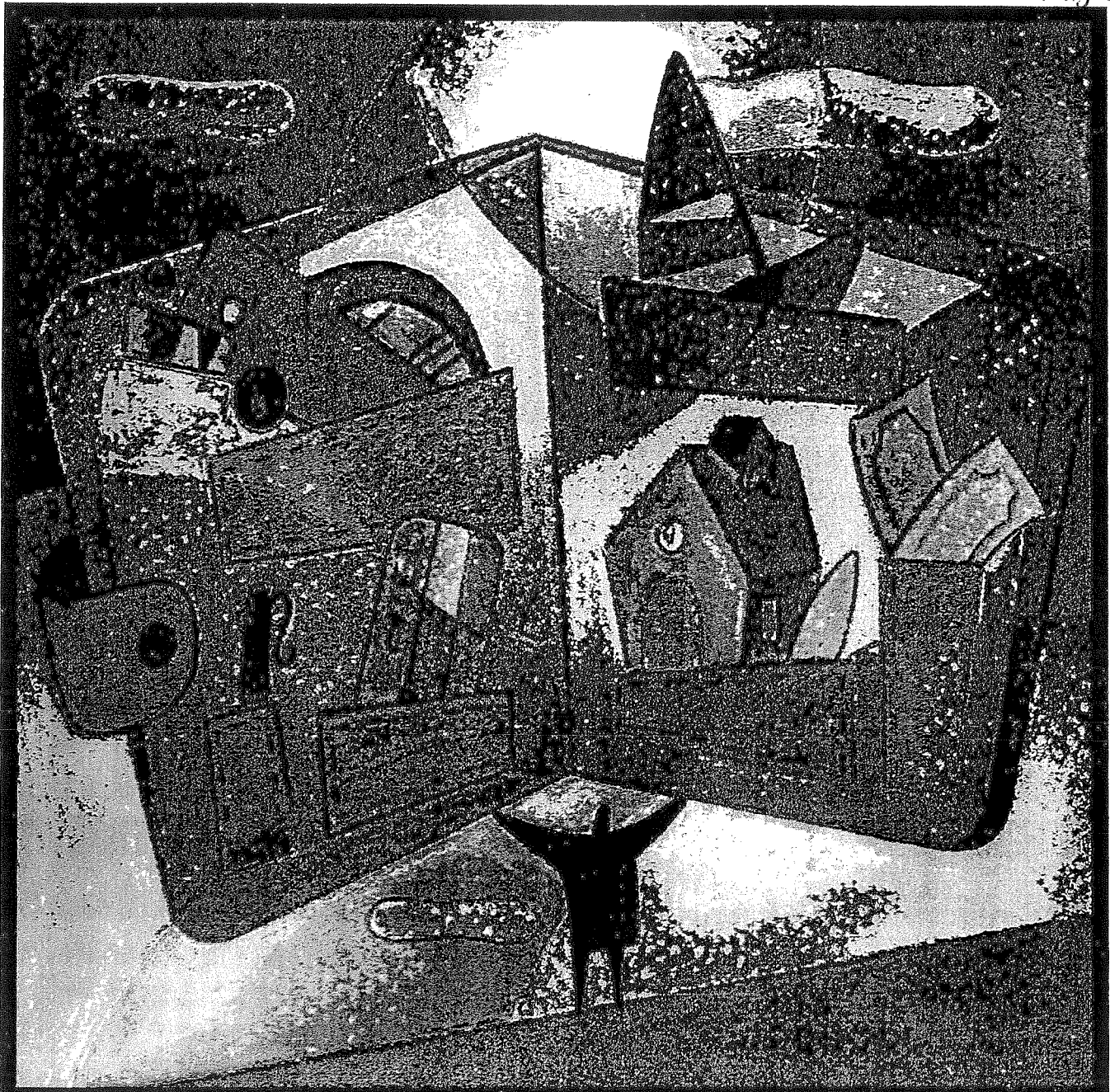
Revised Timeline: Given our suggested approach of establishing interim zoning districts, here is our suggested timeline for completion:

- Week 5 (Mar 12 to the 16th): Staff will present this revised timeline to the planning commission as an informational item to keep you informed on the proposed process.
- Week 5 & 6 (Mar 12 to the 23rd): Staff will begin work on crafting interim zoning district regulations for both the I-94 corridor and the Village area. If possible, staff may place an initial draft of the ordinance before the Planning Commission at their March 26th meeting. If more time is needed, both districts will go before the planning commission on April 9th.

- (cont.)
- Week 7 through 11 (Mar 26 to April 27th): Depending upon when the Planning Commission takes action on the proposed interim ordinances, staff will need time to prepare revised materials for consideration by the City Council. To be conservative, we will assume this will be completed by the end of April, to allow for Council review and approval in May.
 - Week 12 through 14 (Apr 30 to May 18th): Staff anticipates Council will be able to act on the interim zoning districts on May 1st or May 15th. Adoption of the interim zoning standards would complete the City's mandated actions required by State Statute.

Once this matter is resolved, staff will then be free to begin work on the next priority established by the 2007 Work Plan.

Handed out at Planning Commission
mtg. 3-12-07

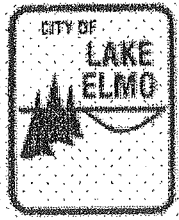


CITY OF LAKE ELMO

COMPREHENSIVE PLAN

RECEIVED

~ 2030 ~



CITY OF LAKE ELMO
3800 LAVERNE AVE
LAKE ELMO, MN 55042

Phone: (651) 777-5510 Fax: 777-9615
Www.LakeElmo.Org

This Comprehensive Plan was prepared and written by the City of Lake Elmo.

LAKE ELMO CITY COUNCIL

Dean Johnston, Mayor

Liz Johnson Steve DeLapp
Anne Smith Rita Conlin

CITY ADMINISTRATOR

Martin Rafferty

PLANNING COMMISSION

Bob Helwig, Chairman

Kathy Sedro Todd Ptacek
Mark Deziel Tom Armstrong
Jennifer Pelletier Charlie Schneider
Ben Roth Debbie Lyzenga
Julie Fliflet First Alternate
Bob Van Zandt Second Alternate

TECHNICAL SUPPORT

Charles E. Dillerud, City Planner
Tom Prew, City Engineer, TKDA

APPROVAL DATES

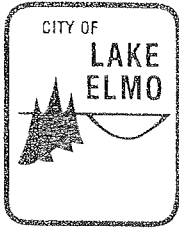
Planning Commission conducted a Public Hearing at Oakland Jr. High School on August 8, 2005.

Reviewed and forwarded by the Lake Elmo Planning Commission on August 9, 2005.

Adopted by the Lake Elmo City Council on August 16, 2005.

Approved by Metropolitan Council on _____.

Final action by City Council on _____.



City of Lake Elmo

651/777-5510

3800 Laverne Avenue North / Lake Elmo, MN 55042

January 31, 2006

Bob Mazanec
Sector Representative-Principal Reviewer
Metropolitan Council
230 East Fifth Street
St. Paul, MN 55101-1626

Dear Mr. Mazanec:

Hand Delivered

RE: City of Lake Elmo Comprehensive Plan 2030 – Required Plan Modifications
Metropolitan Council Review File No. 18608-1
Metropolitan Council District 12, Chris Georgacas

Enclosed please find eight (8) punched and collated copies of a total replacement for Chapter III. (“Land Use Plan”) for the 2005-2030 Lake Elmo Comprehensive Plan. This chapter has been modified to address several Plan content requirements enumerated by the Enclosures to letters to the City from Phyllis Hanson (September 26, 2005) and Chair Peter Bell (January 20, 2006). The modifications as they related to the requirements of the Metropolitan Council letter Enclosures are as follow:

1. **Aviation** – The January 30, 2006 Preliminary Village Area Land Use Plan appearing following Page III-15 prescribes the land use sub-classification of the geographic area of the City underlying the Lake Elmo Airport Safety and Height Zones as VR-GB. By the definition of this sub-classification appearing on Page III-5, lands so classified must remain undeveloped or in agricultural use, with the development rights currently assigned to those areas transferable to other locations within the Village Area. This Land Use Plan strategy will forever protect those zones from incompatible development while concurrently provide the Green Belt feature of the Village Area. A depiction of the Airport Safety Zones and the Airport Noise has been previously submitted (January 26, 2006) as mapping components of Chapter VIII of the 2005-2030 Lake Elmo Comprehensive Plan.
2. **Sewage Treatment** – The Sewage Treatment modifications to the Lake Elmo Plan prescribed by the September 26, 2005 Hanson Enclosure were previously submitted to the Metropolitan Council (officially, on January 26, 2006, but in early December, 2005 as drafts) as modifications to Chapter VI. of the Lake Elmo Plan. New Metropolitan Council requirements on this subject were introduced to the City by the Enclosure to Chair Bell’s letter of January 20, 2006 as 4 “bullets” on Page E-2 of that Enclosure. Plan text modifications addressing the first “bullet” can be found on Page III-17; the second “bullet” on Page III-17; and the third bullet on Page III-18 – all in the Chapter III modification hereby submitted. The fourth bullet was addressed by the City’s January 26, 2006 submission as a modification to Chapter VI of the Plan.

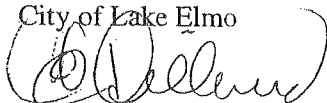
3. **Regional Parks** – Official submission by the City to the Metropolitan Council of the City's adopted Trails Guide Plan was on January 6, 2006. The January 20, 2006 Chair Bell Enclosure indicates that the Metropolitan Council submission requirement in this regard has been met.
4. **Land Use – Alternative Densities** – Pages III-3 and III-4 of the modified Chapter III hereby submitted includes new text within SRD3.5 (Page III-3) and VR (Page III-3) land use classification descriptions that addresses the alternative densities clause of the conditions to Metropolitan Council Resolution #2005-20.
5. **Land Use – Old Village Plan** – The modified Chapter III includes a Preliminary Land Use Map for the Village Area following page III-11. To compliment and more fully describe that map Pages III-4 and III-5 include additional text describing/defining the Land Use Plan in terms of VR District sub-classifications. In concert, the map and text address the following:
 - a. Future new sewered development within the Village Area that will generate 500+ REC's at 3 dwelling units per acre average.
 - b. The land use guiding capability for Village Area development to, by 2011, result in 100 rental units and the equivalent of 41-46 acres of residential development at 5-6 dwelling units per acre.
 - c. Protection of the Lake Elmo Airport Safety and Height zones by inclusion within a Green Belt that would function as a TDR sending zone.

These modifications are responsive to both the September 26, 2005 Hanson Enclosure and the January 20, 2006 Chair Bell Enclosure regarding "Village Plan."

6. **Housing** – In addition to the complete Chapter IV Housing Element submitted by the September 6, 2005 Plan submission, this modified Chapter III addresses the quantitative and very specific housing requirements contained in the Hanson September 26 Enclosure as described by 5b., above.

I believe this modified Chapter III contains the balance of the Metropolitan Council Plan content specifications enumerated by the Hanson letter of September 26, 2005 and the Chair Bell letter of January 20, 2006.

Sincerely yours,
City of Lake Elmo



Charles E. Dillerud
City Planner

CC: Mayor and City Council (no enclosures)
Martin Rafferty, City Administrator (no enclosures)
Peter Bell, Chair, Metropolitan Council (no enclosures)
Chris Georgacas, metropolitan Council District 12 (no enclosures)
Blair Tremere, Community Development Director, Metropolitan Council (no enclosures)

LAND USE PLAN

Map 1 depicts a Generalized 2030 Land Use Plan for the City of Lake Elmo. This Plan has been prepared responsive to the community development policies presented elsewhere in this Comprehensive Plan document. In addition to, and/or complimentary with those Policies, the following precepts:

- The City's desire to preserve its rural character, open space and green corridors
- The City's desire to retain its identity and sense of community by preserving the historic village center
- The approximately 8,727 dwelling units and population of 24,000 accounted for by the Land Use Plan reflect the 2030 forecasts of the Metropolitan Council

The 2030 Lake Elmo Land Use Plan reflects the foregoing in the following ways:

Community growth, as measured by new households, population, and employment is forecasted and accounted for by the plan. Indeed, the plan forecasts and provides for approximately 8 times the growth in households and population during the 2000-2030 planning period than was experienced by the city during the 1980-2000 period. The population of 24,000 forecasted and accounted for by the Land Use Plan by 2030 exactly reflects the 2030 forecasts of the Metropolitan Council.

Many largely developed suburban communities of the Twin Cities Metropolitan Area are beginning to recognize that the dynamics of their historic growth patterns have resulted in a lack of physical and psychological community definition – There's "No there, there." Not only is there no defining focal point of the community – "Downtown," the progression of nearly identical development patterns from legal entity to legal entity (based on nearly identical model development codes) results in residents not being able to clearly identify with a "home." It all looks and feels the same

A few communities have recognized this problem after-the-fact, and have initiated measures to develop or redevelop areas that would create community identity. A few other communities, including Lake Elmo, have existing village centers that date from well before the suburban explosion. Many of the long term residents of these communities still consider these historic village centers, regardless of their scale, to be "town" – the focal point of the sense of community.

Preservation of that sense of community, through the historic village, becomes the second priority and focus of the Lake Elmo 2030 Land Use Plan. The plan supports a community focused from its village core out, rather than a lock step continuation of urbanization from the community borders.

The Plan

The following Land Use Plan classifications as depicted on the Future Land Use Map are as follows:

RAD (Rural Agricultural Density)

This classification represents low density semi-rural residential development. Working farms, Alternative Ag uses, single family detached residences, and limited life cycle housing. New development responsive to this classification shall be primarily by Conditional Use Permit in accordance with the Preserved Open Space regulations of the Zoning Ordinance, with a maximum dwelling unit density of 0.40 units per Buildable Acre. The zoning classifications related to this Land Use Plan classification shall be AG, and RR.

RAD2 (Rural Agricultural Density/2 units per Acre)

This classification represents low density semi-rural residential development. Working farms, Alternative Ag uses, single family detached residences, and limited life cycle housing. New development responsive to this classification shall be primarily by Conditional Use Permit in accordance with the Preserved Open Space regulations of the Zoning Ordinance, with a maximum dwelling unit density of 2.0 units per Buildable Acre. The zoning classifications related to this Land Use Plan classification shall be AG, and RR.

RED (Residential Estates Density)

The RED classification is assigned only to lots and vacant land classified RED prior to the adoption of the 2005-2030 Comprehensive Plan. This classification is not assigned to any other lands within the City in the future. Development of RED classified lands is in accordance with the regulations of the RED zoning district, and be limited to large lot single family detached housing.

NC (Neighborhood Conservation)

This land use classification applies only to lands that have been platted as conventional subdivisions prior to the 2005 adoption of this Land Use Plan. This classification is not assigned to any other lands within the City in the future. The zoning districts corresponding to the NC classification are R-1 and R-2 (Carriage Station Subdivision only).

FSD (Future Sewered Development)

The FSD classification is specifically intended to be an interim “holding” classification to underlay all land use classifications in areas of the City that will be served by regional sewer. Pending the extension of municipal water and sewer service in accordance with the City Development Staging Plan, lands so classified shall be zoned for a residential density of not more than 1 dwelling unit per 20 acres. At such time as the City Council authorizes extension of regional sewer consistent with an adopted Staging Plan to an area classified FSD, the land use classification of that area shall transition to that depicted by the 2030 Future Land Use Plan without the formal process of a Comprehensive Plan Amendment. The City will adopt legal

provisions to maintain this Staging Plan that may include a limitation on annual number of lots approved for platting; number of building permits issued; geographic extent of allowable development ; or, some combination of these or other suitable provisions. Such staging provisions shall provide for acceleration of the Staging Plan if such acceleration is found by the City Council by a 4/5 vote of its Members to be demonstrably in the best interests of the City.

SRD3.5 (Sewered Residential Development 3.5 unit Density)

The SD3.5 classification is limited to those lands within the City south of 10th Street North that are designated as such on the Future Land Use Map. Lands are developed at a minimum average residential density of 3.5 dwelling units per acre. SD3.5 dwelling units are a mix of single family detached design, and alternative housing unit types. A second density of 6.5 dwelling units per acre is also established for application within the SRD3.5 classification only as follows:

The 3.5 unit density shall be established until April 30, 2011, If the City does not achieve its commitment for residential REC's per the MOU as of December 31, 2010 the City may designate one acre for each REC the City is short to be guided at the second alternative density range. If the City does not act to designate acres to be reguided at the second density range per the foregoing by April 30, 2011, the second density range automatically will be established for all of the residential land in the 2010-2015 staging area of the 2030 MUSA. The same process will be repeated for 2015, 2020, and 2025, and remedial action as described will betaken by April 30 of 2016,2021, and 2026. In no case, however, will such remedial actions work to increase the number of REC's, dwelling units and population required of the City by 2030 by the terms of the MOU. Further, in no case shall any reguiding to the second (6.5) density take place within 1,000 feet of any single family detached neighborhood existing in the City in 2005.

The City recognizes the existence of the Stonegate, Midland Meadows and The Forest neighborhoods adjacent to areas of the City south of 10th Street that are planned for future Regional sewer service and residential development at densities of 3.5 units per acre. Those existing neighborhoods have been fully developed responsive to earlier Comprehensive Plans and Zoning Ordinances at densities of 0.40 units per acre or less. The City will require specific development plans for areas south of 10th Street adjacent to the three existing residential neighborhoods to include significant physical measures that provide a transition from the lower density existing neighborhoods to the higher density regionally sewerred neighborhoods. Those transition measures will include distance separation, lot size transition, and/or significant plantings providing immediate year-round screening. The year-round plantings alone will not suffice as a transition measure.

VR (Village Residential)

The VR land use classification is only applicable to the lands within the area of the Village Plan, and said lands are eligible for development only in accordance with that Plan, and at such time as the City Council authorizes extension of regional sewer

consistent with an adopted Staging Plan to an area classified FSD, the land use classification of that area may be amended to that depicted by the Future Land Use Plan Map without the formal process of a Comprehensive Plan Amendment.

A second density of 3.0 dwelling units per acre in addition to the density assigned by the Village Area Plan is also established for application within the VR classification only as follows:

The Village Area Plan residential density shall be established until April 30, 2011, If the City does not achieve its commitment for residential REC's per the MOU as of December 31, 2010 the City may designate one acre for each REC the City is short to be guided at the second alternative density range. If the City does not act to designate acres to be reguided at the second density range per the foregoing by April 30, 2011, the second density range automatically will be established for all of the residential land in the 2010-2015 staging area of the 2030 MFUSA. The same process will be repeated for 2015, 2020, and 2025, and remedial action as described will be taken by April 30 of 2016,2021, and 2026. In no case, however, will such remedial actions work to increase the number of REC's, dwelling units and population required of the City by 2030 by the terms of the MOU. Further, in no case shall any regarding to the second density take place within 500 feet of any single family detached neighborhood existing in the City in 2005.

Responsive to the Preliminary Village Area Plan included herein the VR land use classification is further detailed with sub-classifications, as follow:

VR Mid to High Density (VR-HD)

This sub-classification is limited to single developed site of approximately 7 acres located within the existing Old Village, and will not be assignable to any other location within the Village Area or City-wide. This classification suggests redevelopment of the subject site from its currently non-conforming industrial use to rental housing up to 100 units – 14.5 dwelling units per acre.

VR Mixed Use/Medium Density (VR-MU/MD)

This sub-classification is assigned to approximately XX primarily undeveloped acres located immediately adjacent to existing development of the historic Old Village. The intent of this sub-classification is for areas so classified to be developed in the classic village urban form exhibited by the existing historic Old Village. The development will be exclusively guided by a specific neighborhood design plan and “form-based” development regulations that will be adopted by the City as a Comprehensive Plan amendment. Subject to the neighborhood design plan and form-based development regulations will include allowances for mixed residential and non-residential uses within the sub-district, and include small lot single family, townhouse and condominium use allowances to enable the equivalent of 45 acres of residential use at a use density of 5-6 dwelling units per acre. The residential use density prescribed will be attainable only by Transfer of Development Rights from portions of the Village Area sub-classified VR-GB and VR-P/S.

VR Low Density (VR-LD)

This sub-classification is intended to accommodate residential development at a density of 3 to 4.4 dwelling units per acre. The development will be exclusively guided by a specific neighborhood design plan and “form-based” development regulations that will be adopted by the City as a Comprehensive Plan amendment. Subject to the neighborhood design plan the form-based development regulations will include allowances for single family detached housing, but may include town homes. Development at the specified densities will require Transfer of Development Rights from VR-GB and VR-P/S sub-classifications to support development in excess of 0.45 dwelling units per acre.

VR Green Belt (VR-GB)

This sub-classification is intended to provide the geographic “edge” to the Village Area as well as to function as a measure to ensure protection of Lake Elmo Airport Safety zones; as a location for the surface water holding required to accommodate new impervious surface run-off that will result from Village Area development; and, to recognize a desire by a major Village Area property owner to retain a horse farm within the confines of the Village Area. The VR-GB sub-classification does retain current development rights of 0.45 dwelling units per acre, but those development rights may only be exercised by sale to developers of the VR-MU/MD and VR-LD sub-classifications through a Transfer of Development Rights program. Land areas within the VR-GB sub-classification will be subject to a permanent Conservation Easement concurrent with the sale of the development rights.

VR Public/Semi-Public (VR-P/S)

This sub-classification is intended to accommodate the several Public and Semi-Public uses contemplated for location within the Village Area. Potentially included will be a major Community Playfield-scale City Park; a Family Center/Community Center/YMCA/Library; and City Offices. VR-P/S classified areas will be eligible for transfer of residential density rights at a rate of 0.45 units per acre to VR-LD and VR-MU/MD sub-classified areas, subject to a permanent Conservation Easement prescribing on the Public/Semi-Public uses as allowable.

These classifications and the Land Use Map to which they apply remain Preliminary and subject to amendment based on on-going tasks of City planning and design consultants.

C (Commercial)

The C land use classification is intended to accommodate limited retail business land use within the Village Area of the City in accordance with Zoning Ordinance regulations. Assignment of the C land use classification is generally limited to lands within the Village Area, but may be also applied where retail goods and services are integrated within and demonstrably designed to provide such retail goods and services to employees of Office Park and residents Sewered Residential

neighborhoods located south of 10th Street North. The Zoning district corresponding to the C land use classification is GB (General Business).

LB (Limited Business)

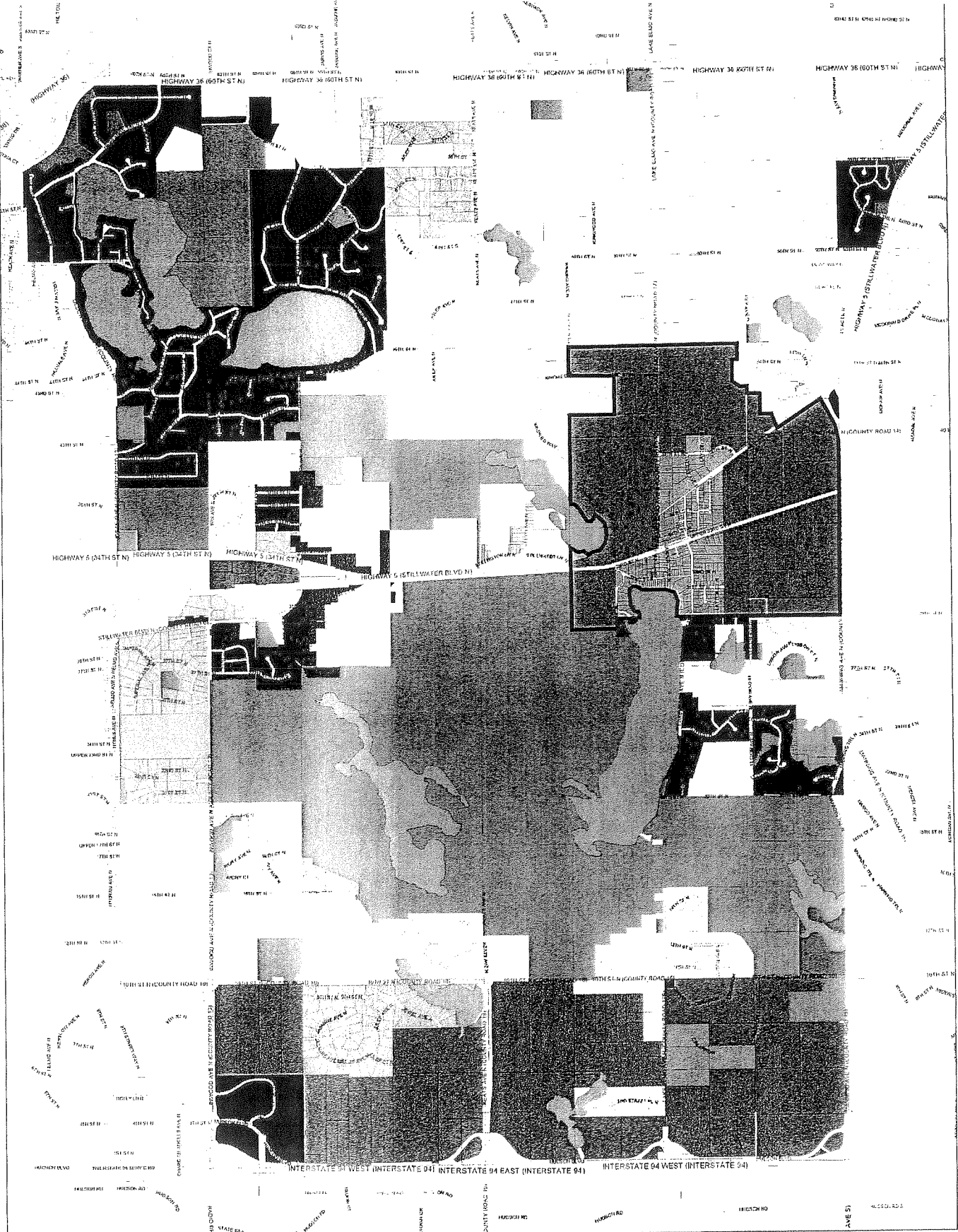
The LB classification is intended to be assigned only to sites in the City classified and zoned as such upon the date of the adoption of this Land Use Plan. The intended uses within the LB classification shall be primarily office with other business uses allowable by Conditional Use permit at a limited scale, as regulated by the LB zoning district requirements. The Zoning district corresponding to the LB land use classification is LB (Limited Business).

BP (Business Park)

The BP land use classification is intended to permit medical, research, professional/business office and headquarters business uses in areas so designated by the Land Use Plan south of 10th Street North. Uses specifically excluded from this classification are warehousing, manufacturing, distribution, assembly and truck terminals. Retail sales of goods and services are allowable uses by Conditional Use Permit providing such uses are goods and services to the employees of the permitted business uses.

PF (Public/Semi-Public Facilities)

The PF land use classification is assigned to all publicly owned facilities, places of worship and related facilities, public parks, and privately owned recreational facilities. The scale, and the type of uses allowable at PF classified sites are controlled by the Conditional Use Permit process.



PRE-REGIONAL SEWER PLAN

Lake Elmo Comprehensive Plan 2005 - 2030

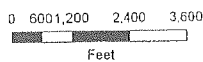
Limitation of Liability

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Map Date: August 24, 2005

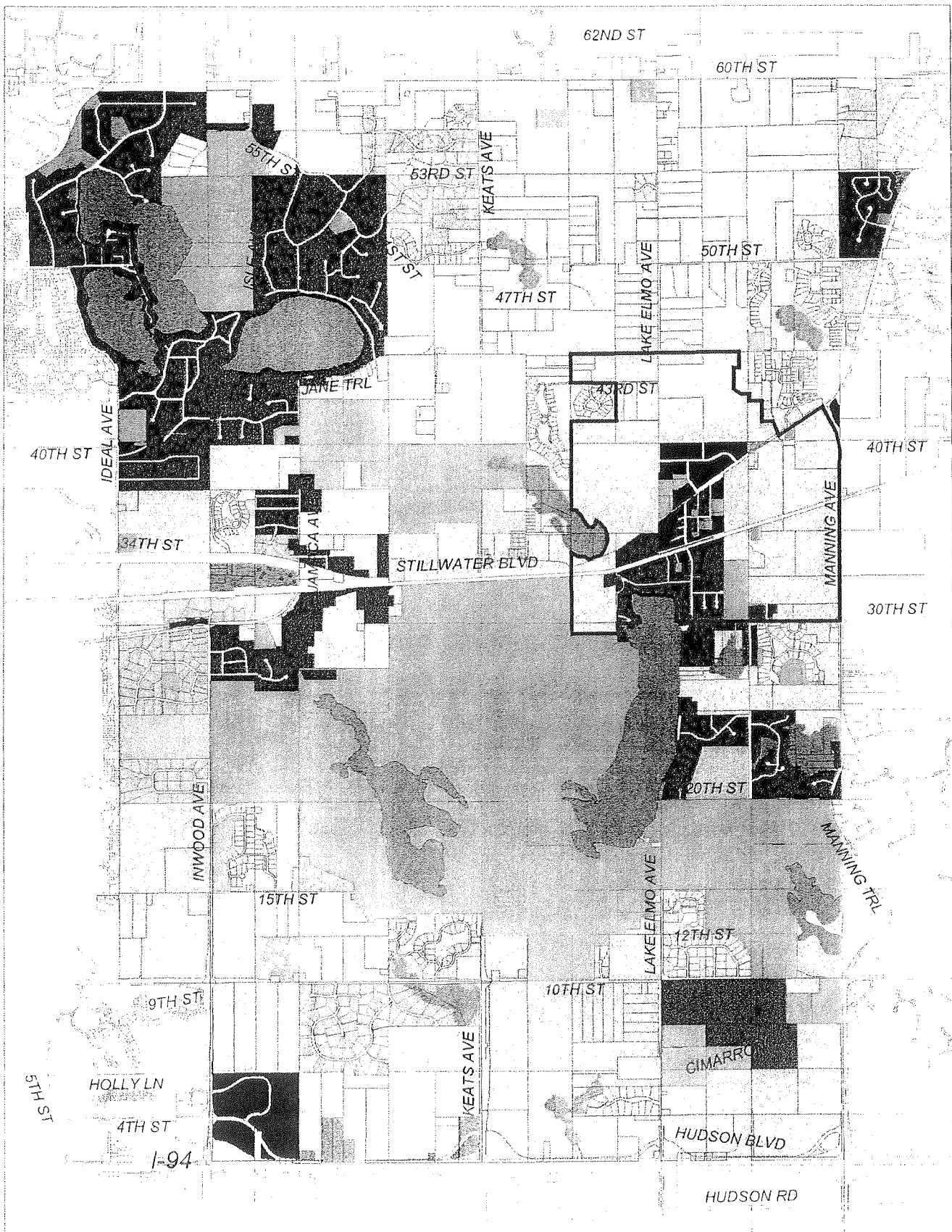
Created By: TKDA

PLANNERS



Land Use

- | | |
|-------------------------------------|-------------|
| C | RED |
| BP - 40 Employees/Acre | NC |
| RAD - 0.45 DU/Acre | PF |
| RAD - 2 DU/Acre | ROW |
| URD - Cimarron | WAT |
| SRD - 3.5 DU/Acre | Old Village |
| LB Future sewer - 40 Employees/Acre | |
| LB Non-sewer | |
| FSD - 1 DU/20 Acres | |



EXISTING LAND USE

Lake Elmo Comprehensive Plan 2005 - 2030

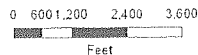
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Map Date: January 24, 2006

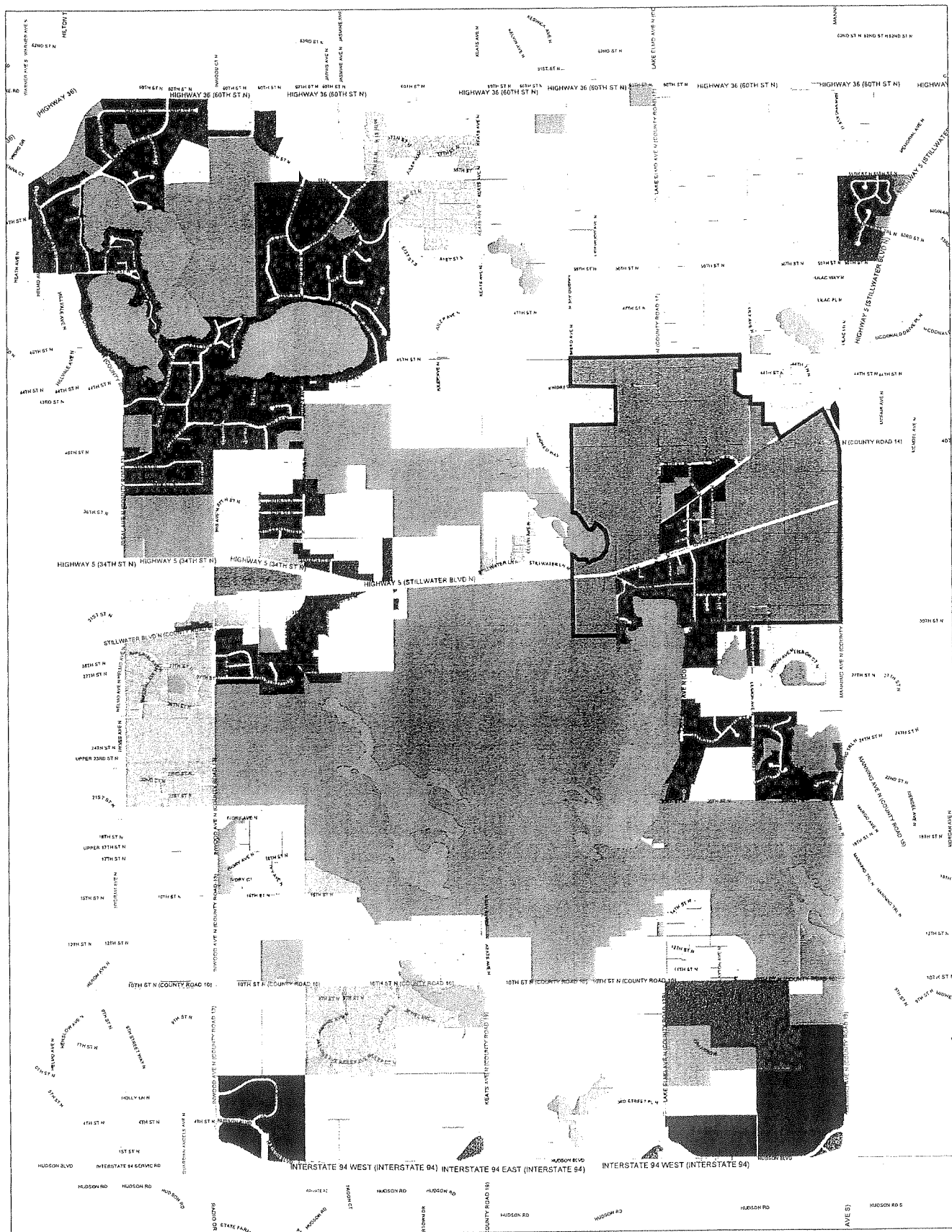
Created By: TKDA

COMMUNITY ARCHITECTS PLANNERS



Land Use

	C		RED
	BP		URD
	LB		SRD
	PF		ROW
	RAD		WAT
	Old Village		



FUTURE LAND USE

Lake Elmo Comprehensive Plan 2005 - 2030

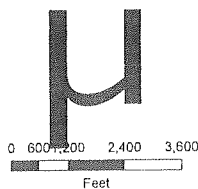
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Map Date: January 31, 2006

Created By: **TKDA**

ENGINEERS ARCHITECTS PLANNERS



Land Use

- | | | | |
|--|-------------------------------------|--|-----|
| | C | | RED |
| | BP - 40 Employees/Acre | | NC |
| | PF | | ROW |
| | RAD - 0.45 DU/Acre | | WAT |
| | RAD - 2 DU/Acre | | VR |
| | URD - Cimarron | | |
| | SRD - 3.5 DU/Acre | | |
| | LB Future sewer - 40 Employees/Acre | | |
| | LB Non-sewer | | |

Existing Land Uses	Land Use Descriptions	Area (Acres)
BP	Business Park	121
C	Commercial	114
LB	Limited Business	243
PF	Public/Semi-Public Facilities	3450
RAD	Rural Agricultural Density	7020
RED	Residential Estates Density	760
ROW	Right-of-Way	509
SRD	Single-family Residential Density	1709
URD	Urban Residential Density	169
WAT	Water	1155
TOTAL		15250

Future Land Uses	Total Area (Acres)	Village Area (Acres)	South of 10th (Acres)
BP	362		362
C	58	54	1
LB Future sewer	16		16
LB Non-sewer	45		
NC	1658	116	
PF	3381	23	122
RAD	5029		74
RAD2	142		
RED	691		153
ROW	545	45	161
SRD3.5	1069		1069
URD	169		169
WAT	1155		25
VR-HD	7	7	
VR-LD	77	77	
VR-MU/MD	86	86	
VR-P/S	43	43	
VR-GB	717	717	
TOTAL	15,250	1,168	2,152

Relationship to the Regional Development Framework

During the development, review and local adoption of this Land Use Plan the City Staff, Planning Commission, and City Council reflected repeatedly on the relationship of the Plan to the 2030 Regional Development Framework and the Metropolitan Council Draft 2030 Water Resources Management Plan. The details and amplifications of the 2005 Memorandum of Understanding (hereafter, “2005 MOU”) have been incorporated in the Land Use Plan to the extent that such details and amplification modify or expand the Framework and/or Draft Water Resources Plan. MOU takes precedence where there is conflict with the Framework or Water Resources Plan.

The Village Land Use Plan

This 1300 acre portion of the City was the subject of focused study by the Lake Elmo Village Commission, the Lake Elmo Planning Commission, and the Lake Elmo City Council from 1996 to 2004. The Plan for the Village Area reflects a series of strategy and development policies recommended by the Village Commission and the Planning Commission. Significant study and reports that have formed the foundation for the Village Land Use Plan include the following:

1. The 1996 report of the Minnesota Design Team.
2. The Old Village Inventory completed by the Village Commission in 1999.
3. The Old Village core area Urban Design Study, completed by Thorbeck Architects in 1999, under contract to the City of Lake Elmo.
4. The 2000 report and Design Study of Calthorpe, under contract to the Metropolitan Council – “Smart Growth.”
5. The 2002 Design Work of Thorbeck & Associates
6. The 2003 Water Supply, Traffic and Surface Water Reports of TKDA

The Village Land Use Plan reflects several basic and controlling premises:

1. The Old Village Area will continue to function as the core of the City.
2. Most public services and facilities for the City will be located in the Old Village Area.
3. Most business outlets for convenience scale goods and services for City residents will be located in the Old Village Area.
4. The existing Old Village area will gradually undergo public and private renewal efforts.
5. The future physical extent of the Village Area, both commercial and residential, will be spatially delimited by an extensive concentric permanent Green Belt where the extent of Village development is not already constrained by the Regional Park and the namesake lake.
6. Add Family Center.
7. Add housing for disabled.
8. Variety of housing types and values.
9. Active Use Central Park.

Lake Elmo Old Village Master Plan

Introduction

Background

In the summer of 2005, the City of Lake Elmo retained a team led by Robert Engstrom Companies to prepare a Master Plan to guide anticipated development in and around the historic Old Village. Fresh from an agreement with the Metropolitan Council, the City focused on the need to preserve the character of the Old Village as it prepared to accept 440 units of new housing, with a bonus system to allow an increase to 600 units. With the extension of sanitary sewer into the Old Village as part of the agreement with Met Council, it became apparent that the amount of land poised for new housing could – if improperly developed – dramatically alter the landscape of the Old Village, forever compromising its unique scale and charm.

The design team, which also included Jerry Mazzara of Design Forum and Bob Close and Bruce Jacobson of Close Landscape Architecture, was charged with two areas of focus – 1) to prepare a physical plan with associated guidelines, and 2) to provide a strategy for determining the number of units that should be allotted to each land owner/developer. This two-pronged approach, the City posited, could conceivably unite developer and City interests, resulting in a development pattern that would relate to – and strengthen – the community character.

Political Context

The City of Lake Elmo, including the Council, Planning Commission, Parks Commission and Staff, has maintained firm resolve about controlling new development in their community. The directive that resulted from the Metropolitan Council's 2030 Regional Development Framework, which projects an additional million residents in the seven county area over the next two decades, was for each suburban community to shoulder a portion of the development burden. Much of the focus in Lake Elmo was along the Interstate 94 corridor., which borders the south edge of the City where owners of several large land tracts used for agricultural purposes to minimize taxation have been heavily lobbying the City Council, political candidates and the metro Council to allow them to sell their land to developers for the highest possible amount without regard to resultant economic, social, transportation or environmental consequences.

Following a period of disagreement about the amount and type of development the City should accept and where it should occur, the Met Council and City reached accord. With the political issues behind them, the City shifted its focus to the important issue of how development should behave to reinforce the qualities that make Lake Elmo a distinctive village.

Physical Context

Located east of downtown Saint Paul, the residents of Lake Elmo have defied real estate interests and kept the City relatively rural. Like European towns, the edges of the Old Village are clearly defined; one can literally walk into a cornfield from the outfield of the

local ball diamond – a real-life example from *Field of Dreams* and a highly unusual model in the suburban metropolitan area. The town includes a small historic Main Street – not glamorous but containing several lovely buildings and an intimate scale, interrupted only during the production of a nationally shown movie, and the more regular train whistles.

State Highway 5, also known as Stillwater Boulevard, is currently under state auspices and runs east-west through the community, connecting to Stillwater to the east and Minneapolis/St. Paul to the west. The highway has a rural section, with ditches, culverts and large setbacks to buildings. Approximately 12,000 cars traverse the road a day, most coming during the morning and evening rush hours. The City has expressed interest in having the roadway turned over from the State to the City. There are no signalized intersections or stop signs on Highway 5 in the Old Village, only stop signs from side streets. Crossing during rush hours can be extremely difficult. A low occupancy portion of the road is 4 lane divided, while the Downtown section has 2 lanes which have much lower posted speeds and much higher traffic.

County Road 17, Lake Elmo Avenue, runs north-south through the heart of the Old Village (it is the historic Main Street), linking north to Highway 36 and south to the I-94 frontage road. The road jogs about a block to the east as a ¼ mile section of Highway 5, which is both confusing and – during rush hours – slow and dangerous.

County Road 15, Manning Trail, runs north-south on the east side of the Old Village, connecting Stillwater Boulevard to I-94. This is a preferred route for many commuters; many others reach the same destination through the Old Village.

Two significant lakes and associated parks contribute to the quality of life in the Old Village: Lake Elmo and Lake Elmo Regional Park are located on the southwest side of the community, the 30 acre Reid Park on the south side of the Village, the smaller Lions and VFW parks in the middle of the City, and Sunfish Lake and Sunfish Lake Park are to the west - both beautiful amenities for community residents and other visitors.

The Lake Elmo airport is across Manning Trail in Baytown Township. Primarily a recreational facility, the flight paths are a danger to future development and some future development is a danger to the users who require at least \$1 billion in land development restrictions, affecting possible development sites on the east side of town. Likewise, a stormwater management plan has been developed for the City, which suggests the need for more aggressive treatment with wetlands or ponds. There may be conflicts between the airport needs and stormwater requirements.

A number of new developments lie on the outskirts of the Old Village. In virtually all of them, the City's OP zoning designation guided site design so major portions of the developments are retained as open space. Trails, existing and proposed, are planned to connect to several of the neighborhoods

Overview and Objectives

The Old Village Master Plan focuses on downtown Lake Elmo and farm land immediately surrounding it. The plan addresses existing and future land use, location and character of new roads, locations for new parks and open spaces, and stormwater management strategies. Supporting the plan are architectural and site guidelines, which may form the basis of an overlay zoning district, should the City choose to implement one. Form-based zoning, which speaks more to urban form with mixed land uses, may be much more appropriate than traditional zoning in the Old Village.

The primary objective of this plan is to create a blueprint for equitable development that builds on existing community strengths such as the compact, walkable core and easy access to recreation. The plan recommends locating new neighborhoods contiguous to the existing core and emphasizing walking connections between neighborhoods and the core and within the neighborhoods themselves.

The Master Plan will include the civic buildings, new retail and service businesses, lifestyle housing, and recreational/open spaces that will combine to make a highly desirable, sustainable and welcoming center for the City.

The Urban Design Framework

The proposed urban design framework builds on the existing strengths of Lake Elmo, including a compact assemblage of streets and blocks, a distinct edge, an historic main street and good access to parks and open space. The plan extends these qualities to likely new development to the east, north and west. In addition, it proposes engaging the existing residential neighborhood to the south with the village core and new neighborhoods.

Several key recommendations underpin the long-range framework plan:

- Turn Stillwater Boulevard from a State owned road to a City owned road and change it from a rural to urban section through the Old Village. Bring new mixed-use development to wide sidewalks to create a true “Main Street.”
- Strengthen historic Main Street by preserving historic buildings, adding carefully integrated and designed infill projects, and replacing or upgrading “soft” properties.
- Create a perimeter lane at the edge of the Old Village to link existing and new neighborhoods directly together.
- Create “gateway roundabouts” into the Old Village where the perimeter lane intersects with Stillwater Boulevard, to provide a transition from the rural to the urban section and calm traffic.
- Extend the existing pattern of streets and blocks to the perimeter pedestrian lane, and develop guidelines for a compatible pattern and scale of streets and blocks beyond.
- Establish safe, walkable connections from the historic core to the centers of each new neighborhood.

- Use new civic or public buildings to anchor one end of the city/neighborhood walking route; anchor the other end with a new neighborhood amenity (park, water, etc.)
- Connect the Old Village with existing development on the far side of the greenbelt with paved paths for pedestrian and bicycle usage.
- Incorporate buffer features to mitigate negative impacts of new development on existing Village Area homes and businesses.

A series of possible initiatives, such as a new town hall, a combined Family Service Center and YMCA, and a new library would, if located strategically, provide a unique opportunity to establish key connections between the core and new neighborhoods. By placing these civic uses near the edge of the Old Village and linking them to new neighborhood centers beyond on landscaped streets that extend from the existing block pattern, the walkable character of the existing village would be enhanced and new development would strongly echo the character of the historic core.

Districts and Land Use

Civic districts will be located close to the center of the Old Village, to provide equally good access from existing and developing portions of the community. North of Stillwater Boulevard, the plan calls for a new City Hall and Library complex in the Municipal District, fronted on the road by a symbolic “Village Green” and on axis with Lake Elmo Avenue as one approaches from the south.

Abutting the Municipal District immediately to the west is the proposed Institutional District, encompassing the existing school site with potential expansion room to the west or north. The long-range realignment of Lake Elmo Avenue will allow western expansion of this precinct.

To the east of the core, south of Stillwater Boulevard, the plan proposes a new Family/Recreational District, which would include a new Service Center and YMCA. Easily accessed from larger communities to the east, such as Stillwater and Oak Park Heights, the suggested site would front onto Stillwater Boulevard and extend to the south, connecting to existing city parks.

The Historic District includes Lake Elmo Avenue south of Stillwater Boulevard and the buildings in the immediate vicinity. A mix of uses and building types characterizes the street but with sensitive restoration and infill strategies, it has the potential to become a memorable urban space that would reinforce new mixed-use development along Stillwater Boulevard.

Beyond the proposed civic districts are the proposed new neighborhoods, each with a focal point or neighborhood amenity that ties directly back into the Old Village via “green streets” or other pedestrian and bicycle-friendly routes. While the new neighborhoods will be developed privately, guidelines will promote a development pattern that strongly recalls the scale and texture of the historic core.

Green Layers

Lake Elmo has an array of recreational opportunities including Lake Elmo Regional Park, Sunfish Lake Park, and a system of trails that have been established with the development of recent neighborhoods. The linkages between parks and public open space remain tenuous however, and the plan suggests a pedestrian “lane,” either on existing streets or in new alignments, that would link new perimeter neighborhoods with existing neighborhoods, unifying the entire community.

This system then, includes both linkages and the spaces to which they connect, such as existing parks in the core, and proposed parks and passive open spaces within new neighborhoods. Together they will form an integrated system that recalls the Minneapolis Park System on a smaller scale. Such a system allows all residents to have easy access to the entire system and the ability to circumnavigate the community on a linear green circuit.

A proposed greenbelt will surround the entire community, including new neighborhoods. It will primarily be a passive space, clearly defining the edge of the village and providing a buffer to surrounding land uses. Trails should be allowed to penetrate the greenbelt, linking to existing neighborhoods and their trail systems such as those in The Fields of St. Croix.

Lake Elmo’s consultant has prepared a stormwater management plan for the City, designed to handle overland flow and retention requirements. The Master Plan recommends modifying the proposed plan to use the required ponding to create water amenities that integrate with the green system, as opposed to isolating them.

There are possible issues related to the operation of the Lake Elmo Airport that may affect the design of the retention ponds. Concerns about waterfowl interfering with the coming and going of aircraft are a foremost concern of the Metropolitan Airports Commission, who regulates the operation of the facility. The use of heavily planted or urban, hard-edged shorelines – as opposed to lawns at the perimeter – are proven strategies for discouraging waterfowl from inhabiting the ponds.

Streets and Blocks

Lake Elmo’s Old Village is characterized by a very compact pattern of streets and blocks north of the railroad. Blocks measure approximately 300’ from centerline to centerline of bordering streets on the east and west, with varying north-south dimensions. South of the rail line, the blocks become less regular, located more organically in response to landform and water bodies. Both north and south of the railroad, commercial, office, and residential buildings are modestly scaled and the general character is remarkably intimate.

New developments on the outskirts of the Old Village vary in character, some having very compact street systems and lot sizes, and others assuming a more traditional suburban scale. In most cases however, recent development has retained large areas of common open space, a signature of the City.

The Old Village Master Plan recommends extending the compact fabric of streets and blocks outward toward the new neighborhoods that are planned at its perimeter. Through

the use of development guidelines, the plan reinforces the importance of retaining the unique qualities that make the Old Village unique.

Infrastructure

Growth and revitalization require new and upgraded infrastructure, and Lake Elmo is embarking on a process that will address the physical things that we see such as sidewalks, lighting, parking, signage, and roads, and the support systems that we do not such as underground utilities, Wi-Fi, soil remediation, and brownfield remediation.

Sanitary sewer in and around the Old Village, heretofore accommodated through the use of private septic systems and municipality-owned collector systems (201), will now be served by a new extension of the regional sanitary sewer system from the south into the Old Village. There will be more than adequate capacity to accommodate the number of housing units proposed under the City's agreement with the Met Council.

Other utilities will also be upgraded as new housing development comes online. While this plan does not address those issues with any specificity, it recognizes that these systems will have to be in place to accept the demands of up to 600 new units of housing in the "new" Old Village.

Policy and Process

Overview

Without strong leadership and sound policy, the best of plans will be compromised. Through a series of steps, the vision plan should be translated into policy, which provides the “teeth” to ensure that the vision will be realized. This requires the political will and leadership to translate design and development guidelines into zoning criteria, which in turn will give the City the power to control their own destiny.

Zoning Code / Overlay District

The Old Village is an entity that should not be treated as a collection of disparate pieces but instead as a whole. Using this assumption, the City will develop an overlay district that will have the flexibility to allow changing uses within the district while preserving its scale and character. Like Grand Avenue in St. Paul, MN, where housing and retail sit side by side – and where housing sometimes becomes retail in the same building (which is, by the way, also the case on Lake Elmo’s historic Main Street), it is the preservation of the whole that trumps the single use considerations.

A second Village Plan implementation element directly addresses the urban form of the Old Village. Often referred to as “form-based zoning,” this method of zoning speaks to the architectural character of buildings and relationship to the public realm. An early example is on the Toronto waterfront, where the City was far more concerned with how buildings addressed the street, provided activity at grade, created plentiful fenestration and so forth, than they were with the particular land use within the building.

A third element of the Village Area Plan implementation strategy will be the adoption of zoning ordinance provisions for the Transfer of Development Rights (TDR). This tool will enable the permanent preservation of the Village Area “green belt” feature while ensuring the owners of land partially or totally within the depicted “green belt” to market the development rights enjoyed by them responsive to 2005 zoning of their lands. TDR will then enable execution of the higher density residential and extended commercial land use that the Village Area Plan provides for within the “green belt” confines by addition of the transferred development rights to uses and densities by 2005 planning and zoning.

The implementation of the Village Plan may further be aided by zoning provisions that will provide density and use incentives to property owners within the “green belt” in return for development design features responsive to the Village Area Plan and other related City plans and policies.

Response to the Metropolitan Airport Commission (MAC)

The Lake Elmo airport is primarily a recreational facility, although there has been occasional interest by corporations to allow businesses to use the facility. No plans or significant changes in use are currently being considered. However, preliminary plans to subsidize the construction of a corporate jet runway on this airport have been shown for 20 years. More recently Northwest Airlines has challenged its operational subsidies to Reliever Airports. The Lake Elmo Airport is one of two airports proposed for closure

before the end of the 2030 planning period. Plans for a new runway have been studied and may impact new residential development at the eastern end of the Old Village.

MAC has concerns about creating new water bodies near the airport. There exists the potential for waterfowl interfering with safe flying, especially if the water body is inviting for birds. The City is also facing a serious issue with stormwater and will be required to accommodate it as new development occurs. The preliminary plans by the City's consultant suggest that the eastern end of the Old Village is in fact the most appropriate place for water to be managed and stored.

Given the conflict between stormwater requirements, development rights and airport needs, it appears that compromise will be a necessity, and that two possible approaches should be explored:

- Store water in ponds that have edges that are inhospitable to waterfowl.
- Have the Met Council purchase the development rights that are afforded to other land owners, some of whom are being ordered to develop.

Demographic Forecasts

The Metropolitan Council has developed housing and demographic estimates for all Metro Area governmental units for the 2030 Regional Development Framework (Appendix A) through 2030. The methodology of those forecasts is “top down,” beginning with regional trends, and then “assigning” portions of those regional trends to the various sectors of the 7 county region, based on historic trends related to that sector.

A significant regional (and nationwide) trend since the 1970's has been a steady decline in household size (persons per household); coupled with an increase in the importance of households rather than population in the calculus of planners. When applied to local demographics, however, the planner's focus on household size decreases (and correlating increases in numbers of dwelling units required for a given population) must be tempered by reality.

Staged Development

The Land Use Plan significantly differs from those previously prepared by the City by corresponding to the Planning Policy provisions regarding introduction of Regional wastewater service and the resulting mandated development density in portions of the City. City Planning Policy also directs adoption of a Development Staging Plan through 2030 that prescribes the pace of new development within the City. The Development Staging Plan is a critical component of the Comprehensive Plan that will insure that the City's ability to deliver municipal services, the City's ability to efficiently construct required public infrastructure to service new and existing residents and businesses, and the City's financial well being are all matched to a prescribed maximum pace of growth in new residents and employment over the planning period to 2030.

Multiple factors have been analyzed and incorporated in preparation of the Development Staging Plan, including, but not limited to:

1. The 2030 population and employment forecasts contained in Appendix A of the Metropolitan Council 2030 Development Framework – as adjusted in regard to forecasted persons-per-dwelling unit and the 2005 MOU.
2. The Regional wastewater flow targets for Lake Elmo from the Metropolitan Council Draft 2030 Water Resources Management Plan.
3. Paragraphs #2 and #5 of the City of Lake Elmo/Metropolitan Council 2005 MOU.
4. The City of Lake Elmo Community Facilities and Staffing Report – 2002

With respect to Regionally seweraged growth, Paragraph #5 of the 2005 MOU details the planned Regional Wastewater capacities available to Lake Elmo as follows:

	REC	MGD
To WONE Interceptor - Metro Plant (estimated construction completion: Dec. 2006)	1,825	0.50
To Cottage Grove Interceptor - Eagles Point Plant		
Phase I (estimated construction completion: Dec. 2007)	1,825	0.50
Phase II (estimated construction completion: Dec. 2010)	4,675	1.28
Total	8,325	2.28

As required by the Metropolitan Council “Local Planning Handbook,” the Lake Elmo Development Staging Plan, in 5 year increments, shall be as follows:

	2000	2005	2010	2015	2020	2025	2030
Total Households	2347	2750	3619	5114	6324	7524	8727
Households							
Old Village – Sewered	0	0	515	600	600	600	1100
Cimarron – Sewered	0	0	0	0	500	500	500
Other Sewered	0	0	0	1050	1900	2750	3600
Total Population	6863	7700	9952	14064	18403	21895	24000
Total Sew. Employees	1000	1000	1000	3800	5950	8800	13000
Total Employment	1636	1943	2250	5050	7200	10050	14000

The foregoing projections of seweraged and unsewered dwelling units, population and employment shall be reviewed by the City at 5 year increments utilizing the data of the US Census Bureau for even year increments and the official estimates of the Metropolitan Council for odd year increments – when such data becomes available to the Public. If it is determined that the actual production of dwelling units, population and employment within the City is not equal to or greater than the foregoing projections, the City, with the cooperation and concurrence of the Metropolitan Council, will development measures to overcome any shortfalls during the ensuing 5 year period.

The City will adopt legal provisions to maintain this Staging Plan that may include a limitation on annual number of lots approved for platting, number of building permits issued, geographic extent of allowable development, or some combination of these or other suitable provisions. Such staging provisions shall provide for acceleration of the



STAGING PLAN

Lake Elmo Comprehensive Plan 2005 - 2030

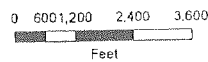
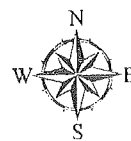
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Map Date: August 24, 2005

Created By: **TKDA**

ENGINEERS ARCHITECTS PLANNERS



Staging

- Pre-2005 Non-sewered Development
- Stage I: 2005 - 2010
- Stage II: 2010 - 2015
- Stage III: 2015 - 2020
- Stage IV: 2020 - 2030
- PF
- ROW
- WAT
- Old Village

Staging Plan if such acceleration is found by the City Council to be demonstrably in the best interests of the City.

Except as hereinafter provided, should the periodic review reveal the City has not attained the projected population and the projected use of REC units, the City will implement the following remedial measures in a manner which is proportional to the shortfall and reflects the annual sewer charges established by the Metropolitan Council, provided that, a “wastewater inefficiency fee” will not be imposed if imposing such fee would be in conflict with any of the provisions of the Memorandum of Understanding and, in no case will the implementation of these remedial measures result in year 2030 projections of sewerage dwelling units, sewerage employment, total dwelling units or population in excess of those agreed to by the City and the Metropolitan Council by the 2005 Memorandum of Understanding between the City and the Metropolitan Council.

1. Automatic adjustment of the growth staging table to reflect the growth of households, population and RECs needed to meet the population commitments the City agreed to under the Memorandum of Understanding. The adjusted growth staging table, upon approval of the Metropolitan Council, shall be deemed to be immediately incorporated in the City’s comprehensive plan. This remedy includes appropriate and timely modification of official controls, e.g., zoning and subdivision ordinances which are consistent with the comprehensive plan, in accordance with state law, to implement the comprehensive plan.
2. If the City does not meet its population commitment in 2010, its household commitments for 2015, 2020, 2025 and 2030 shall each be adjusted upward by an amount equal to the difference between the committed population and the actual population in 2010, multiplied by 0.5. This process shall be repeated in 2015, 2020, 2025 and 2030. Housing units added under this provision shall be added at an average density of at least 3 units per acre.

If the City does not meet its REC commitments in 2010, it shall pay to the Metropolitan Council a “wastewater inefficiency fee” (WIF) to help pay the operation, maintenance, and capital costs of underutilized regional wastewater infrastructure and the costs of providing regional sewer service for development elsewhere in the region that would have occurred within the City. A determination will be made on the number of deficient RECs by subtracting actual RECs from the committed RECs identified in the adopted comprehensive plan. A WIF shall be paid for every deficient REC and will be due on the dates specified below.

<u>Time Frame</u>	<u>Estimated WIF per Each Deficient REC</u>	<u>Payment Date</u>
2007-2010	\$2,600.00	January 31, 2011
2010-2015	\$4,200.00	January 31, 2016
2015-2020	\$5,200.00	January 31, 2021
2020-2025	\$5,500.00	January 31, 2026
2025-2030	\$5,700.00	January 31, 2031

If the City achieves the committed number of RECs after a WIF is assessed to the City, a service availability charge (SAC) credit will be granted for each deficiency REC for which a WIF was assessed. The SAC credit will be granted at the end of each five-year staging period.

Conditions beyond the control of the City, such as a reduction in housing construction in the region's development communities, due to a downturn in the economy or a long-term recession, may adversely affect the City's ability to meet its population, household and REC commitments. Accordingly, if the City has been unable to meet its population, household and REC commitments because of adverse economic conditions, the City may petition the Metropolitan Council for a modification of the growth staging components of the plan if, after the end of a five-year staging period, the following circumstance is verified: the City's production of population households and RECs as a percent, as a percentage of the population, household and REC commitments stated in the growth staging table, equals or exceeds the regions developing communities production of population, households and RECs as a percentage of the regions developing communities forecasted population, households and RECs. If the City's right to petition is triggered and the City petitions the Metropolitan Council for modifications, the Metropolitan Council will not unreasonably deny the petition.