



STAFF REPORT
DATE: 5/8/2018
AGENDA ITEM: 4

TO: City Council
FROM: Emily Becker, Planning Director
ITEM: Draft 2040 Comprehensive Plan Update
REVIEWED BY: Jennifer Haskamp, Swanson Haskamp Consulting

BACKGROUND:

The Council has requested a workshop to review a draft of the 2040 Comprehensive Plan Update. A public hearing was held May 7 and will continue to May 30, 2018.

REVIEW AND ANALYSIS:

The proposed 2040 Comprehensive Plan Update includes the chapters outlined below. Each chapter provides an introduction explaining its purpose and goals. Please note that Chapter 7: Transportation, Chapter 8: Surface Water, Chapter 9: Wastewater Services, and Chapter 10: Water Supply are still being drafted and will be considered at the May 30, 2018 public hearing. Please also note that the implementation of these chapters are still under review by the City Engineer.

- Chapter 1: Community Context
- Chapter 2: Vision, Goals and Strategies
- Chapter 3: Land Use
- Chapter 4: Balanced Development and Growth
- Chapter 5: Housing
- Chapter 6: Parks, Trails, and Open Space
- Chapter 11: Implementation

The Council was previously forwarded Chapters 1-6 of the Plan. Please note that there have been amendments to Chapters 3 and 6, and a new chapter, Chapter 11: Implementation, has been added.

A draft of the Comprehensive Plan 2040 Update must go out to jurisdictional review by the end of June in order to meet the deadline required by the Metropolitan Council of December 31, 2018. Council will be considering the draft at its June meetings after the public hearing is closed.

Extension. Due to the recent number of Comprehensive Plan Amendments that have come forth that could potentially change densities within sewered areas, creating potential effect on the Land Use Plan and Wastewater Facilities chapters; closure of well #1 due to its levels of perfluorochemicals, which will require changes to the Water Supply chapter; and Staff changes, the City has experienced delays in the Update. The Metropolitan Council allows communities to request an extension of up to 12 months to the 2040 Comprehensive Plan Update submittal deadline. In order to do this, communities must submit an adopted resolution and a completed extension request form by May 31, 2018. The Metropolitan Council will then review these requests.

Because it is a tight deadline to get the plan approved to go to adjacent jurisdictional review by June, Staff would recommend that the City Council consider adopting a resolution requesting this extension. In order to request this extension, Metropolitan Council requires a schedule. Staff would recommend that Council

direct Staff to prepare this resolution and specify a schedule by which the Council believes the Plan could be submitted for jurisdictional review and to the Metropolitan Council. This resolution would be adopted at the May 15, 2018 Council meeting.

RECOMMENDATION:

Staff recommends that the Council review the draft chapters and provide feedback and direct Staff to draft a Resolution that the Council would adopt at its May 15, 2018 meeting.

ATTACHMENTS:

1. Draft 2040 Comprehensive Plan Update – Chapters 1-6 and 11
2. Metropolitan Council Checklist of Minimum Requirements for Lake Elmo

Chapter 1: Community & Planning Context

Today and Tomorrow





INTRODUCTION

The City of Lake Elmo is located half-way between the downtown urban core of Saint Paul and the pristine St Croix River Valley, offering an idyllic mix of rural amenities, natural scenery, outdoor recreation, and suburban convenience. The City's location and accessibility has made it one of the most desirable, and fastest growing communities in the Twin Cities metropolitan area over the past decade. With growth comes change, and the City must be prepared to capitalize on its regional position while maintaining its vision for the future and protecting its small-town charm that has defined the community for many decades.

The City is at an important time in its history as new neighborhoods are springing up throughout the high growth areas, the Old Village is adding new households and businesses and existing neighborhoods begin to age and require renewed focus and attention. The Chapters that follow describe, highlight and address some of these influences in the community and provide guidance and direction to the City as it continues to grow and evolve over this planning period.

3

However, before we can begin to develop a plan for the community's future it is important to first establish the City's context within the region and understand the framework from which the subsequent sections of this plan are derived. The following sections provide a snapshot of the community's context which summarizes a more detailed set of data which can be found in Appendix X: Background Report. This chapter is intended to provide context regarding the following:

- Summary of current demographic and socio-economic trends
- Current market snapshot (local and regional)
- Planning Context

Metropolitan Council (regional)

Local (objectives established and local process)

2040 Community & Planning Context Highlights – What's to Come

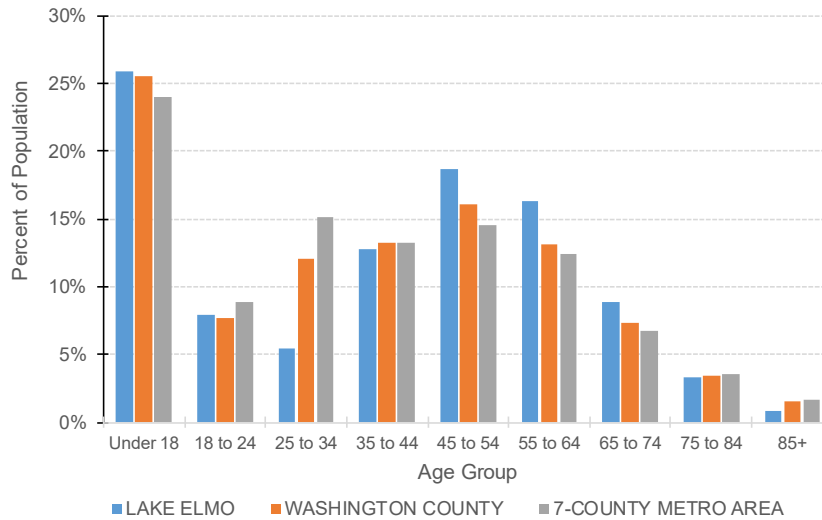
- » Lake Elmo is expected to grow over this planning period with the majority of growth planned in areas designated by the Metropolitan Council as Emerging Suburban Edge.
- » The areas designated as Rural Residential by the Metropolitan Council are planned for modest growth similar to existing neighborhood and development patterns.

COMMUNITY DEMOGRAPHICS & SOCIO-ECONOMIC

The City of Lake Elmo covers approximately 24 square miles of land and borders other suburban and rural communities, including Oakdale to the west, Grant to the north, Oak Park Heights, Baytown and West Lakeland Townships to the east, and Woodbury to the south. In 2016, the population of Lake Elmo was estimated at 8,748 people with 3,001 households (Minnesota State Demographic Center). Other key 2015 demographic statistics compiled from the American Community Survey and US Census include:

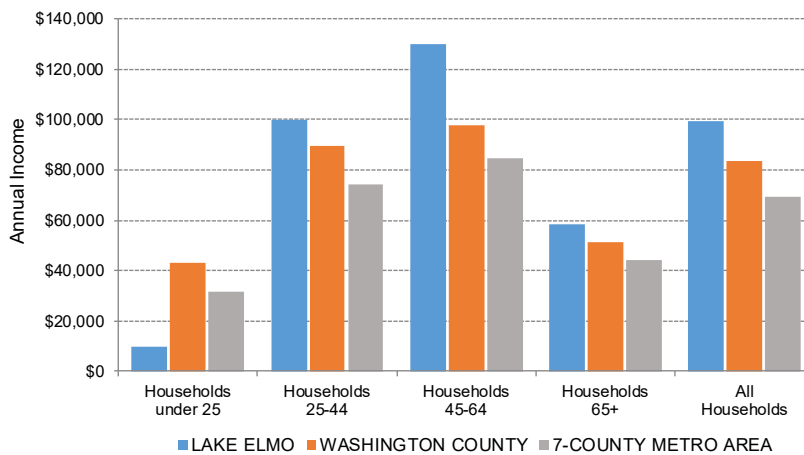
- The median household income of Lake Elmo residents was \$96,944 which far exceed the median household income of the seven county metropolitan area. 7.2% of Lake Elmo residents live in poverty.
- The largest Lake Elmo racial/ethnic groups are White (93.0%) followed by Hispanic (3.8%) and Asian (1.8%).
- The median age for Lake Elmo residents is 42.9 years young. The gender split is 50:50.

Table 1-1. Age of Population 2015 - Lake Elmo & Region



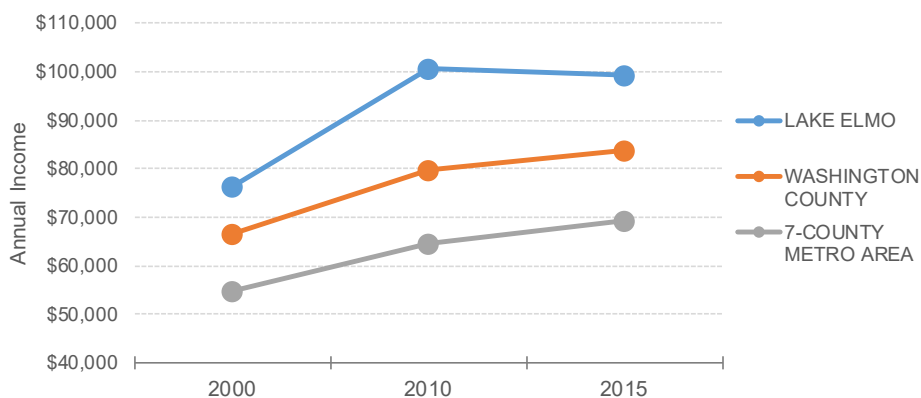
Source: US Census

Table 1-2. Median Household Income by Age of Householder 2015



Source: US Census

Table 1-3. Median Household Income 2000 - 2015



Source: US Census

Market Snapshot

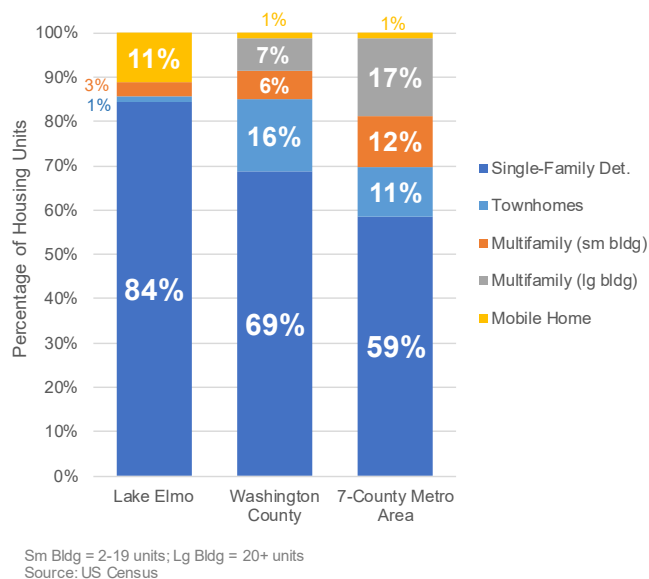
To plan for the City's future, it is important to understand the current market dynamics in the community, and to compare those to the larger region to understand how Lake Elmo compares. As indicated in the subsequent sections, because the City has only recently introduced municipal services into the community it has a relatively homogeneous housing market compared to both Washington County and the greater 7-County Metro Area.

Households and Housing Types

The households in 2015 were overwhelmingly dominated by detached single-family housing types (84%), a rate that far exceeds the metropolitan average of 59%. The next largest percentage of housing stock in the city is mobile homes (11%) which is also unique compared to both Washington County and the greater region. Providing a range of housing types within a community allows for more opportunity to accommodate various ages of residents, life-cycle housing options, and options for residents of mixed income levels to locate. The lack of diversity in housing types, and how this might be addressed, is discussed further in the Land Use, Balanced Development & Growth, and Housing Chapters of this Comprehensive Plan.

6

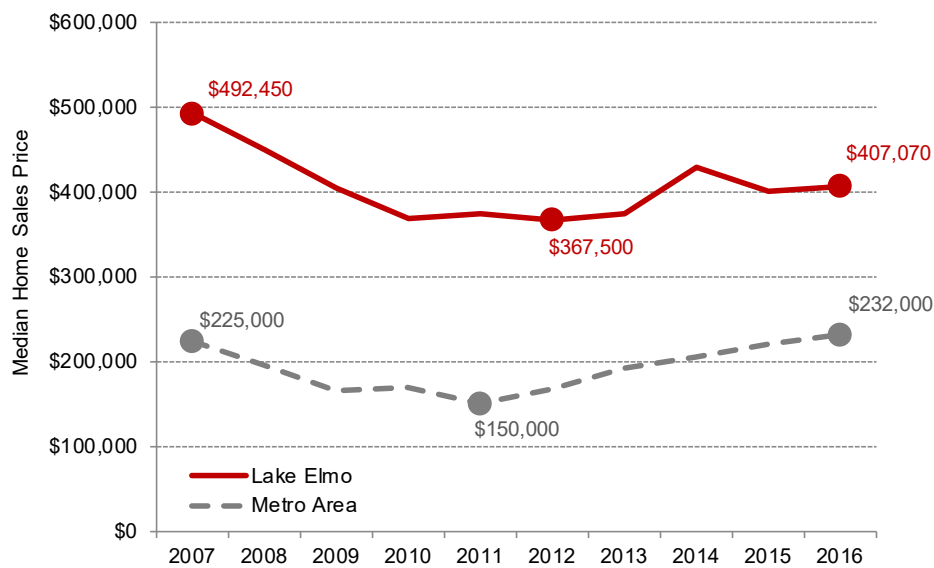
Table 1-4 Housing Structure Type - 2015



Housing Market Trends

According to data from the Minneapolis Association of Realtors, the median home sales price for Lake Elmo in 2016 was \$407,070. This was over 75% more than the metropolitan area median home sales price \$232,000. This indicates that the existing housing stock in Lake Elmo is expensive compared to the rest of the region. The number of sales in Lake Elmo appears to be picking up significantly after several years of slow sales. This suggests that new developments may be driving the increase in the number of sales. Additionally, new product types are slowly entering the Lake Elmo market in neighborhoods such as Savona that have a small pocket of townhomes that were developed in the past three years. As new housing types enter the market greater pricing diversity is likely to occur, which may begin to bring the City's median home pricing closer to that of similarly situated communities in Washington County.

Table 1-5 Median Home Sales Price 2007 - 2015



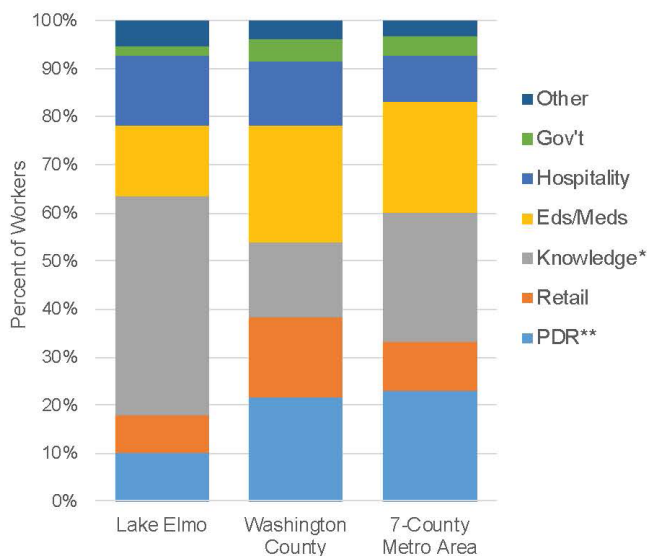
Source: Minneapolis Area Association of Realtors

Commercial

Although Lake Elmo is still largely defined by its residential character, its employment base has been steadily growing and diversifying in recent years. Employment in a community can influence not only its tax base and land use but also impact the types of housing demanded and support of certain types of retail.

Between 2000 and 2015, Lake Elmo's employment base increased by more than 850 jobs or 53%. Industries that have led this growth have been in the high-paying "knowledge" sectors of Information, Finance, and Professional and Management Services. Hospitality has also contributed to this growth as well. The City's interest in continuing to provide land and opportunities for business and retail in the community is further discussed and planned for within the Land Use and Balanced Development & Growth Chapters of this Plan.

Table 1-6 Employment Profile by Industry 2015



* Knowledge = Consists of "knowledge-based" industry sectors, such as Information, Finance, and Professional Services/Management

** PDR = Production, Distribution, and Repair industry sectors (i.e., Manufacturing, Construction, Transportation, Utilities, etc.)

Sources: Minnesota Department of Employment and Economic Development, QCEW dataset; Perkins+Will

PLANNING CONTEXT

The planning context of this 2040 Comprehensive Plan Update (Plan) is also an important consideration to understand how and why the subsequent chapters of this planning document were created. While the City's location in the region and current market dynamics provide context to where and why certain characteristics are emphasized within this Plan; the Planning Context establishes the requirements of this planning effort that must be addressed and also describes who was involved at the local level in the creation of this Plan. The following sections will define the planning context of the following:

1. Regional context and requirements (Metropolitan Council)
2. Local context and objectives guiding Plan development

Regional context and requirements – Metropolitan Council

Communities often wonder when, and why, they should prepare an update to their Comprehensive Plan. The Metropolitan Land Planning Act requires all cities and counties in the Twin Cities Metropolitan Area (seven county) to adopt a Comprehensive Plan, and to update and amend those plans on a decennial basis for consistency with the regional systems. The Plan update may address a broad spectrum of issues important to the community, but at a minimum the Plan must be updated for conformance with the Metropolitan Council's regional system plans that include transportation (highways and transit), water resources (wastewater services), airports, parks and open space.

To clearly define how a City must establish conformance with the Metropolitan Council's requirements the Metropolitan Council issues a System Statement to each community in advance of the decennial Plan update period. Within the System Statement, the Metropolitan Council outlines and details the key areas of the City of Lake Elmo's Plan update that must be addressed for compliance with regional systems. The following information provides a summary of the System Statement requirements that were considered and planned for within subsequent sections of this Plan update.

Community Designations

The Metropolitan Council groups cities and communities with similar characteristics into Community Designations for the application of regional policies. Lake Elmo is designated as both an Emerging Suburban Edge and Rural Residential community. These designations reflect the historic development patterns within the community, acknowledge the community's location and role in the regional metropolitan area, and identify a necessary balance for intended land use and infrastructure planning. It is the duty of both the Metropolitan Council and the City of Lake Elmo to guide forecasted grow in a sustainable and fiscally responsible way that supports the objectives and requirements of these designations. The geographic location of each of these planning areas as provided in the 2015 Lake Elmo System Statement can be found on Map 1-1.

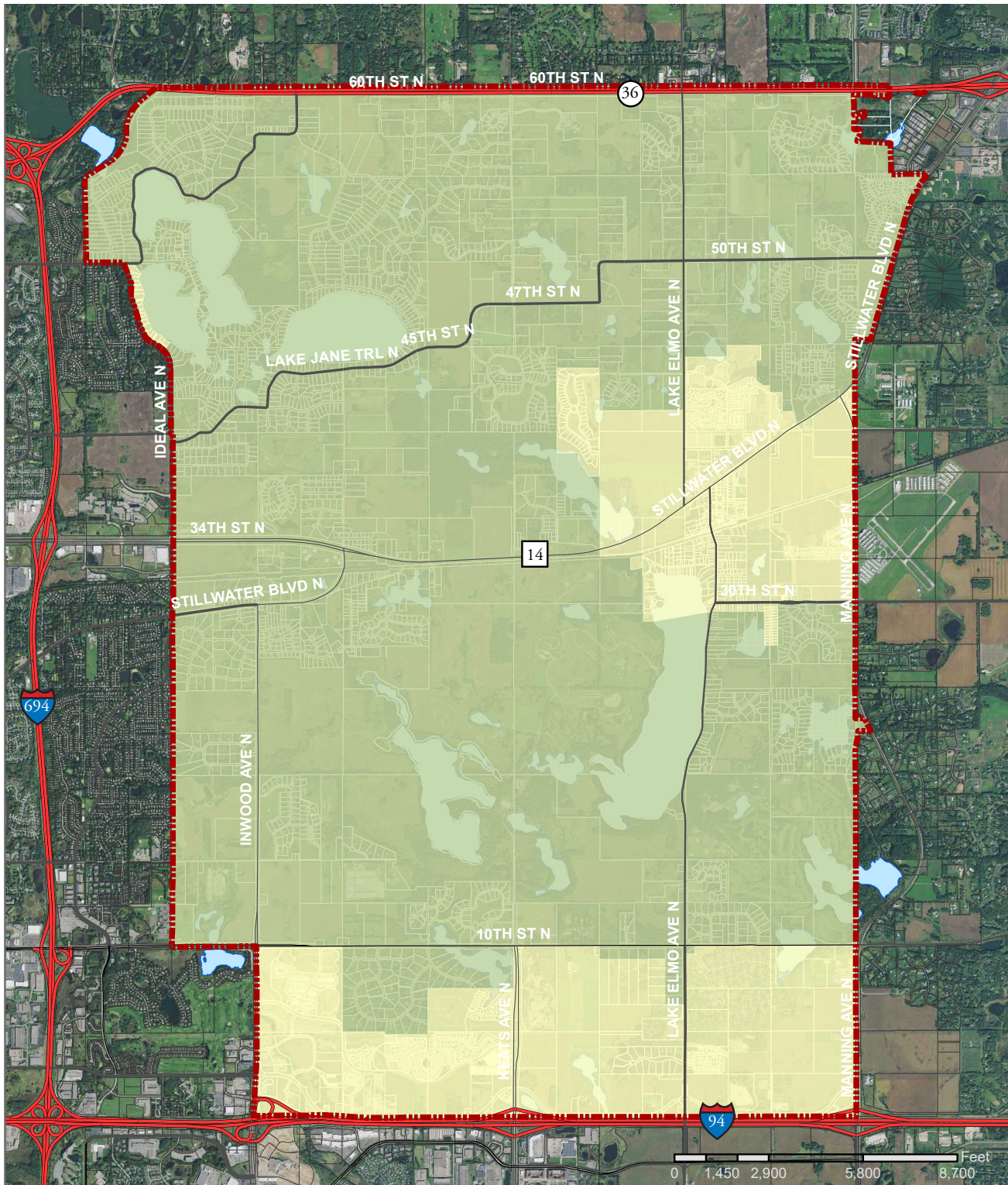
10

The Emerging Suburban Edge designation includes cities, townships and portions of both that are in the early stages of transitioning into urbanized levels of development. Emerging Suburban Edge communities are expected to plan for forecasted population and household growth at average densities of **at least 3-5 units per acre** for new development and redevelopment. In addition, Emerging Suburban Edge communities are expected to target opportunities for more intensive development near regional transit investments at densities and in a manner articulated in the *2040 Transportation Policy Plan*.

Rural Residential designated areas have residential patterns characterized by large lots and do not have plans to provide urban infrastructure, such as centralized wastewater treatment within this planning period. Many of these communities have topographical development limitations and a development pattern with lot sizes that generally range from 1-2.5 units per acre. Rural Residential communities are expected to discourage future development of rural residential patterns with lots less than 2.5 acres and, where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres.

Lake Elmo has an obligation to fulfill its Community Role based on these designations. These roles and responsibilities are discussed further in the Land Use, Balanced Development & Growth, Housing and Implementation chapters of this Plan update.

Map 1-1. Thrive MSP 2040 Community Designations



ThriveMSP 2040 Community Designation

- Emerging Suburban Edge
- Rural Residential

Source: Metropolitan Council, MnGEO
 Prepared by: SHC
 Date: 4/24/2017



Forecasted Growth

The 2015 Lake Elmo System Statement identified forecasted population, household and employment growth expectations that Lake Elmo is required to plan for through the year 2040. The City's role is to prepare a Comprehensive Plan update that:

- Plans for development that supports forecasted growth at appropriate densities as articulated in the land use policies consistent with the City's community designations.
- Plan and develop interconnected and well-connected local streets, adequate stormwater infrastructure, adequate water supply, and properly managed subsurface sewage treatment systems to support local growth forecasts.
- Develop plans to improve conditions for and encourage walking and bicycling where appropriate.
- Maintain, replace, or expand local facilities and infrastructure to meet growth and development needs.
- Adopt and implement the local comprehensive plan following Council review.

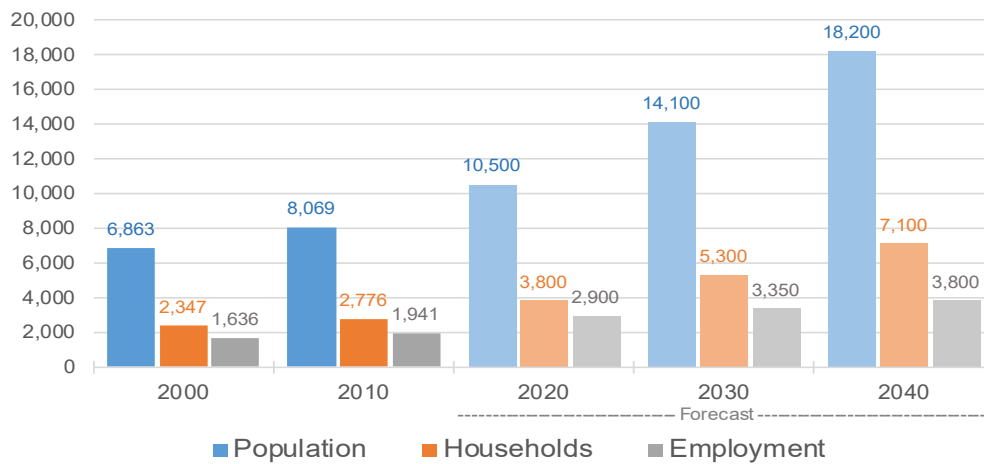
Summarized from Thrive MSP 2040 Land Use Policy, Metropolitan Council

Table 1-7. 2015 Lake Elmo System Statement (Change this to Sewered Unsewered Table)

	2010 (actual)	2020 (est.)	2030	2040
Population Unsewered	8,061	6,788	7,140	7,992
Population MUSA	0	3,712	6,960	10,208
Households Unsewered	2,776	2,441	2,760	3,379
Households MUSA	0	1,359	2,540	3,721
Employment Unsewered	1,318	562	562	562
Employment MUSA	623	2,338	2,788	3,238

2015 Lake Elmo System Statement, Metropolitan Council

Table 1-8. Metropolitan Council Projections



According

According to this forecast, Lake Elmo will more than double its population and add more than 2.5 times the number of households counted in the last census (2010). Employment will add another 1000 jobs, increasing about 125% from now into 2040.

Local Planning Context and Objectives Guiding Plan Development

The City has prepared this Comprehensive Plan update because it is a requirement of the Metropolitan Council; however, the City decided early in the process that it also posed an opportunity to evaluate the City's long-term planning policies and to see that the 2040 Plan would reflect its goals and aspirations for the future of the community as it continues to evolve and grow.

2040 Plan Update Objectives

The chapters that follow were developed based on the following guiding objectives:

1. Update the Comprehensive Plan for compliance to meet the Metropolitan Council's minimum requirements, while tailoring the Plan to meet the City's long-term vision and aspirations
2. Simplify and synthesize the City's existing adopted Plan to make it easier to read, understand and implement for policy makers, staff, residents, stakeholders and developers.
3. Engage the public early, and often, and let them guide the development of this Plan update.

Engagement process

To achieve the above stated objectives it was essential to have a working group to help guide the development of this Plan. The City appointed an Advisory Panel at the start of this process that included representatives from each of the City's commissions and members of the public. The objective was to involve a diverse representation of the community by appointing stakeholders, new and long-standing residents, and young people. The City was interested in creating a working group that would be committed to the process and would bring diverse perspectives to the planning process.

The Advisory Panel played an integral role to this process and provided meaningful feedback and guidance to Plan development, and also assisted with the efforts to reach out to the larger public. Efforts to solicit feedback from the public include several methods from attending events (going to where people were already going) to stakeholder meetings and online surveys.

At the end of this process all the work of the Advisory Panel, and feedback from the public was synthesized and compiled to provide direction to the Plan chapters that are contained within this Plan update.

Plan Development & Changes from 2030 Plan

The Chapters that follow are the culmination of the efforts of the Advisory Panel, Stakeholder and resident feedback, staff, commissions and the City Council. This Plan is intended to serve as a guide for the community's land use, growth, housing, and infrastructure planning through this planning period. The City acknowledges that the community relies on this Plan to help residents, businesses, stakeholders and developers understand the expectations of development and growth over this planning period. While this Plan makes every effort to lay out a path forward for the next 20-years, it is also intended to be a living document that should be reviewed, updated, and changed when necessary.

This 2040 Plan is a re-write of the previously adopted Plan, but it was informed by previous planning efforts particularly related to the growth areas, infrastructure plans including water and wastewater infrastructure and the transportation system. The chapters that follow consider existing trends in the housing and commercial/retail/business market and project future uses based on expected demand. The City understands that the market place is cyclical, so the projections within the following chapters may occur at a faster or slower pace than anticipated. This is not unusual, and is the reason why it is important to address and update this Plan on a regular basis to ensure it is responsive to current market trends, while maintaining the City's long-term vision and aspirations - regardless of the time line.

15

Chapter 2: Vision, Goals and Strategies

Lake Elmo Today & Tomorrow





INTRODUCTION

Comprehensive Plan Purpose

Perhaps the most important objective in preparing a Comprehensive Plan Update (“Plan”) is to establish the long-term vision, goals and strategies for the City of Lake Elmo that will serve as a guide for future changes and investments in the community over the next 10-20 years. This Comprehensive Plan provides a road-map for the community through this planning period, and addresses Land Use; Balanced Development and Growth; Housing; Parks, Trails, Natural Resources and Open Spaces; Transportation; and Infrastructure.

Lake Elmo’s Plan - 2040

The Vision, Goals and Strategies that follow provide the road-map for the subsequent chapters and components of this Plan. The Vision, Goals and Strategies for each component of this Plan can be found in the pages that follow - they are meant to be aspirational, clear, and concise about the intentions of the community during this planning period. The subsequent chapters are structured to provide detail, analysis and implementation methods to support the established goals and strategies. It is the City’s objective that this Plan is usable, action-oriented, and effective to bring the Vision for Lake Elmo’s future to fruition.

3

VISION, GOALS & STRATEGIES

Lake Elmo Vision 2040

The desire to establish a unified vision for the city was identified as an essential component of this comprehensive planning update process. Understanding this as a key objective, the process included multiple discussions tailored to obtain feedback about Lake Elmo's future aspirations. The process included soliciting feedback from Advisory Panel members, stakeholders, staff and the public at-large to help refine and create a vision that would guide the community through 2040. The City of Lake Elmo is changing, and its evolution is straddled between the community's desire to hold onto the rural quality of life that is so coveted, while acknowledging that development patterns are changing and urbanization of some areas is happening and has accelerated in recent years. That juxtaposition has created tensions in the community, but if harnessed appropriately, that tension provides exceptional opportunity. Lake Elmo's opportunity to draw the road map of its future is now – and central to that process is establishing a unified vision that can provide needed direction and clarity as the community evolves.

The vision that is provided on the following page is a compilation of themes, ideas and messaging that have been shared by residents, business owners and stakeholders throughout this process. What is evident is that residents, business owners, stakeholders and policy makers all agree that Lake Elmo is a great place to live, the neighborhoods are awesome, and people are passionate about their community today and are dedicated to helping shape what it will be like in the future. While not everyone agrees on what the best solution is for every area of the community, regardless, there is passion. The vision describes that consensus of passion for neighborhoods and incorporates the guiding themes that presented themselves as the City worked through this planning process.



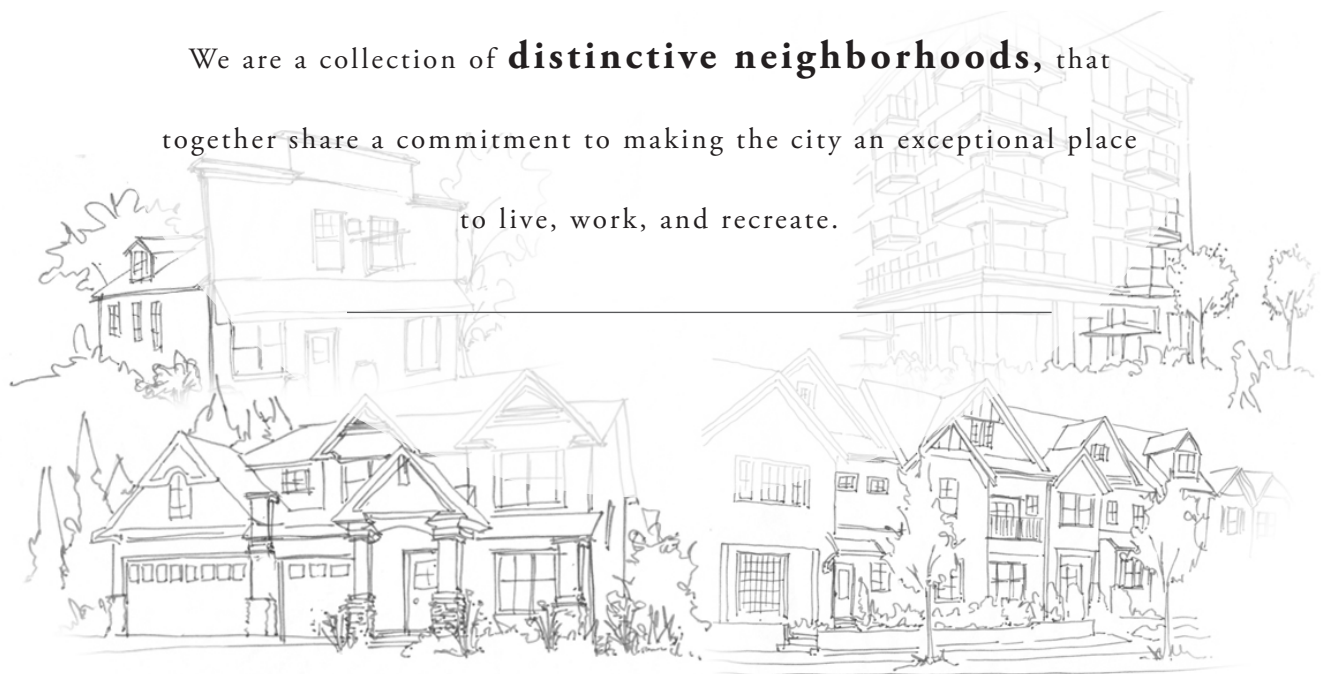
Lake Elmo Vision of 2040

Our community, neighborhoods and homes are our **retreat**. We live in a place with diverse neighborhood patterns and housing options - but **every resident** has access to a **great park,**

open space or trail. Our community **embraces local**

businesses and services, and they are a part of our neighborhoods.

We are a collection of **distinctive neighborhoods**, that together share a commitment to making the city an exceptional place to live, work, and recreate.



Goals & Strategies

The last comprehensive plan marked a shift in the city's future and changed development patterns in the community as areas became available for municipal services. The shift was slow due the economic recession that hit the country in the late 2000s and early 2010s, but as the market recovered, pressures to develop in areas guided for municipal services accelerated. This pressure can be challenging without a clear set of goals and strategies to help guide the future of the community. So while the City is required to update its Comprehensive Plan, it also presents an opportunity for the community and policy makers to establish a comprehensive set of goals and strategies that will help shape neighborhoods, provide a framework for relationships and help build a sense of community and character.

Early in the comprehensive planning process, the city convened an Advisory Panel that worked to help define and establish a set of draft goals and strategies that would provide the foundation from which the chapters contained within this plan would be developed. The first step in establishing a set of draft goals was a Strengths, Weaknesses, Opportunities and Threats ("SWOT") exercise that required the Advisory Panel to identify what specific characteristics and qualities of the community that they hoped would either be addressed, maintained or enhanced. The Advisory Panel was then asked to prioritize their SWOT exercise to determine which characteristics and qualities would rise to the top and become a set of goals.

The results of the SWOT and prioritization were then turned into goals statements using specific action-oriented works with a defined meaning. The draft goals statements became the foundation for discussions of the Advisory Panel moving forward addressing topics such as Intergovernmental and Community Relationships, Community Identity and Brand, Land Use and Development, Housing, and Infrastructure.

The goal statements and themes have been used in some form throughout the comprehensive planning process, with the Advisory Panel, stakeholders, and the public at-large and have guided and focused discussions with stakeholder groups, staff, and at public events. After collecting feedback through a series of public engagement efforts, and working with the Advisory Panel and city staff, a set of supporting strategies were developed based on the input received.

The following goals and strategies are a culmination and synthesis of information collected through the various efforts to engage the public, the Advisory Panel and staff. This chapter serves as the heart of the comprehensive plan and establishes the priorities

and initiatives the city has identified as essential during this planning period. It is essential that the terms used throughout the goal and strategy statements within this chapter are upheld and are used in the City’s decision-making process moving forward. For purposed of this document, the following definition of a goal and a strategy are provided:

Goal A general statement of community aspirations and desired objectives indicating broad social, economic, or physical conditions to which the community officially agrees to try to achieve in various ways, one of which is the implementation of the Comprehensive Plan.

Strategy An officially adopted course of action or position to implement the community goals.

In addition to properly defining a “Goal” and a “Strategy”, the definition of the action word contained within the statements must also hold a common definition that assigns various roles, commitments and responsibilities to the city. A glossary of these terms is found in Appendix X of this comprehensive plan. The ‘action’ words used in the following goal and strategy statements are assigned the following commitment level

7

No commitment of financial investment, staff resources & policy directives	May include financial investment, staff resources & policy directives	Commitment to financial investment (if needed), staff resources & policy directives
Continue	Create	Prevent
Endorse	Encourage	Protect
Reserve	Enhance	Provide
Recognize	Explore	Strengthen
Promote	Maintain	Support
Work	Identify	Sustain

The following goals and strategies are categorized by topic area, and generally correspond to the individual chapters that are contained within this comprehensive plan. Each chapter should support, build upon, and incorporate these goals and strategies into the plan component and develop implementation steps that will help achieve the goals and strategies as identified. The intent of these statements is to provide a road-map for development in the city; to be aspirational; and to create a framework for policy makers, staff, developers, landowners, and residents.

Character & Governance

CG - Goal #1. Promote Lake Elmo as an exceptional place to live because of its proximity to the Metropolitan Area and access to healthcare, culture, and jobs.

Strategies

- a. Create regular educational opportunities to share the successes of the community with residents, business owners, and other interested stakeholders.
- b. Explore the potential to develop regular discussion sessions with the community and business owners to continue discussions about the future of Lake Elmo's household and economic growth.
- c. Identify opportunities to bring new businesses and services to the community that support existing and future residents and neighborhoods.

CG Goal #2. Create gateways into the community that protect the character of the community.

Strategies

- a. Identify key gateways to the community, neighborhoods and other important geographic areas of the community.
- b. Create and establish gateway identities tailored to key geographic areas of the community that provide common messaging about Lake Elmo, while encouraging some unique identify based on the surrounding neighborhood.

CG Goal #3. Maintain and Enhance connections of all residents to the natural resources and open space amenities throughout the community.

Strategies

- a. Create an interconnected network of open spaces and trails that provide connections between urbanizing and rural areas of the community.
- b. Continue to support open space developments in the rural residential areas that protect important natural resources and provide connections to public parks, open spaces and trails.
- c. Encourage development in the urbanizing areas to create their development plans using a natural resources plan that considers an interconnected network of public parks, natural resources, open spaces and trails.

Goal #4. Provide a framework for developers and land owners that clearly communicates the desires and expectations of the City for specifically guided areas of the community.

Strategies

- a. Provide a cheat sheet that summarizes key goals, strategies and characteristics of each land use designations that clearly describes the desired development in each area.
- b. Strengthen existing ordinances, zoning districts and other regulatory tools to clearly, and directly, support the comprehensive plan and land use designations.
- c. Recognize the importance of clear, consistent guidance and communication from staff, advisory boards, and policy-makers through the development review process.

CG Goal #5. Support city staff and work to stabilize the environment so that there is consistency in city hall.

Strategies

- a. Strengthen communication between staff, advisory boards, policy-makers, residents and stakeholders to help create an environment of healthy discussion and decision-making.
- b. Create opportunities for open dialogue between staff, policy-makers and stakeholders regularly and encourage discussion even at times when no critical action is needed.

CG Goal #6. Work to improve relationships with intergovernmental agencies, including the Metropolitan Council, while protecting the City's vision for the future.

Strategies

- a. Recognize the city's participation and role within the metropolitan region, while balancing those needs with the vision and goals of the city.
- b. Strengthen relationships with adjacent jurisdictions, agencies and the metropolitan council to encourage healthy discussion and debate on key issues that extend beyond the city's borders.

Land Use (LU)

LU Goal #1. Work with residents, developers, land owners and other stakeholders through the development process and **require** development that is consistent with the future Land Use Plan.

Strategies

- a. **Create** clearly defined land use designations that are responsive to a dynamic market place and create a balanced land use pattern.
- b. **Explore** opportunities to educate developers, landowners, residents and other stakeholders about the land use plan, and the objectives of each land use designations.
- c. **Promote** the land use plan as a thoughtful plan that guides development types, densities and uses that should be respected in the planning and master planning process of new rural and urbanizing neighborhoods.

LU Goal #2. Enhance Lake Elmo's expansive network of trails, open spaces, and natural resources as amenities in developing areas of the community.

Strategies

- a. Enhance and support the development of an open space network that provides an west-east connection south of 10th Street from Inwood Avenue to Manning Avenue.
- b. Support open space and trail connections between neighborhoods and regional and city parks.
- c. Create clear methods to communicate and promote the usage of public parks and open space as truly public.
- d. Work with developers early in the plat and concept plan process to create trails and open spaces that are located in visible, accessible locations within neighborhoods that complete the west-east network.

LU Goal #3. Continue to educate residents, developers, and stakeholders about the guided land uses and where sewerred and non-sewerred development is guided.

Strategies

- a. Create educational materials that may include a brochure, website, or other publication to communicate the intended and planned development patterns in the urbanizing areas.
- b. Explore locations to communicate and publicize objectives and goals for the urbanizing areas of the community, as well as the rural residential areas of the community.

- c. Encourage the development of a communication plan that would provide opportunities for staff, policy makers, and residents to periodically share information and continue the discussion about growth and development in the community.

LU Goal #4. Create strong and vibrant Districts in the Village Planning Area that becomes a destination for all residents of the community.

Strategies

- a. Support the Land Use Plan and require development that is consistent to provide a mix of uses to support a sustainable plan for each of the created Districts.
- b. Explore the development of zoning overlay districts, or other tools, to reinforce the development patterns and individual character of each of the Districts.
- c. Create educational, promotional and event opportunities in the Districts to define it as an important gathering place in the community.

LU Goal #5. Identify and **Explore** opportunities to improve the streetscape in the Old Village District, Elmo Station District and Civic Center District to create a more walkable environment.

Strategies

11

- a. Explore the refinement of design guidelines for the Districts that enhance a more pedestrian scale throughout the area.
- b. Create dimensional requirements within any zoning overlay district that will reinforce the human scale, and alternate mode choice (pedestrian and bike) within the district area.
- c. Identify individual blocks or streets that could be improved for pedestrian scale, and inventory the existing condition to determine what improvements could be most beneficial.

LU Goal #6. Maintain and **Strengthen** the small-town charm of the Old Village District.

Strategies

- a. Support the development of an Old Village District zoning overlay district to reinforce the existing development pattern.
- b. Protect the existing buildings and reinforce the appropriate scale of development consistent with the existing historic structures on the main street.
- c. Create a zoning overlay district for the adjacent Elmo Station District that reinforces and supports the viability of main street in the Old Village District.

Balanced Development, & Growth (BDG)

BDG Goal #1. Encourage developers, land owners, and stakeholder to integrate the value of natural resource systems into new developments in all land use categories.

Strategies

- a. Explore ordinance amendments and changes that would require a natural resources inventory as part of a concept plan and preliminary plat process.
- b. Identify important natural features that should be prioritized for protection.
- c. Protect natural areas through encouraging the use of the open space development ordinance.
- d. Explore opportunities to apply tools and techniques contained within the open space development ordinance in the urbanizing areas of the community.

BDG Goal #2. Protect existing neighborhoods, open spaces and natural resources from adverse impacts that may result from intensified development in adjacent sewered areas.

Strategies

- a. Sustain important natural features that are already protected, and those that should be protected.
- b. Create an ordinance or policy that requires new development to consider natural resources protection within a plat or concept plan.
- c. Continue to guide land uses in existing neighborhoods consistent with their current use.

BDG Goal #3. Recognize that sewered development is planned for specifically guided areas and that those areas are appropriate for increased density and commercial uses.

Strategies

- a. Create land use designations that clearly define acceptable densities, uses and objectives of the guiding.
- b. Provide education and communication about anticipated development patterns in the urbanizing areas to residents, landowners, and developers that clearly establish expectations for these areas.
- c. Endorse the land use plan and apply it consistently.

BDG Goal #4. Support and Create a land use and phasing plan that promotes contiguous development, that has flexibility to respond to the market, and results in a balanced land use pattern.

Strategies

- a. Prevent premature development of areas within the urbanizing areas to ensure adequate capacity within the infrastructure is available.

- b. Support development in the appropriate phase of development to maintain consistency with household and employment projections as identified within this plan.
- c. Work with landowners and developers to guide development to appropriately guided and staged land within the urbanizing areas.
- d. Protect the land use plan and guided areas to create a mix of uses throughout the developing areas to create a more sustainable land use pattern.

BDG Goal #5. Explore opportunities to integrate design and site planning characteristics of the Old Village District into new developments in the city.

Strategies

- a. Encourage the incorporation of walkable, pedestrian scale buildings into commercial and mixed use areas in the urbanizing area south of 10th Street, the redevelopment areas of the Old Village District and the Elmo Station District.
- b. Support the refinement of design guidelines that provide clear and descriptive design elements to incorporate into urbanizing and redevelopment areas of the community.

13

BDG Goal #6. Support existing small businesses in the Old Village District and Elmo Station District.

Strategies

- a. Explore ways to improve existing ordinances for a more business friendly approach.
- b. Work with existing business owners to understand their current needs, and how the city could support their business moving forward to keep them in the community.
- c. Support the development or refinement of zoning overlay districts that will directly support and enhance existing businesses.

BDG Goal #7. Create opportunities for new businesses to locate in the Old Village District.

Strategies

- a. Prevent the conversion of residential and mixed-uses in the Village Planning area to ensure an increase in households and population to support new and existing businesses.
- b. Promote the Old Village District as a vibrant place for business and reinforce through continued streetscape and exterior improvements in the area.

Housing

HSG Goal #1. Create land use designations that support various housing types throughout the community.

Strategies

- a. Support development consistent with the land use designations and guided densities to ensure a balanced land use pattern throughout the community.
- b. Encourage development in the urbanizing areas to consider a range of housing types within individual developments to create more sustainable neighborhoods.

HSG Goal #2. Explore ways to integrate lifecycle housing choices throughout the community.

Strategies

- a. Strengthen existing zoning districts to allow for and encourage developments within the urbanizing area to include a range housing styles, types and price points within a single master plan.
- b. Provide opportunities within the urbanizing areas to accommodate and develop housing that may be more affordable and desirable to younger households, the senior population and those that are looking for low-maintenance housing.
- c. Endorse residential developments that integrate pedestrian, bikeway and transit connections to services, commerce and recreational opportunities.

HSG Goal #3. Endorse and **sustain** existing neighborhood patterns throughout the rural residential areas of the community.

Strategies

- a. Continue to enforce and enhance existing zoning district regulations in the rural residential areas of the community.
- b. Work with neighborhood associations and other neighborhood liaisons to understand challenges within existing neighborhoods and to develop plans for long-term maintenance and sustainability of the homes, open spaces and other neighborhood amenities.
- c. Protect and recognize the importance of natural resources in rural residential neighborhoods and identify key connections and corridors that could connect to new neighborhoods in the rural residential areas of the community to provide a larger open space network.

HSG Goal #4. Protect and **preserve** the existing housing stock of established neighborhoods.

Strategies

- a. Identify programs or assistance that may be available to assist existing home owners with maintenance of their individual homes or neighborhood amenities.
- b. Continue to enforce existing zoning district regulations and evaluate what changes or improvements could assist with long-term protection and maintenance of existing neighborhood quality.

Parks, Trails & Open Space

PTOS Goal #1. Enhance existing natural resources, open space and trails to make a more complete system.

Strategies

- a. Recognize and identify the value of existing publicly owned natural resources and open space.
- b. Identify opportunities to create improved connections between publicly owned open space, natural resources and trails.
- c. Create a plan to better communicate what parks, open space and trails are publicly owned and available to all residents of the community.
- d. Work to identify critical gaps in the system and develop a plan to fill the gap either through the development process, discussion or other means.

PTOS Goal #2. Strengthen the existing trail network in the City and **provide** increased public connections and accessibility including pedestrian and bikeway connections.

Strategies

- a. Create a trail network that is regular and consistent so users know that they can access the system and complete their routes.
- b. Strengthen ordinances to clearly communicate and enforce the desire to complete the trail and bikeway system as provided within this comprehensive plan.
- c. Recognize the importance of the Park Commission and their role in the development review process to ensure proper consideration is made for important public trail and bikeway connections.
- d. Work with all staff departments including planning, engineering, and public works to identify opportunities for key connections during the concept plan and development review process.

PTOS Goal #3. Endorse and **Maintain** the protected public open space and natural areas throughout the City.

Strategies

- a. Support the protection of key natural resources and open space as provided for within this plan.
- b. Encourage the development of a natural resources plan that identifies existing public, private and quasi-public lands and consider appropriate ordinances and tools to ensure long-term protection of such plans.

PTOS Goal #4. Protect and **strengthen** existing park facilities and program uses according to demands of residents that use the facilities, and plan for appropriate programming and facilities in new neighborhoods.

Strategies

- a. Encourage regular resident and neighborhood feedback regarding park programming and condition to understand projected and current par needs.
- b. Continue to support programing and park maintenance that supports this comprehensive plan.
- c. Recognize that the city has an extensive existing park system and that new parkland should be thoughtfully planned with a long-term perspective on park maintenance to ensure a high-quality system for future residents.
- d. Provide clear signage and communication of publicly designated parks and their availability to all residents.

PTOS Goal #5. Explore opportunities to improve the quality of degraded, but important, natural resources in the city (i.e. impaired lakes, streams and wetlands).

Strategies

- a. Work with other local, regional and state agencies to identify financial resources and opportunities to improve degraded natural resources within the community.
- b. Explore ways to improve ordinances to protect existing natural resources through appropriate setbacks, coverage requirements and other development standards.

PTOS Goal #6. Identify natural areas in the community that may warrant further investigation of potential protection as areas of the community develop.

Strategies

- a. Explore ways to incorporate analysis of natural resources as part of the concept planning phase of development into supporting zoning district ordinances and other regulatory tools.
- b. Recognize that development in the urbanizing areas will occur at higher densities but that an integrated network of open space should be created as shown within this comprehensive plan.

Transportation & Infrastructure

TRIN Goal #1. Provide improved infrastructure, including sewer, water, and facilities, to serve new residents in the developing areas of the community.

Strategies

- a. Create a staging plan that correlates to contiguous infrastructure improvements to ensure a more cost-effective delivery of services.
- b. Support development consistent with the future land use plan and transportation plan so that infrastructure is appropriately sized and planned for based on anticipated development patterns.

TRIN Goal #2. Maintain the level of city services to existing neighborhoods and plan through appropriate capital expenditures for necessary improvements.

Strategies

- a. Work with neighborhood associations and liaisons to plan for any needed improvements and incorporate such improvements, where applicable, within the city's capital improvement plan.
- b. Sustain development patterns consistent with the future land use plan to ensure appropriate designed and planned infrastructure.

TRIN Goal #3. Create improved pedestrian connections and access in the Village Planning Area to make the area more walkable and safer.

Strategies

- a. Support the transportation plan and engineering design standards for roadways, sidewalk and other right-of-way plans to capitalize on opportunities to improve connections.
- b. Explore options with Washington County to improve pedestrian connections between the Old Village District and the Civic Center District as identified within this comprehensive plan.

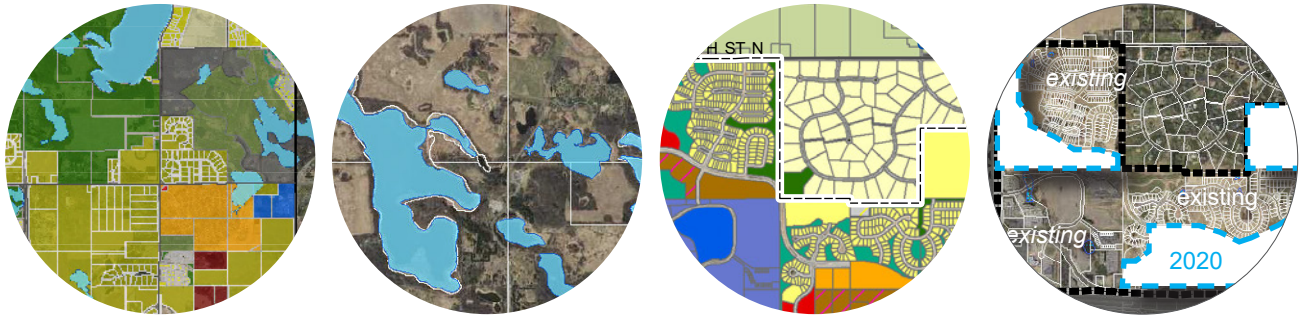
TRIN Goal #4. Explore opportunities to improve bikeways, pedestrian ways, and transit connections throughout the community with particular attention to urbanizing areas.

Strategies

- a. Endorse the regional bicycle transportation network plan as identified by the Metropolitan Council, and identify potential connections to complete the network during development review consistent with this comprehensive plan.
- b. Support the integration of trails and bikeways as part of any major arterial or collector roadway improvement plans.

Draft Chapter 3: Land Use

Existing & Future





INTRODUCTION

The City of Lake Elmo is a growing, engaged and dynamic community that has experienced significant change over the past planning period. The City's proximity to jobs and access to regional amenities means that the City will likely continue to experience external pressures to grow. Consequently, it is essential for the City to develop a thoughtful, well-planned approach to its future land uses and growth strategy. The following chapter will focus first on existing land uses that will provide a baseline from which the Future Land Use Plan ("FLU") was derived. The FLU guides anticipated densities of new neighborhoods, locations of future mixed-use and employment centers, and guides land for commercial and retail services through 2040. The community understands that while there is significant growth pressure and demand today for certain types of development, that demand is likely to ebb and flow and change over the next several decades as market trends fluctuate. More detail regarding current market trends and development can be found in Chapter 4. Balanced Development & Growth within this Plan; however, the pace of growth is addressed through the Staging Plan that is included in subsequent sections of this chapter. The Staging Plan provides sequential geographic areas available for development and growth during prescribed time periods that methodically allows for contiguous development and cost-effective expansion of municipal services to undeveloped areas of the community.

3

The Future Land Use, Staging and Special Area plans contained within this chapter, if consistently followed and implemented, directly support the goals and objectives contained within Chapter 1: Vision, Goals & Strategies. The intent of this chapter is to demonstrate where land use changes are anticipated, where existing land use patterns are guided to stay the same, and how these land uses patterns will continue to support the identity and character of the community through this planning period.

2040 Land Use Highlights – What's to Come

- » The Existing Land Use Patterns in the Rural Residential areas should be protected through this planning period; some new rural residential neighborhoods, including open space developments, are anticipated to develop consistent with the City's rural tradition.
- » New Future Land Use designations will allow for a better response to market conditions and will allow a greater options in land use choices.
- » Integration of more diverse neighborhood patterns and densities will allow for a stronger commitment to the staging plan.
- » Refinement of staging and infrastructure phasing to promote contiguous, well-planned development.

Existing Land Use

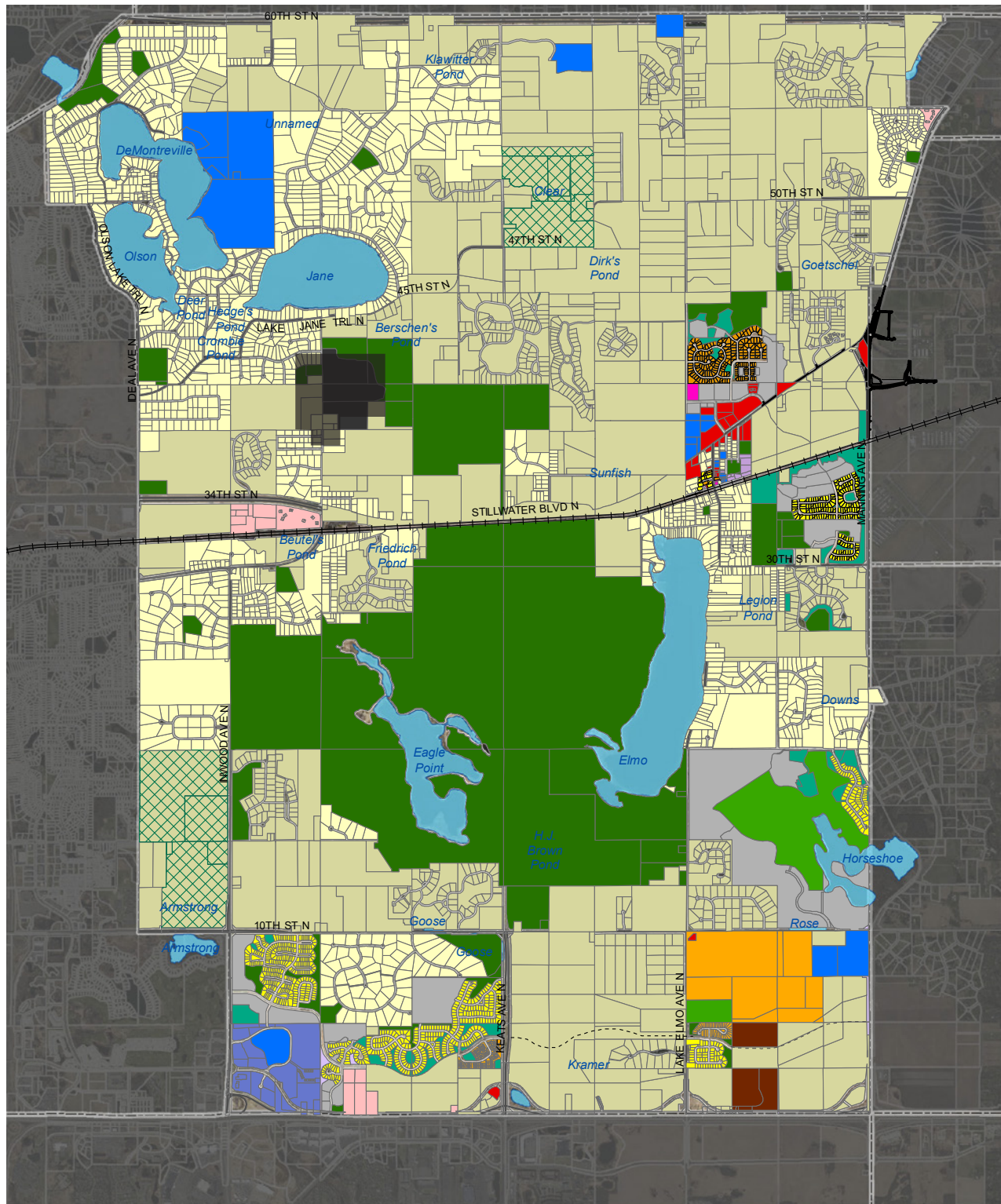
The existing land use patterns reflect the City's past commitment to the rural landscape and investment in development of primarily single-family detached housing. Rural residential neighborhoods with conventional rural subdivisions and open space development subdivisions are sprinkled throughout much of the community's landscape. The many lakes of the City are dotted with smaller residential lots that once were dominated by vacation homes that have now transitioned to full-time residences. The Lake Elmo Regional Park Reserve is centered in the City providing a hub of natural and recreational resources for both City and metro-area residents. The "Old Village" is the historical hub of activity in the City, and a mix of uses is present today including some residential, commercial and office users. Business uses, employment pockets and retail/service users are primarily located in or near the "Old Village", along the I-94 corridor, or at major intersections and thoroughfares.

In Lake Elmo's 2030 Comprehensive Plan, the City's existing land uses did not include any areas that were connected to municipal services or located within the Metropolitan Urban Service Area ("MUSA"). Now, in this 2040 Plan, the existing land use patterns include neighborhoods that have been developed or are under construction that were guided in the MUSA in the previous plan. The availability of municipal services has allowed for the addition of new land use patterns that can be found in developing neighborhoods such as Inwood, Savona, and Easton Village. Additionally, the Old Village area has been incrementally served and connected to municipal services over the past decade, which has allowed for existing small-lot residential neighborhoods to be served, as well as new neighborhoods under development. While the developing neighborhoods in the MUSA continue to be dominated by single-family detached uses, some diversification has started to emerge as a few small pockets of medium-density residential uses are under construction and development.

Table 3-1. Existing Land Use

Existing Land Uses	Residential Density (dwelling units/acre)	Acres	% Total Acres
Agricultural Preserve (AP)	0.025	414.70	2.67%
Rural Area Development (RAD)	0.1	6,103.13	39.36%
Rural Estate (RE)	0.1 - 0.4	815.26	5.26%
Rural Single Family (RSF)	0.66 - 2.0	1,754.14	11.31%
Low Density Residential (LDR)	2 - 4	182.06	1.17%
Medium Density Residential (MDR)	4 - 8	231.41	1.49%
Village - Low Density Residential (V-LDR)	1 - 4	36.08	0.23%
Village - Medium Density Residential (V-MDR)	4 - 6	48.18	0.31%
Mixed Use (MU)	5 - 12	4.93	0.03%
Undeveloped (U)	Various	392.15	2.53%
Limited Business (LB)	NA	71.79	0.46%
Business Park (BP)	NA	88.01	0.57%
General Business (GB)	NA	70.09	0.45%
Commercial (C)	NA	50.27	0.32%
Institutional (INST)	NA	305.40	1.97%
Closed Landfill (CL)	NA	67.53	0.44%
Public/Semi-Public (PSP)	NA	123.55	0.80%
Golf Course (GC)	NA	267.36	1.72%
Parks & Open Space (POS)	NA	2,531.43	16.32%
Right of Way (ROW)	NA	594.18	3.83%
Open Water	NA	1,355.29	8.74%
TOTAL		15,506.96	100.00%

Map 3-1: Existing Land Use Map 2018



AP	V-LDR	BP	Golf Co	Closed Landfill
RAD	V-MDR	LB	PSP	
RSF	MXD	Industrial	Park/OS	
LDR	C	Institutional	Undeveloped	
MDR	GB	Closed Landfill	ROW	

Draft Date: Rev. 5.2.2018
Source: Washington County, MNGEO, SHC



Existing Land Use Definitions

Agricultural Preserve (AP)

This land use designation identifies land that is enrolled in the Agricultural Preserves program. Land in this designation is required to be guided for no more than 1 dwelling unit per 40 acres, and is protected from further subdivision during the contract period.

Rural Area Development (RAD)

This land use designation represents the large areas of rural residential development and agricultural uses within the City. Common uses found in these areas include working farms, alternative agricultural uses as defined by City Code, and rural single family detached residences. Development in these areas requires 10+ acres, or a conditional use permit to authorize a cluster development meeting the City's Preserved Open Space regulations.

Rural Estate (RE)

This land use designation defines areas developed specifically for large lot single-family detached housing typically on two or more acres of land, but developed at densities less than one unit per ten acres.

Rural Single Family (RSF)

This land use designation identifies land that was platted for conventional subdivision prior to 2005, and includes large lots that are primarily serviced by private on-site well and septic system.

Low Density Residential (LDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 2.5 and 4 dwelling units per acre. This existing land use is only located within the South MUSA.

Medium Density Residential (MDR)

This land use designation identifies land that has been developed primarily with a mix of attached and detached single-family housing with urban services between 2010 and 2018 at densities between 4.5 and 7 dwelling units per acre, and the manufactured home park that was developed in the 1960s. This existing land use is only located within the South MUSA.

Village - Low Density Residential (V-LDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 1.5 and 2.5 dwelling units per acre. This existing land use is only located within the Village Planning MUSA.

Village - Medium Density Residential (V-MDR)

This land use designation identifies land that has been developed with primarily single-family detached housing with urban services between 2010 and 2018 at densities between 2.5 and 5 dwelling units per acre. This existing land use is only located within the Village Planning MUSA.

Mixed Use (MU)

This land use designation identifies land developed with a mix of commercial and residential uses and is limited to land within the Village Planning Area.

Undeveloped (U)

This land use designation identifies land within the South MUSA and Village MUSA that has been approved for future sewer development through a Preliminary Plat or PUD process, but Final Plat has not been completed.

Limited Business (LB)

This land use designation identifies areas that are developed with commercial users that are not served by urban services. Users in this designation are generally less intense than would be permitted in the planned MUSA designations.

Business Park (BP)

This land use designation identifies areas used for professional businesses including medical and research facilities, offices and corporate headquarters. Users specifically excluded for existing park areas include warehousing, manufacturing, distribution, assembly and truck terminals. Retail sales of goods and services are allowed by conditional use permit.

General Business (GB)

This land use designation identifies areas used for general business activities that currently include warehousing, light industrial and manufacturing uses.

Commercial (C)

This land use designation identifies areas that are used for retail and service businesses. This land use can be found within the Village MUSA and South MUSA.

Institutional (INST)

This land use designation identifies lands that are developed with public or semi-public uses including users such as, but not limited to, religious institutions, schools, libraries and other civic buildings.

Public/Semi-Public (PSP)

This land use designation identifies lands that support adjacent development with stormwater ponds and other utilities and may include ancillary uses such as trails and small open spaces.

Golf Course (GC)

This land use designation identifies land that is used for a private golf course and ancillary uses that may include, but not be limited to, driving range, clubhouse and other amenity centers.

Park & Open Space (POS)

This land use designation identifies land that is used for park, recreation, trails, other natural resources preservation. Land within this designation is publicly owned by either the City, county, or other public agency.

Closed Landfill Restricted (CL)

This land use designation identifies former landfills that are qualified to be under the Closed Landfill Program of the Minnesota Pollution Control Agency (MPCA). The purpose of this category is to limit uses of land within the closed landfill, both actively filled and related lands, to minimal uses in order to protect the land from human activity where response action systems are in place and, at the same time, are protective of human health and safety.

Right of Way (ROW)

This land use designation includes all publicly dedicated areas that are used for roadways, shoulders, ditches, and other improvements. It should be noted that not all roads in the City are platted, and many are dedicated by easement and therefore this land area is accounted for through the associated land use designation. As a result there is more land dedicated to road use than identified within the acreages identified on the existing land use table.

FUTURE LAND USE

The Future Land Use Plan (“FLU”) was developed by building on stated goals and strategies as identified through the planning process and documented in Chapter 1: Vision, Goals & Strategies. The resulting FLU carefully balances the recommendations and considerations of residents, stakeholders, staff, and policy-makers while responding to and incorporating the regulatory requirements of the Metropolitan Council.

***LU Goal #1.** Work with residents, developers, land owners and other stakeholders through the development process and require development that is consistent with the future Land Use Plan.*

- Chapter 1: Vision, Goals & Strategies

The FLU is in part shaped by the policy designations the City is required to meet as part of the Metropolitan Council’s Thrive MSP 2040 Land Use Policy as provided within the 2015 Lake Elmo System Statement. Lake Elmo falls into two categories of Community Designation, as described in Chapter 2: Community Context. Each of these designations carries responsibility for the related Community Role in the regional growth of the metropolitan area in relation to future land use. These roles are outlined in the Metropolitan Council’s Thrive 2040 Land Use Policy and include the following land use practices for Lake Elmo:

11

Emerging Suburban Edge

- Plan and stage development for forecasted growth through 2040 and beyond at overall average net densities of at least 3-5 dwelling units per acre in the community. Target higher-intensity developments in areas with better access to regional sewer and transportation infrastructure, connections to local commercial activity centers, transit facilities, and recreational amenities. Future land use must therefore plan to accommodate a minimum residential density of 3 du/acre within this designation.
- Identify and protect an adequate supply of land to support growth for future development beyond 2040, with regard to agricultural viability and natural and historic resources preservation.
- Incorporate best management practices for stormwater management and natural resources conservation and restoration in planning processes.
- Plan for local infrastructure needs including those needed to support future growth.

Rural Residential

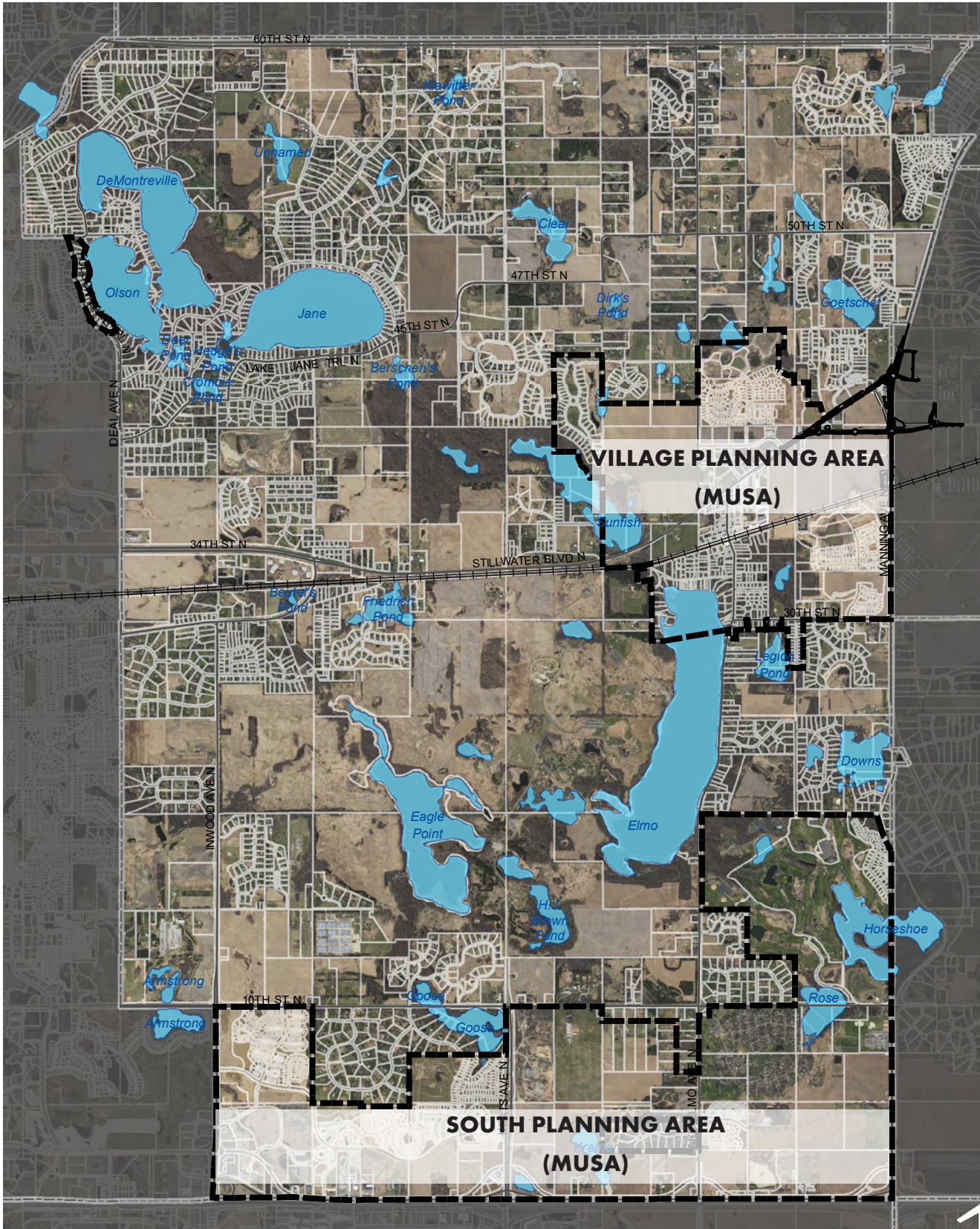
- Discourage future development of rural residential patterns (unsewered lots of 2.5 acres or less) and where opportunities exist, plan for rural development at densities that are not greater than 1 unit per 10 acres. Future land use must therefore plan to limit development to a maximum residential density of 0.1 du/acre within this designation.
- Implement conservation subdivision ordinances, cluster development ordinances, and environmental protection provisions in local land use ordinances, consistent with the Council's flexible residential development guidelines.
- Promote best management practices for stormwater management, habitat restoration, and natural resource conservation in development plans and projects.

12

The two distinctive Community Designations require the City to adopt and implement a FLU that provides a minimum residential density within the areas defined as Emerging Suburban Edge (where MUSA is designated), while implementing a maximum residential density for the areas identified as Rural Residential (areas not included within the MUSA in this planning period).

The FLU must also identify appropriate land use designations and guide corresponding acreages that support the forecasted employment growth as identified within the System Statement. Additionally, the FLU must guide adequate land area, at appropriate densities, that may accommodate the City's allocated number of affordable housing units for the period between 2021 and 2030. The employment and affordable housing requirements will be provided for within the MUSA, and are not expected to be met within the Rural Residential Areas. The Emerging Suburban Areas are generally consistent with the MUSA areas identified in the 2030 Comprehensive Plan with two exceptions; 1) the existing single-family homes on the south side of Olson Lake are now served by MUSA; and 2) the newly designated Golf Course Community located on the east side of the community was incorporated into the MUSA through a Comprehensive Plan Amendment in October 2017. With the exception of these two areas, the MUSA and corresponding Emerging Suburban Area designations are unchanged from the previous planning period, and all projected urbanized growth can be accommodated within the boundaries as shown on Map 3-2. 2018-2040 MUSA.

Map 3-2. 2018 – 2040 MUSA



Future Land Use Definitions

Agricultural Preserve (AP)

This land use designation identifies land that is enrolled in the Agricultural Preserves program. Land in this designation is required to be guided for no more than 1 dwelling unit per 40 acres, and is protected from further subdivision during the contract period.

Rural Area Development (RAD)

A large percentage of land in Lake Elmo falls within the Rural Area Development designation, including single-family detached homes, working farms and agricultural uses where land is undeveloped, cultivated in crops, or used for livestock. This designation includes open space developments that are developed, or may be developed, with clustered housing and may be served by a community septic system. Open space developments generally average less than 1 residential unit per 10 acres and include a dedicated open space protected through a conservation easement. This designation is inclusive of large-lot rural single family detached residential uses, and future conventional subdivision is planned for densities that do not exceed 1 residential dwelling unit per 10 acres. This land use designation is limited to areas not within the MUSA planning areas.

Rural Single Family (RSF)

This land use designation combines the previous Residential Estate and Rural Single-Family categories into one designation to simplify intended land use guidance. Development with this designation includes single-family detached housing served by private on-site well and septic systems. Some areas with this designation are allowed to have two-family dwellings based on zoning.

Rural Single Family Sewered (RSFS)

This land use designation identifies existing previously unsewered rural single family land uses located within the Village Planning Area. These properties have either recently been served with municipal sewer and water, or are planned to be served as part of the planned MUSA extensions within the Village Planning Area.

Golf Course Community (GC)

In recognition that a Golf Course on the land formerly known as Tartan Park is a local and regional amenity the City wishes to maintain, this specialized land use category has been crafted to maximize the likelihood that a golf course can be maintained on the property should a development proposal for the land come forward.

Low Density Residential (LDR)

Approximately 20% of the planned land uses in the South Planning Area are guided or developed with low density residential land uses. This category includes development of single-family detached housing and two-family attached dwellings with a density of 2.5 to 4 units per acre (2.5 – 4 du/acre) and are planned to be serviced by public sewer and water. This land use is limited to the part of the City within the South Planning Area.

Medium Density Residential (MDR)

Approximately 12% of the planned land uses in the South Planning Area are guided for medium density residential uses. This category allows for a variety of housing types including single-family detached, duplexes, townhomes, and small two- and three-story apartment buildings and/or senior living centers. The Medium Density Residential development is intended for a density of 4.5 to 8 units per acre (4.5 – 8 du/acre). This land use is limited to the part of the City within the South Planning Area.

High Density Residential (HDR)

Approximately 4% of the planned land uses in the South Planning Area are guided for high density residential uses. This land use designation guides land for higher density residential development including townhomes, small apartment buildings, and multi-family dwellings. Residential density ranges between 8.0 and 15 units per acre (8.0 – 15 du/acre) and provides opportunities for affordable housing to be incorporated into future developments. This land use is limited to the part of the City within the South Planning Area.

Mixed Use Commercial (MU-C)

Approximately 8% of the planned land uses in the South Planning Area are guided as mixed-use commercial. This designation is a new land use designation and identifies where a mix of commercial and residential uses may be integrated to benefit from proximity and adjacencies to each other. Commercial uses in this category include service and retail uses such as, but not limited to, restaurants, shops, convenience stores, salons, studios and dry cleaners. Land with this designation is assumed to develop with a minimum of 50% residential use with a density ranging from 10 to 15 dwelling units per acre (10 – 15 du/acre).

Mixed Use - Business Park (MU-BP)

Approximately 8% of the planned land uses in the South Planning Area are guided as mixed-use business park. This land use designation is new and identifies where a mix of general business, business park, and residential uses may benefit or be compatible due to proximity of uses. Business uses in this category include office and service uses such as, but not limited to, offices and agencies, warehouse/showroom, light manufacturing, and live/work development. Land with this designation is assumed to develop with a minimum of 50% residential use with a density ranging from 6 to 10 dwelling units per acre (6 – 10 du/acre).

Village – Low Density Residential (V-LDR)

This land use designation is planned for areas within the Village Planning Area and identifies land intended for single-family detached housing development serviced by municipal sewer and water. Density ranges between 1.5 and 3 dwelling units per acres (1.5 – 3 du/acre). This land use already exists, or is developing, in much of the outside edges of the Village Planning Area, transitioning from the village center districts to the rural land use pattern not designated within the MUSA areas.

Village – Medium Density Residential (V-MDR)

This land use designation identifies proposed land use within the Village Planning Area guided for single-family detached, duplexes, and townhomes/villa housing types. Residential density ranges between 3 and 5 dwelling units per acre (3 – 8 du/acre). This land use allows for a greater variety in housing stock and brings more people closer to living within easy access of Village destinations and amenities.

Village – High Density Residential (V-HDR)

This land use designation is a new planned land use within the Village Planning Area and is guided for apartment buildings and multi-family dwellings with a density between 8 and 12 units per acre (8 – 12 du/acre). This land use is intended to provide for an increase in types of housing stock, provide opportunities for more affordable and lifecycle housing, and bring a higher concentration of people living closer to Village destinations and amenities.

Village – Mixed Use (V-MU)

This land use designation is used in the center of the Village Planning Area to identify an area where a mix of vertically integrated commercial/business and residential uses provide development types that benefit from proximity to each other. More residents in closer proximity to businesses bring greater traffic to the businesses while these same businesses offer convenient and necessary services and amenities to nearby residents. Together, the dynamics of a mixed-use district can establish unique vitality, synergy of activity, and a true community destination. Land with this designation is assumed to redevelop or develop with a minimum of 50% residential use with a density ranging from 5 to 10 dwelling units per acre (5 – 10 du/acre).

Limited Business (LB)

This land use designation identifies areas that are developed with commercial users that were not served by urban services. Users in this designation are generally less intense than would be permitted in the planned MUSA designations.

17

Commercial (C)

The commercial land use includes areas that are used for retail business and are primarily located within MUSA boundaries of the City. Small pockets of commercial land can also be found where retail goods and services are located at transportation intersections. This category excludes any residential use.

Business Park (BP)

This land use provides for a wide variety of professional businesses such as medical and research facilities, offices and corporate headquarters. Uses specifically excluded from existing business park areas include warehousing, manufacturing, distribution, assembly and truck terminals. Retail sales of goods and services are allowable uses by conditional use permit provided such uses are goods and services for the employees of the permitted business use. This category excludes any residential use.

Urban Reserve (UR)

The Urban Reserve land use category identifies land that is currently undeveloped or in a low-intensity residential or agricultural use but is located within the current MUSA boundary. The land is identified to develop in a similar pattern to other surrounding uses that are serviced with municipal sewer and water; however, it is not intended to do so until after the 2040 planning period. Land within the Urban Reserve is therefore not included in the sewerable developable land acreages for 2040 population and household calculations. It is assumed to have a residential density no less than 1 unit per 10 acres (< 0.1 du/acre).

Institutional (INST)

The Institutional land use category identifies land that is used for schools, religious institutions, City hall, municipal buildings, libraries, and other institutional uses. This land use is found throughout the City.

Public/Semi-Public (PSP)

The Public/Semi-Public land use category identifies land that is generally owned by the City or other agency, whose primary purpose is to support adjacent developments with stormwater management and other utilities. This land use may also include some secondary uses such as public trails or small open spaces.

Closed Landfill Restricted (CL)

This land use designation identifies former landfills that are qualified to be under the Closed Landfill Program of the Minnesota Pollution Control Agency (MPCA). The purpose of this category is to limit uses of land within the closed landfill, both actively filled and related lands, to minimal uses in order to protect the land from human activity where response action systems are in place and, at the same time, are protective of human health and safety.

Park & Open Space (Park)

This land use identifies land used for public recreation and protected open space managed for park uses. Most land within this designation is owned by Washington County or the City of Lake Elmo, but also includes land owned by other public and semi-public agencies.



The following table identifies the total land area within the community and comprehensively includes all existing land uses, not guided for change, and planned land uses. The planned land use designations are generally consistent with the 2030 Land Use Plan, with some exceptions as noted:

- The nomenclature regarding sewer residential uses has been changed from “Urban Low Density” to “Low Density Residential,” “Urban Medium Density” to “Medium Density Residential” and so forth. This change did not in all cases alter the definition or density ranges but was renamed to better describe the planned land uses.
- The density ranges for Medium Density Residential and High Density Residential were shifted to align with the required affordable housing density requirements as noted within the Metropolitan Council’s Housing Policy Plan.
- Two mixed use residential land uses were added to areas within the MUSA to allow for a better integration of uses and more flexibility to respond to market demands. These use designations require a minimum residential component as described within the Future Land Use definitions.

Table 3-2. Future Land Use Plan and Total Acreage

Future Land Use	Residential Density (dwelling units/acre)	Total Acres	% of Total Acres
Agricultural Preserve (AP)	0.025	414.73	2.67%
Rural Area Development (RAD)	0.1	4,835.21	31.18%
Rural Single Family (RSF)	0.1-2.0	2,399.76	15.48%
Rural Single Family Sewered (RSFS)	0.1-2.0	149.79	0.97%
Golf Course Community (GC)	1.5-2.49	442.96	2.86%
Low Density Residential (LDR)	2.5 - 4	340.56	2.20%
Medium Density Residential (MDR)	4.5 - 8	246.10	1.59%
High Density Residential (HDR)	8 - 15	66.16	0.43%
Mixed Use – Commercial (MU-C)	10 - 15	117.56	0.76%
Mixed Use - Business Park (MU-BP)	6 - 10	92.20	0.59%
Village – Low Density Residential (V-LDR)	1.5 - 3	202.78	1.31%
Village – Medium Density Residential (V-MDR)	3 - 8	114.39	0.74%
Village – High Density Residential (V-HDR)	8 - 12	31.07	0.20%
Village – Mixed Use (V-MU)	5 - 10	76.74	0.49%
Urban Reserve (UR)	0.1	495.6	3.20%
Commercial (C)	NA	156.36	1.01%
Business Park (BP)	NA	206.93	1.33%
Limited Business (LB)	NA	45.76	0.30%
Institutional (INST)	NA	301.41	1.94%
Closed Landfill	NA	67.34	0.43%
Public/Semi-Public (PSP)	NA	202.57	1.31%
Park/Open Space (Park)	NA	2614.24	16.86%
Open Water	NA	1355.29	8.74%
Right of Way (ROW) <i>Includes RR ROW</i>	NA	531.46	3.43%
Total		15,506.97	100.00%

Legend

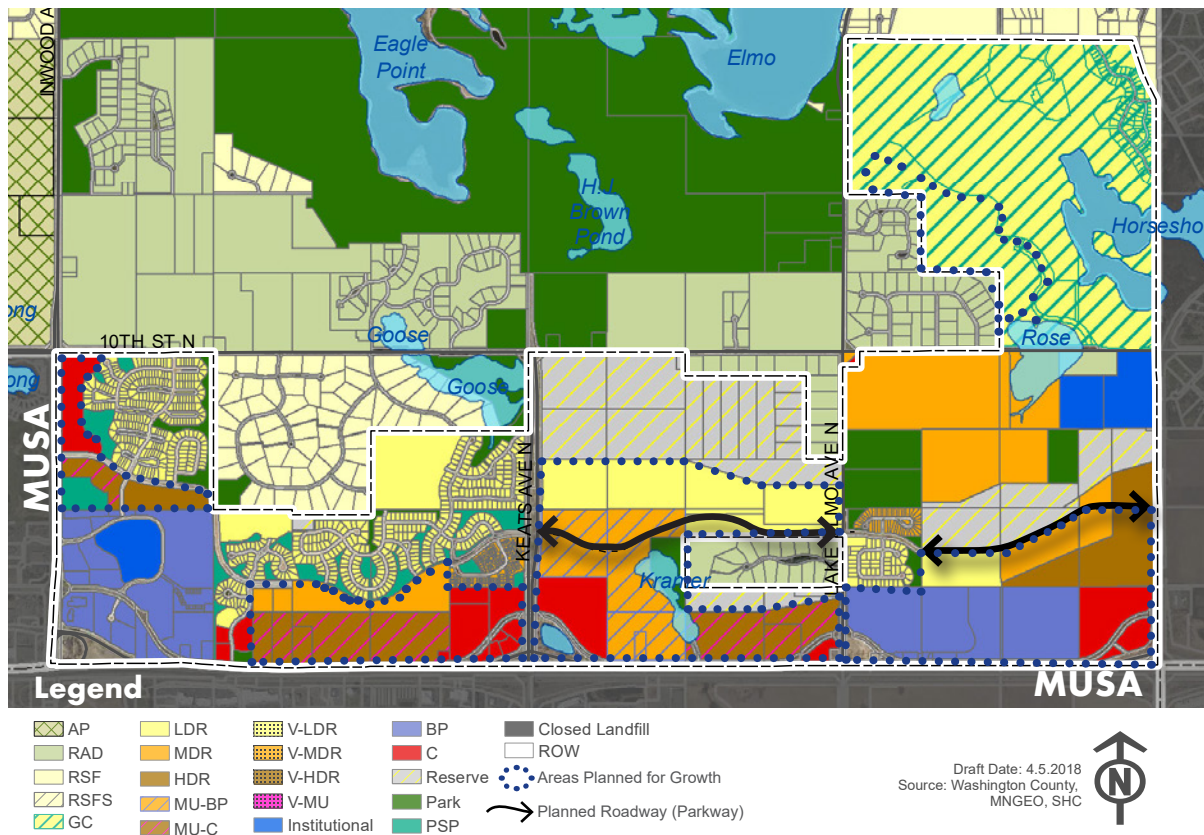
Planned Growth Areas

Growth within Lake Elmo is expected to primarily occur in areas designated within the MUSA, consistent with the Metropolitan Council's 2015 System Statement Projections. The City geographically describes their primary growth areas the South Planning Area and the Village Planning Area. Within both of these MUSA boundaries, there is adequate land to serve the projected population, households and employment through 2040. As shown on Map 3-4 and Map 3-5, the areas planned for growth and change in this planning period are identified. Corresponding Table 3-3. Net Developable Acreage of Residential Land Uses provides the calculated density, and expected households, based on the FLU in each of these areas. In addition to the anticipated growth in the areas served within the MUSA, the City also anticipates some growth within the Rural Residential areas consistent with previous land use plan designations and as projected within the 2015 System Statement. Further description regarding the development of the FLU and the growth strategy are provided within Chapter 4: Balanced Development & Growth.

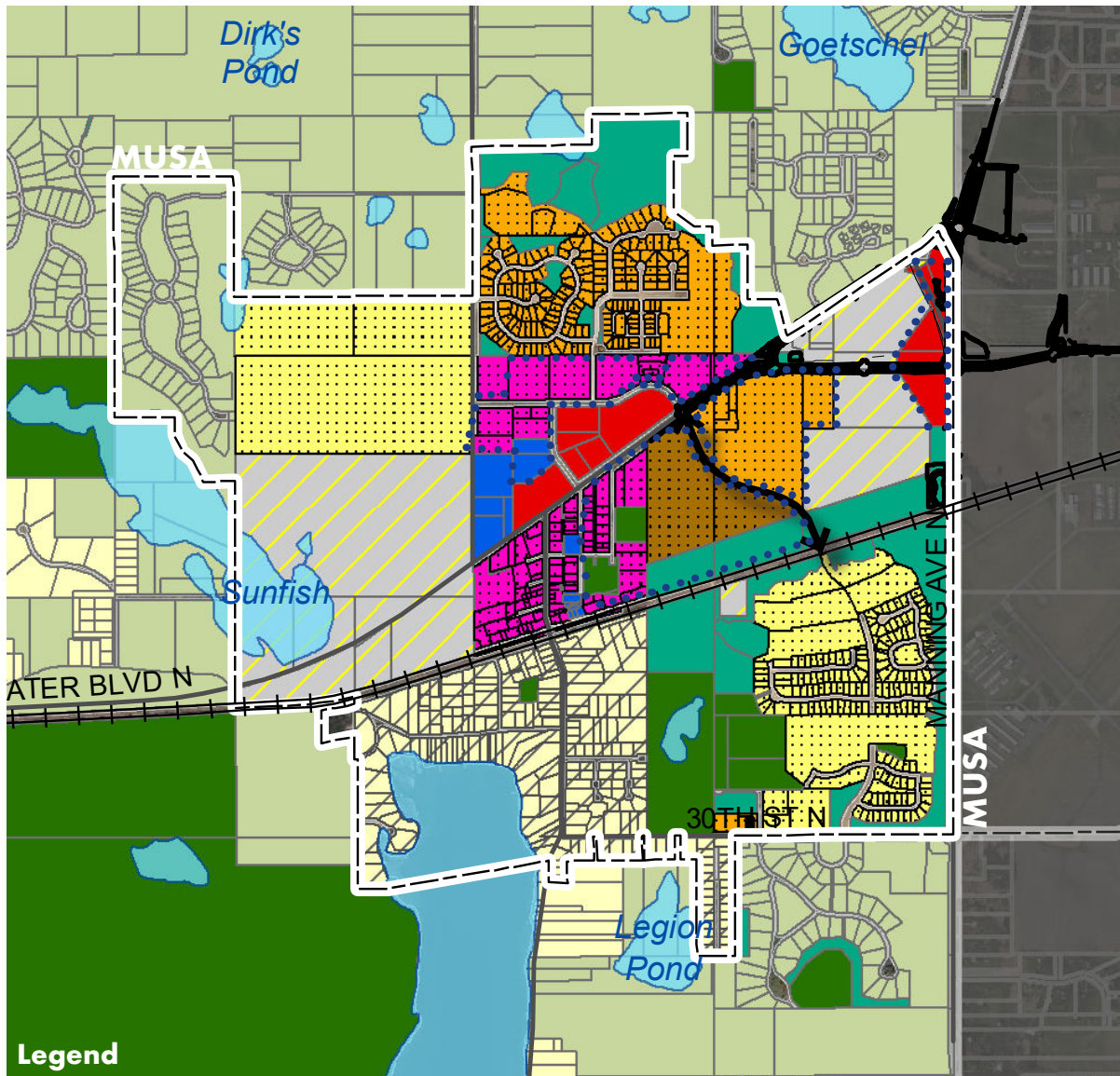
LU Goal #3. Continue to educate residents, developers, and stakeholders about the guided land uses and where sewer and non-sewered development is guided.

- Chapter 1: Vision, Goals & Strategies

Map 3-4. Future Land Use – South Planning Area Planned Growth



Map 3-5. Future Land Use –Village Planning Area Planned Growth



AP	LDR	V-LDR	BP	Closed Landfill
RAD	MDR	V-MDR	C	ROW
RSF	HDR	V-HDR	Reserve	Areas Planned for Growth
RSFS	MU-BP	V-MU	Park	Planned Roadway (Parkway)
GC	MU-C	Institutional	PSP	

Draft Date: Rev. 5.2.2018
Source: Washington County,
MNGEO, SHC



Table 3-3. Net Developable Acreage of Residential Land Uses

Future Land Use	Residential Density (dwelling units/acre)	Total Acres	Households
Low Density Residential (LDR)	2.5 - 4	98.2	245
Medium Density Residential (MDR)	4.5 - 8	63.41	285
High Density Residential (HDR)	8 - 15	66.12	528
Mixed Use – Commercial (MU-C)*	10 - 15	58.78	587
Mixed Use - Business Park (MU-B)*	6 - 10	46.05	276
Village – Low Density Residential (V-LDR)	1.5 - 3	8.41	13
Village – Medium Density Residential (V-MDR)	3 - 8	33.09	99
Village – High Density Residential (V-HDR)	8 - 12	29.57	236
Village – Mixed Use (V-MU)*	5 - 10	9.84	49
Total 2020-2040 Residential		413.47	2,319
Net Density 2020-2040			5.6 du/acre
Residential Plats 2010 - 2020		1,107.1	2,444
Total Sewered Households 2010-2040		1,520.6	4,763
Total Net Density 2010-2040			3.13 du/acre

**Only residential acreage included/calculated in table. Land Use designation assumption that a minimum of 50% of total acreage is developed with residential use.*

*Total number of households does not exclude potential park areas as contemplated in Chapter 6: Parks Trails and Open Spaces.
Actual acres and resulting households to be adjusted and calculated at time of development (Preliminary and Final Plat).*

Density in Sewered Areas by 2040

Consistent with the Metropolitan Council's policies, the density calculation performed based on Table 3-3. Net Developable Acreage of Planned Residential Land Uses will result in an average net density of approximately 3.0 dwelling units per acre. As required, the household calculation in Table 3-3 was performed based on the minimum units allowable per the density range.

As shown on Map 3-4 and Map 3-5, there are three land use designations at sufficient densities to meet the City's allocation of affordable housing per the Metropolitan Council System Statement. Approximately 144 acres are collectively guided for these three designations between 2021 and 2030, which meets the required allocation in this planning period. (Further detail regarding affordable housing can be found in Chapter 5: Housing).

Employment Locations

Existing and planned employment locations are generally located within the Village Planning Area and South Planning Area. Land uses served by MUSA, or planned for extension of services, will continue to be the primary locations for employment through the forecasted planning period. There are some existing limited business land uses located outside of MUSA designations that are anticipated to remain in operations through this planning period, but are not accounted for in Table 3-4 because they are existing, and no intensification of the land use is projected in these areas.

To determine the intensity of the commercial and business park uses in the guided FLU, the maximum impervious surface coverage was estimated based on information contained in the City's Zoning Ordinance. The coverage calculation was converted to square feet and the Metropolitan Council Environmental Services Sewer Area Charge (SAC) 2017 Manual was used to determine allocated SAC units based on the designation and potential users.

These land uses are identified on Map 3-3: Future Land Use Plan, Map 3-4: Future Land Use Plan – South Planning Area and Map 3-5: Future Land Use Plan – Village Planning Area.

25

Table 3-4. Employment Locations and Intensity (Planned for Development)

Growth Area	Land Use	Planned Acres	Intensity (FAR)	Estimated Acres (Square Feet)	SAC
South Planning Area	Commercial	110	35%	38.5 (1,677,060)	559
	Business Park ^b	100	35%	35 (1,524,600)	320
	Mixed Use - Commercial ^a	58.84	35%	20.59 (897,075)	299
	Mixed Use - Business Park ^{ab}	46.1	35%	16.14 (702,841)	148
Village Planning Area	Commercial	14.9	35%	5.21 (227,165)	76
	Mixed Use - Village ^a	9.54	50%	4.77 (207,781)	69
Total SAC/Emp.					1,471

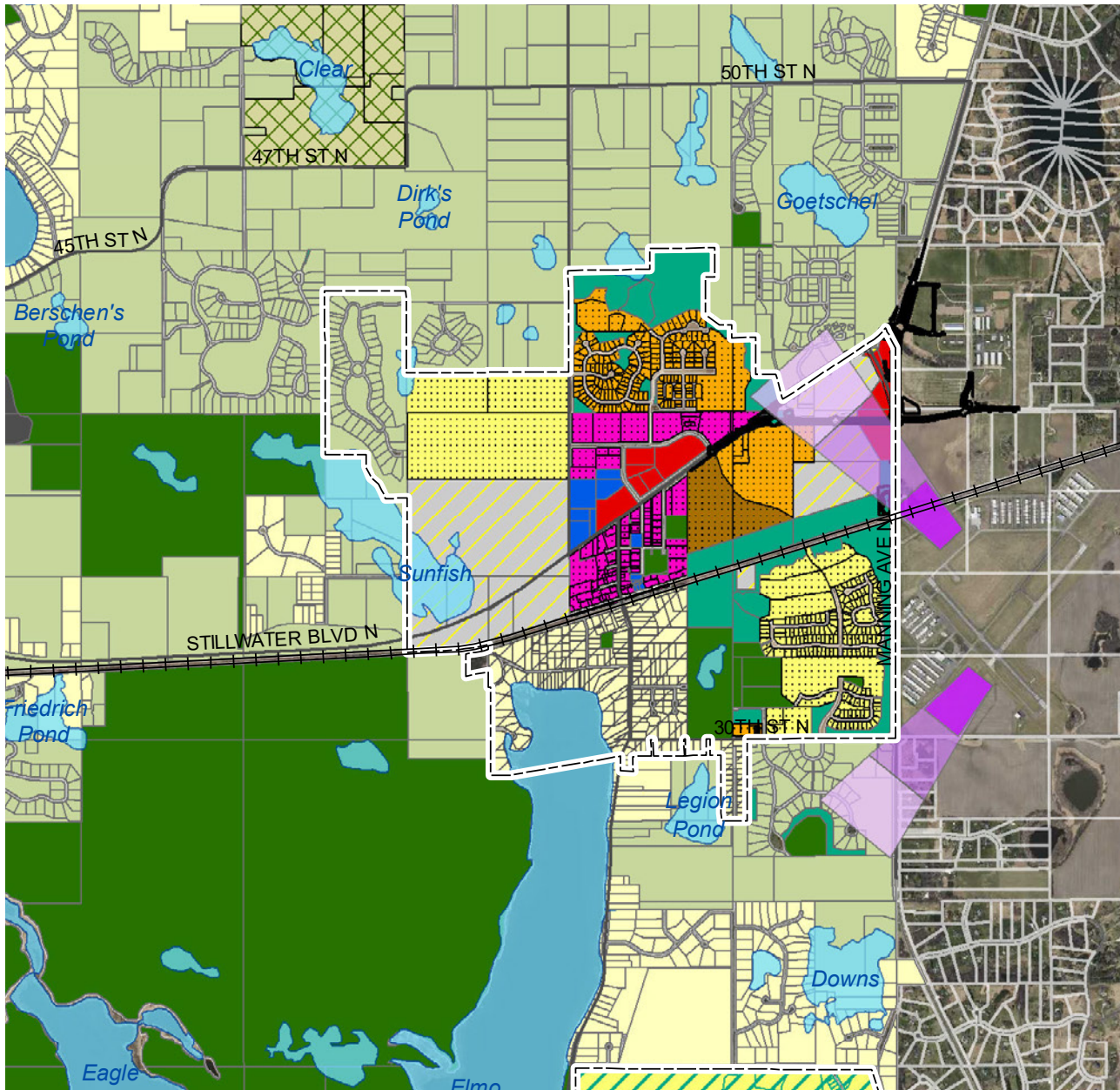
^aOnly commercial/business component is included in acreage. Approximately 50% of total land use designation used for calculation per land use definition.

^bBusiness Park Designations calculation assumes office/manufacturing/warehousing mix of general business users.

Airport Impact

The Lake Elmo Regional Airport is located adjacent to the City's eastern boundary in West Lakeland Township. The airport is east of Manning Avenue and between the railroad and 30th Street N. Parts of the airport safety zone and noise impact areas impact a portion of the Village Planning Area in Lake Elmo. A new low density single-family detached residential neighborhood is partially developed with subsequent phases anticipated within this planning period. No development is allowed within the Runway Protection Zone (RPZ). All land designated within the RPZ are designated as Public/Semi-Public uses and are included within the City's Greenway Overlay which restrict any future development of land within this designation. The FLU is consistent with allowed land uses within the safety zones for the Lake Elmo Regional Airport and reflects this restriction. The City will continue to work with the Metropolitan Airports Commission and MnDOT Aeronautics Division to update airport zoning regulations that address noise and safety concerns within these zones as required.

Map 3-6. Airport Safety and Runway Protection



- 21D Preferred Ultimate Runway Protection Zone
- 21D Preferred Ultimate Safety Zone A
- 21D Preferred Ultimate Safety Zone B

Draft Date: Rev. 5.2.2018
Source: Washington County,
MNGEO, SHC



**Runway protection zones and safety zones depicted are mos recently available shapefiles.
Verification of location of runway improvements and revised RPZ to be completed after EA process.*

Phasing and Staged Growth

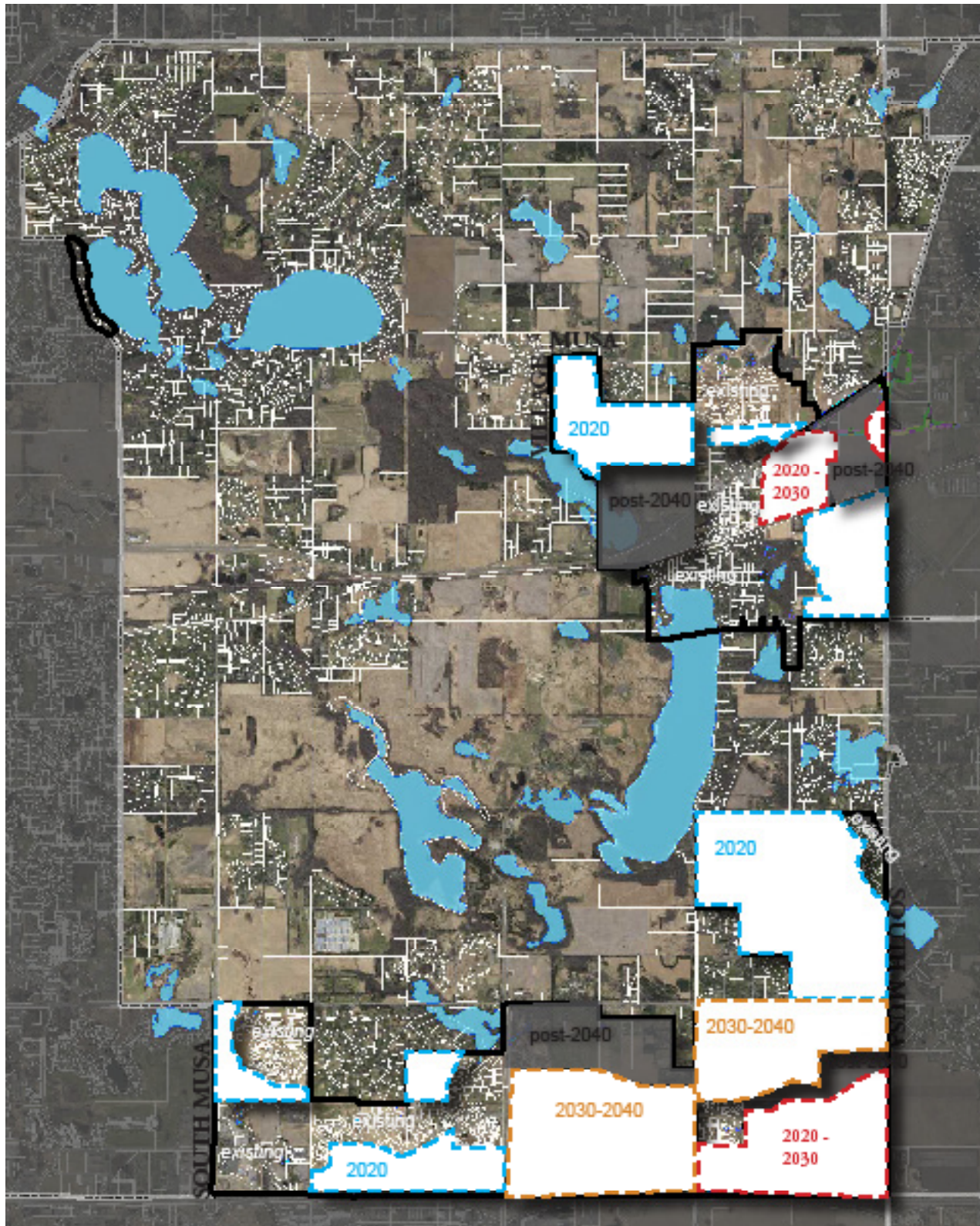
The majority of the City's growth in households and employment is anticipated to occur within the designated MUSA boundaries; however, there will be some continued development in the rural residential areas of the community through 2040 as shown in the following table. Since the 2030 Planning period, the City's projected population and households through 2040 was decreased by approximately 25%. As a result, all of the land area within the City's MUSA area to accommodate projected growth in the 2015 System Statement is not needed. While the City cannot change the designated MUSA, it has created a new Urban Reserve land use designation that is not planned for urban services during this planning period.

Table 3-5. Future Land Use Forecast Acreage per Decade

(TO BE COMPLETED AFTER ENGINEER calculations)

Future Land Use	Residential Density (dwelling units/ acre)	2020 Acres (%)	2030 Acres (%)	2040 Acres (%)
Agricultural Preserve (AP)	0.025	414.73 (2.67%)	414.73 (2.67%)	414.73 (2.67%)
Rural Area Development (RAD)	0.1	4,790.54 (30.89%)	4,790.54 (30.89%)	4,790.54 (30.89%)
Rural Single Family (RSF)	0.5 - 2	2,549.55 (16.44%)	2,549.55 (16.44%)	2,549.55 (16.44%)
Low Density Residential (LDR)	2.5 - 4			
Medium Density Residential (MDR)	4.5 - 8			
High Density Residential (HDR)	8 - 15			
Mixed Use - Commercial (MU-C)	12 - 15			
Mixed Use - Business Park (MU-BP)	6 - 10			
Village – Low Density Residential (V-LDR)	1.5 - 3			
Village – Medium Density Residential (V-MDR)	3 - 5			
Village – High Density Residential (V-HDR)	8 - 12			
Village – Mixed Use (V-MU)	5 - 10			
Urban Reserve (UR)	0.1	511.39 (3.30%)	511.39 (3.30%)	511.39 (3.30%)
Commercial (C)	NA			
Business Park (BP)	NA			
Institutional (INST)	NA	301.27 (1.94%)	301.27 (1.94%)	301.27 (1.94%)
Public/Semi-Public (PSP)	NA			
Park & Open Space (POS)	NA			

Map 3-7. MUSA Growth & Phasing Plan



ADDITIONAL OBJECTIVES OF FUTURE LAND USES

The City's FLU acknowledges and plans for continued household and employment growth through 2040, but also includes preservation and continued support of its rural residential landscape and robust parks and open space system. The City of Lake Elmo has always been identified as an exceptional place to live because of its robust parks system, protected high-quality natural resources, and proximity to major employment, healthcare and retail centers. Even though the community is growing, and in some cases transitioning from a primarily rural residential community, there is a desire and an opportunity to weave the most important elements and characteristics into changing areas of the community to ensure that the identity and character of the community continues for generations to come.

Equally important to the planned land uses, densities and projections is the commitment to maintain open spaces, natural resources and parks and to promote opportunities to provide healthy, vibrant, resilient neighborhoods.

The following sections should be used as an extension to the Future Land Use Plan and should be incorporated or acknowledged in growth areas and in areas planned for protection of existing uses. There is always an opportunity to do better, and the following themes help support the future direction of the City's land uses and decision-making.

Promoting Health with Land Use

As part of the 2040 Comprehensive Plan Update process, the City obtained a grant from Washington County Health Services through the State Health and Improvement Program (SHIP) to incorporate living healthy principles into this comprehensive plan. There are many ways that the principles of healthy neighborhoods, communities and environments can be incorporated into existing and future land uses. The following summary identifies some of the ways in which health was considered, and incorporated, into the Future Land Use Plan.



Mixed-Use Land Use Designations to Promote Health

The introduction of land uses that will promote a more compact, walkable, development pattern was purposefully integrated throughout the growth areas as identified in previous sections of this chapter. In addition to creating new land use designations, the City discussed opportunities to better connect existing neighborhoods through bikeways, trails and other pedestrian routes to support active residents. This discussion included how public and private trail connections may be used to achieve these objectives, and the City acknowledges the need to better communicate and sign public trails and routes so users are comfortable and informed using the system.

In addition to neighborhood pattern, the new mixed-use designations will permit the incorporation of uses such as restaurants, markets, farmers markets, and other events that can be designed to support an active lifestyle for the City's residents, employees and employers. With the growing popularity of farm-to-table dining and experiences that focus on healthy living, Lake Elmo is well-positioned to capitalize on trends that connect its rich rural and agricultural resources with health-conscious consumers seeking fresh high-quality foods and products. As the community grows and new households are added, it will be important for the City to ensure grocery and fresh foods are sold and provided at locations nearby higher concentrations of residents.

31

Ensuring "Uses" that Support Health are Permitted and Accessible

Closely related to the introduction of more compact development patterns, is the need to provide accessible options to purchase healthy and fresh foods and products. This can be accomplished through ensuring that uses that support that objective are permitted within the City's land use designations and the zoning code. Connection and ease of access are essential components to this objective, so pedestrian, bikeways and other routes to locations with fresh products is important to consider as the City develops and evolves.

Providing an Accessible and Connected Green Network

The City is committed to preservation of its existing natural resource and open space network. In addition to the existing network, the City plans to expand the network as growth areas are developed. Part of this planning process included discussion and recommendations regarding better park, trail and open space connections for residents in existing neighborhoods and in new growing neighborhoods. Natural resource protection, identification, preservation and development creates opportunities to create a network of greenways and trails for residents to utilize for recreation, connection with nature, connection between various neighborhoods and destinations in and around Lake Elmo, and to build a more resilient (and green) infrastructure. Trail development is an important way to promote health and activity in the community. The City's Future Land Use Plan should be implemented to be consistent with Chapter 6: Parks, Trails & Open Space that identifies key trail, natural resource and open space considerations as development occurs within the City's growth areas.

***LU Goal #2.** Enhance Lake Elmo's expansive network of trails, open spaces, and natural resources as amenities in developing areas of the community.*

- Chapter 1: Vision, Goals & Strategies

Parks, Open Space and Natural Resources Integration

Nearly 18% of the City's land acreage is publicly protected as Park or Open Space, and an additional 11% of private lands area is protected with a conservation easement. Natural resources, parks, and open spaces protection and enhancement is one of the City's character defining elements that makes the community a special place to live, work and recreate. The City's expansive natural resources, including woodland, meadow, lakes and wetlands, and rural scenic amenities are sprinkled throughout the heart of the community are valued assets for all residents. The presence of high quality natural resources is important to the lasting effort of balanced development, enduring biodiversity, and opportunity for recreation and connection for area residents. The effort to preserve and enhance these features as an asset for the community and region is a primary objective and specifically stated in several Goals and Strategies within Chapter 1: Vision, Goals & Strategies.

Decision-making related to incorporation of greenways, natural resources, parks and trails associated within this Future Land Use Plan should be consistent with the information found in Chapter 6: Parks, Trails & Open Space.

Access & Transportation

A key component of implementing the Future Land Use Plan is to plan for appropriate access and consider diverse modes of transportation. It is likely that as the growth areas change and develop a more diverse demographic will move to the community and their transportation demands may include alternate modes such as bikeways, pedestrian ways and the desire for transit.

Incorporated on Map 3-3: Future Land Use Plan are the conceptual main thoroughfares through the growth areas that are planned for within the Chapter 7: Transportation. Identification of the east-west roadway connection in the South MUSA planning boundary on the Future Land Use Plan is deliberate and was used to guide compatible and appropriate land uses. It is the intent of the Future Land Use Plan that development along the east-west corridor would support and plan for adequate right-of-way at time of development that would include a multi-use trail that would promote mode choice and accessibility to adjacent neighborhoods. Likewise, a new roadway connection in the Village MUSA planning boundary is identified and the land use plan was developed to encourage higher-densities near the roadway to improve access. More detail regarding new roadways, and the existing transportation, transit, and bikeways system can be found in Chapter 7: Transportation.

33

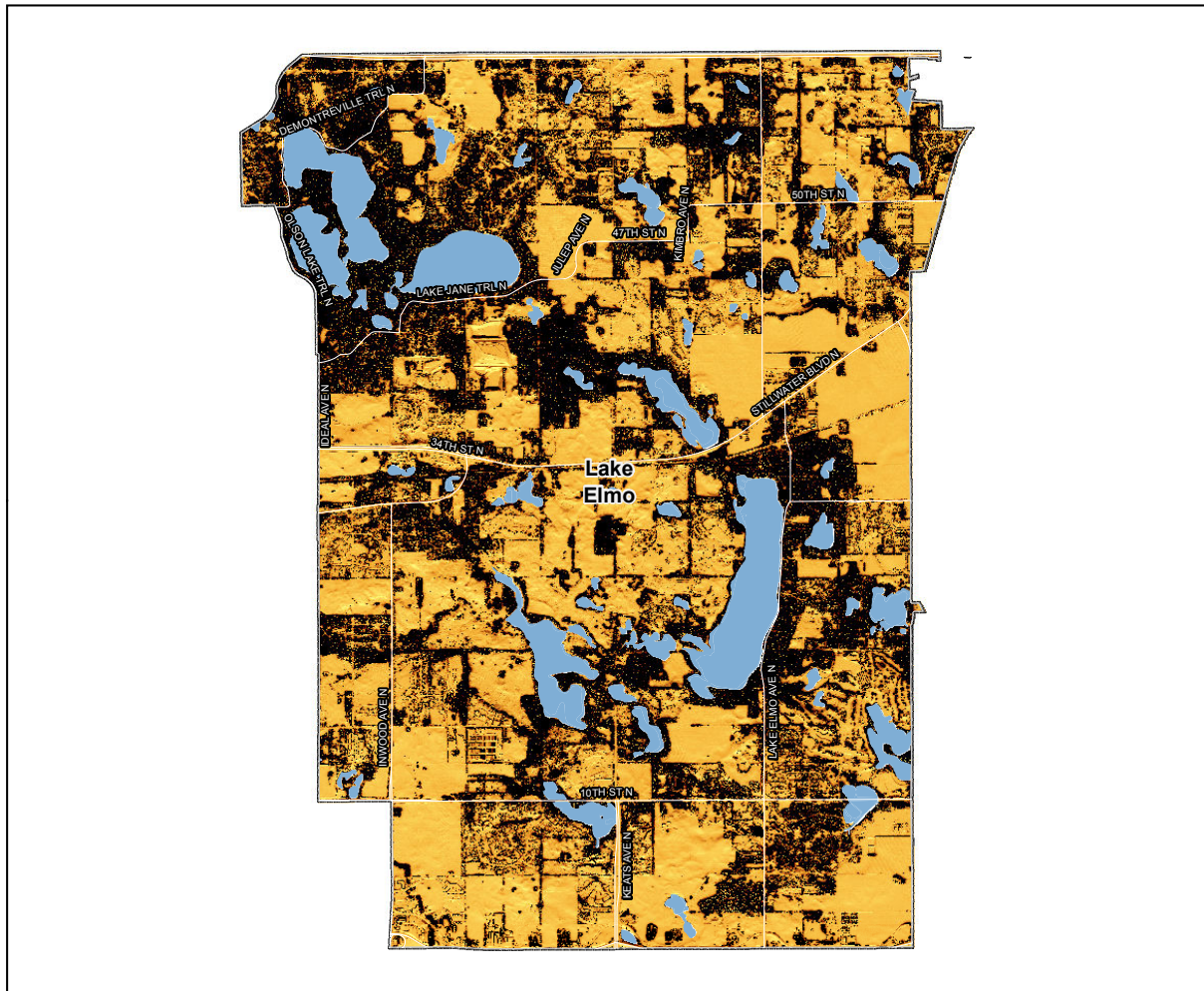
Supporting Resiliency

The purpose of creating a Future Land Use Plan that provides a diverse land use pattern is to allow for the City to adapt and change as needed through this planning period. Better integration of land uses allows for the community to be thoughtful about innovation as the environment changes and new technologies are developed, and creates opportunities to adapt and be responsive. The idea of resiliency is woven throughout this Plan, and is specifically discussed as it relates to the Green Network and Resilient Infrastructure in Chapter 6. It is the intent of the City that the idea of a Green Network be used as part of the decision-making process and allow for improvements in neighborhood and development design as the community evolves and changes through 2040.

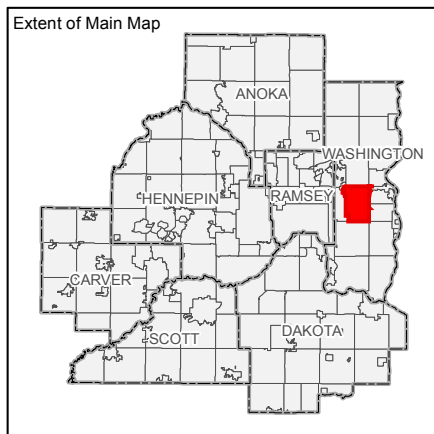
Solar Access

The City has incorporated standards into their zoning ordinances regarding siting of structures and buildings to support access to solar resources. Given the City's dominant residential landscape pattern, options for private property owners including individual homeowners and homeowners associations to capitalize on solar energy are supported by the City's adopted ordinances and official controls.

Map 3-8: Gross Solar Potential



12/20/2016



**Gross Solar Potential
(Watt-hours per Year)**

High : 1276008
Low : 900001

- Solar Potential under 900,000 watt-hours per year
- County Boundaries
- City and Township Boundaries
- Wetlands and Open Water Features

Source: University of Minnesota U-Spatial Statewide Solar Raster.

SPECIAL RESOURCE PROTECTION

A consideration when developing the Future Land Use Plan was to inventory special or unique resources in the community, and to allow these resources (where applicable) to help guide where and when development would occur.

Historical Resources

There are no State or Locally registered historical districts or structures in the Lake Elmo. However, the City strongly supports the preservation of the “Old Village” Main Street, where the village first developed. During the 2030 Planning period, the City developed a set of design guidelines which will help protect existing buildings and ensure new construction integrates well with the existing character and building form of the district.

During this Plan development process the City studied the Old Village area, and concluded that it would benefit from further refinement based on areas contained within the previous Old Village boundary. The result, is that this Plan creates three distinct Districts that describe the use, activities and desired plans based on location within the City’s core village area. A full description of the Districts, and how they will shape the core of the village are provided in Chapter 4: Balanced Development & Growth.

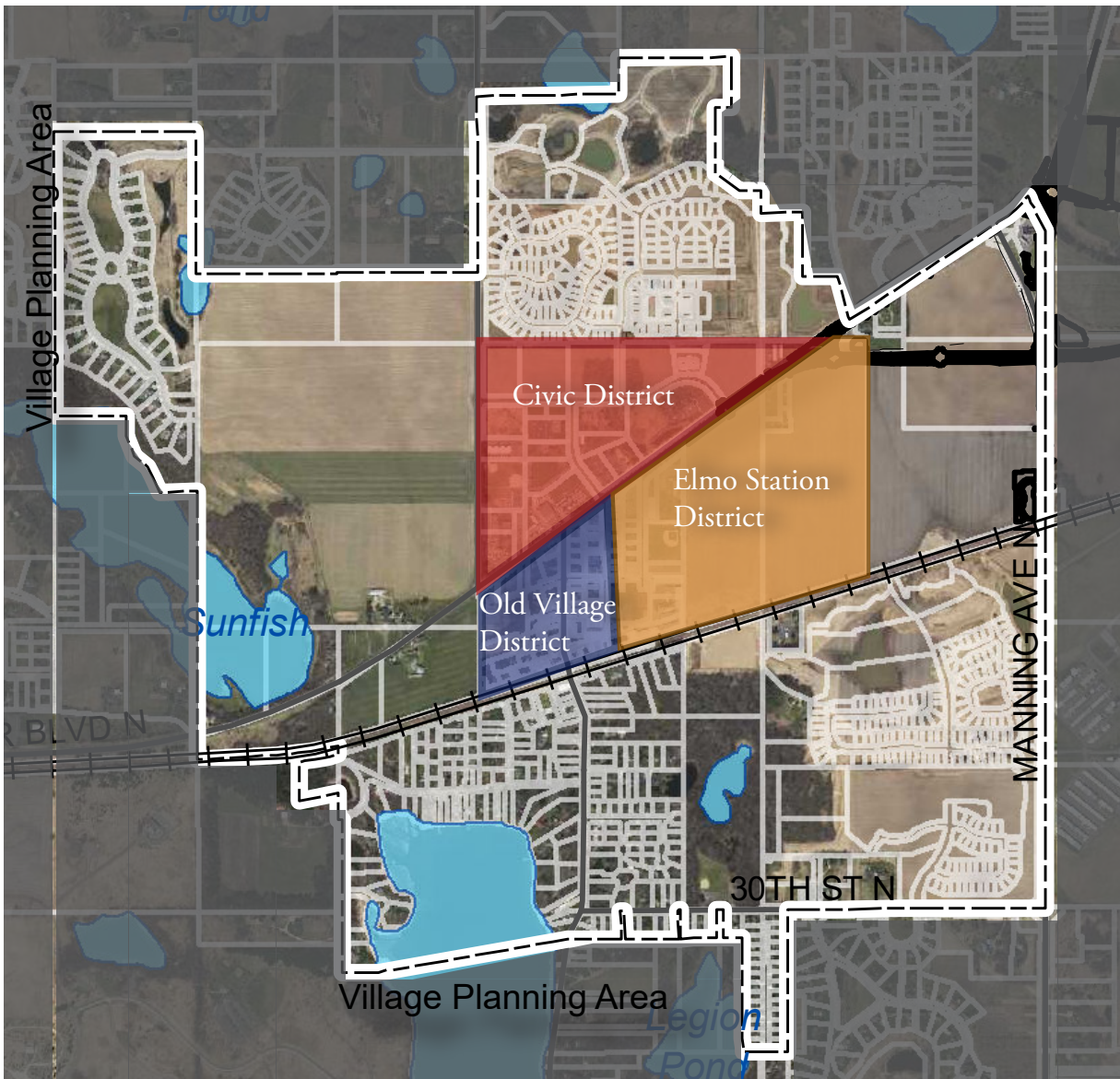
LU Goal #4. Create strong and vibrant Districts in the Village Planning Area that becomes a destination for all residents of the community.

LU Goal #5. Identify and Explore opportunities to improve the streetscape in the Old Village District, Elmo Station District and Civic Center District to create a more walkable environment.

LU Goal #6. Maintain and Strengthen the small-town charm of the Old Village District.

- Chapter 1: Vision, Goals & Strategies

MAP 3-9: District Boundaries in Village Planning Area



37

Draft Date: 4.5.2018
Source: Washington County,
MNGEO, SHC



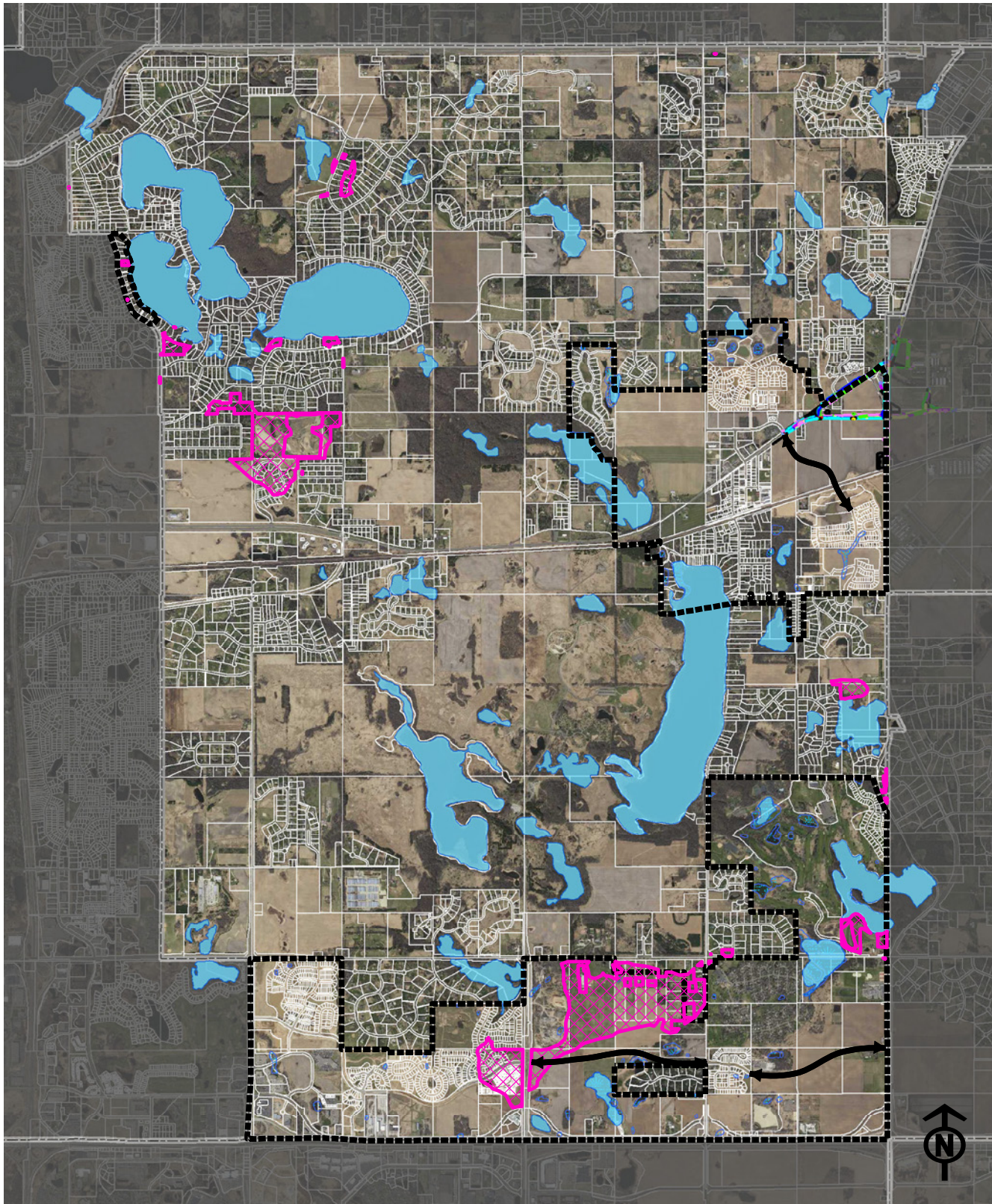
Aggregate Resources

Per the Metropolitan Council's 1997 Aggregate Resources information, there are approximately 324 acres of land identified in the City has having aggregate resource value. Today, there are two active aggregate sites, one located in the northwestern quadrant of the community, which is identified on the 1997 Aggregate Resource Inventory. The second active site is located in the South MUSA boundary, near the Keats intersection with 10th Street North. Adjacent to this site, and designated within the City's Urban Reserve land use, is additional land identified within the 1997 Aggregate Resource map. The existing active sites have been in operation for several decades, and it is the City's understanding that these sites are nearing their useful life and may be exhausted in this planning period. Beyond the active sites, the 1997 Aggregate Resource map identified areas within exiting neighborhoods that are not likely to experience any demand or opportunity for extraction. As aggregate resources are depleted, the land will transition into suburban-style development, consistent with the surrounding district. As mentioned, some of the land identified with potential for aggregate resource extraction that has not been mined, is designated within the City's Urban Reserve that guides development post-2040. Future plans will work to address these reserve areas further.

Agricultural Preserve

The City's agrarian and agricultural past continues to be valued by the City, and landowners and homeowners that express interest in preserving agricultural land through the Agricultural Preserve program will be supported by the City. Currently, there are approximately 414-acres of land protected by an Agricultural Preserve covenant per the Metropolitan Council's records, and those properties have been identified and guided appropriately on the Existing and Future Land Use Plan contained within this chapter.

Map 3-10. Aggregate Resource Locations



-  Aggregate Resources 1997
-  Revised 2040 MUSA

Draft Date: 4.5.2018
Source: Washington County,
MNGEO, SHC

Chapter 4: Balanced Development & Growth

Rural & MUSA





INTRODUCTION

As described and introduced in the Land Use chapter, the City has experienced significant change and growth over the past decade which is expected to continue through much of the next planning period. The City is a naturally desirable location due to its proximity to the Twin Cities, accessibility and high-quality neighborhoods, schools and natural areas. All of these characteristics positively contribute to the City's desirability making it a place where new residents want to locate, long-term residents want to stay and businesses want to be.

The following chapter is provided to describe what types of development patterns exist today, where those patterns are changing and evolving, and where they are likely to stay the same. The importance of acknowledging and understanding the City's existing and potential growth opportunities is in its ability to describe, regulate and guide the types of development to appropriate locations of the community. By being deliberate about its plans, the City can continue to define its character and identity through its existing developments and neighborhoods while permitting new development to occur in ways that support the City's identity and vision for the future.

3

2040 Balanced Development & Growth Highlights – What's to Come

- » Creating balance within a community that is experiencing change is important for protecting its character and achieving its vision for the future.
- » The City aims to use a balanced approach to protecting and continuing existing rural development patterns while allowing for new urbanizing development patterns and uses in appropriately guided areas of the community.
- » Establish patterns of development that integrate with the existing character and landscape of the community and transition comfortably between uses.

Specific Area Plans & Land Use Patterns

Despite recent growth and development pressure, a large percentage of the City's landscape is planned to continue to be dominated by rural residential development patterns interwoven with an extensive network of parks, open spaces and natural resources. Since more than 50% of the community is anticipated to remain in rural residential and protected park lands, this dominant land use pattern will continue to be a defining characteristic of the community through 2040. Much of the remaining XX% of the community is anticipated to be developed over the next 20 years with a more intense development pattern that will offer greater diversity in choice to current and future residents, stakeholders and business owners.

One of the most important considerations the City will make moving forward is how to create balance within a community that is experiencing change. The desire to maintain the historical rural roots of the community while allowing areas of new development types; to create new opportunities that will respect past patterns and identities; and to remain individual when the community is a part of the larger regional context – Lake Elmo's leaders are embarking on a careful balancing act over the next 20 years.

The commitment and desire to create balance in the City moving forward is described in the following sections. This chapter addresses a balanced approach to protecting and continuing existing rural development patterns while allowing for new urbanizing development patterns and uses in appropriately guided areas of the community. This chapter emphasizes the importance of respecting the qualities that have made Lake Elmo's neighborhoods exceptional places to live, work and recreate and incorporating those characteristics into areas that are projected to evolve and change over the next 20 years.

5



THE RURAL PATTERNS

The City developed its rural residential neighborhoods over a series of decades which resulted in a diverse rural landscape pattern that cannot be found in other communities in the Twin Cities. Because the City's rural areas grew organically over an extended period of time the neighborhoods in the rural areas responded to various conditions of the landscape, market place and regulations. A strong correlation can be seen between the development pattern and the time period in which the neighborhood was developed since different regulations and lot standards were in effect at various times in Lake Elmo's history. Most recently, the City's rural areas have focused on the Open Space Development neighborhood pattern, but historically a more conventional rural residential subdivision pattern such as those found around the Tri-Lakes neighborhoods, and adjacent to the Old Village were developed when minimum lot sizes were much smaller than the minimum lot sizes required today. Since there remain some larger contiguous acreages in the community, the City has projected that growth is likely to occur in these areas, which is consistent with the Metropolitan Council's projections found within the 2015 System Statement as summarized in Table 4-1.

6

Table 4-1 Unsewered Rural Residential Forecasts

Forecast Year	Forecast Component	Population	Households
2010	Unsewered	8,061	2,776
2020	Unsewered	6,788	2,441
2030	Unsewered	7,140	2,760
2040	Unsewered	7,992	3,379

Source: 2015 Lake Elmo System Statement, Metropolitan Council

The following sections describe the most common types of neighborhoods and development patterns in the City's rural areas and it is anticipated that many of the following patterns, particularly Open Space Development neighborhoods, will continue to define the community through this planning period.



Conventional Rural Residential Neighborhoods

A conventional subdivision is one that generally includes a fairly regular lot size, with similar setback standards, and where all the land contained within the subdivision is privatized excluding roadways. In the City's rural areas, this neighborhood pattern can be found with various lot size patterns, and many of the neighborhoods are organized around natural features such as the City's many lakes. For example, the neighborhoods of the Tri-Lakes were developed to capitalize on access to Lakes Jane, Olson and DeMontreville in the northwest corner of the community. Each neighborhood in the rural residential area has a strong sense of individuality since they were generally developed with an organizing feature. Oftentimes it is difficult for large-lot areas to have a strong sense of neighborhood and character, but Lake Elmo has successfully created a sense of place within these neighborhoods by carefully developing areas with intrinsic values.

Looking forward through this planning period, conventional subdivisions such as those found in the existing rural residential areas of the community are not likely to be developed with similar lot configurations and patterns given current regulations. Today, rural residential land uses are expected to maintain an overall density not exceeding one (1) dwelling unit per ten (10) acres which makes a 'conventional' subdivision much more difficult, particularly if a sense of neighborhood is desired. Subdivisions that are developed with standard lot sizes between 5 and 10 acres may still occur, but the scale and number of lots is likely to be much smaller than some of the more conventionally-subdivided neighborhoods that make up much of the City's existing land use.

7



Open Space Development Neighborhoods

The City of Lake Elmo is known for pioneering innovative rural development patterns in the region which contributes positively to the character of the community. These rural developments, commonly referred to as Open Space Developments, embrace the lifestyle of the rural landscape capitalizing on the natural features residents desire. Several Open Space Developments have endured for decades to provide residents with opportunities to live near nature and preserve land for conservation, wildlife, and recreation.

In many ways much of the City's existing rural residential neighborhood pattern is innovative, and unique from many similarly situated communities in the metropolitan area. There are over a dozen Open Space Development neighborhoods that include clustered residential uses with perpetually protected conservation areas. Neighborhoods such as the Fields of St. Croix, and the more recently developed Discover Crossing, are open space development neighborhoods that are a part of the City's continuing rural residential land use patterns. The principle characteristics of these neighborhoods is that homes in these neighborhoods are sited closer together (clustered) which allows for surrounding land to be preserved for open space, natural resources protection, recreational and trail opportunities, and natural surface water drainage.



The City will continue to promote the open space development neighborhood pattern of the next planning period and will guide potential developers to preserve areas with natural resource value. Developing with open space neighborhood patterns affords the City the opportunity to identify and protect important natural resources and provide multi-purpose connected greenways. While this development pattern provides great opportunity, there is also challenge regarding the maintenance and management of the community systems, and the conservation easement. Most recently, some of the more established open space developments have begun to require maintenance of the community septic systems. As the City learns the best way to resolve and understand these issues it provides a valuable learning opportunity to the community to identify how to mitigate potential issues in future developments. Additionally, many conservation easements in the City are currently held by the Minnesota Land Trust, and it is likely that this organization may not be as willing to hold small conservation easements in the future. Moving forward, the City will need to identify alternative organizations that qualify as an 84C to hold future easements to ensure this development pattern is viable to continue the existing character of the City's rural neighborhoods.



General Considerations for Growth in Rural Areas through this Planning Period

Market Considerations

The single-family detached housing market has recovered to a great extent, and the high-end market is not as affected by recessionary trends.

It is likely that new developments in the rural areas will trend towards the upper end of the market and will continue to be dominated by single-family detached uses. Given this trend, the absorption of lots in these areas tends to have a longer

duration than in neighborhoods with more moderate housing and lot prices. Regardless, the City does anticipate continued demand for new housing in the rural residential areas. Likewise, the City will likely continue to see reinvestment in the existing housing stock particularly in existing neighborhoods around the lakes if the economy and market place stays strong over the next planning period.

BDG Goal #4. Create a land use and phasing plan that promotes contiguous development, that has flexibility to respond to the market, and results in a balanced land use pattern.

- Chapter 1: Vision, Strategies & Goals

Greenways, Utilities & Pattern

Through this planning process the City has identified one of their goals as the desire to improve trail connections throughout the community. An effective way to accomplish this is through establishing a City-wide green network of open space, parks, trails, and parkways. To achieve this objective, a network through the City's rural residential areas is critical because these areas also include some the community's most valuable park and open space resources including Sunfish Lake Park and the Lake Elmo Regional Park Reserve. An open space or green network within the City may include land that responds to topography and natural drainage, which typically coincide with undevelopable land on which developments can be planned to balance protection of these features while locating homes and buildings away from the network. Establishing development around natural drainage also requires less engineering and manipulation for constructed storm sewer. A green network also contributes to greater movement and health of wildlife and biodiversity in the community. As part of this comprehensive plan, a general green network has been illustrated in Map__. The suggested network follows natural land features, existing open space and public ownership, and considers large

tracts of single ownership. It does not however indicate any level of entitlement, taking, or intent for public ownership. Ongoing evaluation of appropriate connections and opportunities for enhancing the network should be considered with each development proposal in rural and growth areas.

One of the most significant challenges to rural development is providing drinking water with private wells and sanitary with private septic systems. Residential developments in the City utilize both individual systems for water and sanitary or community systems for clustered design.

Fortunately, septic system technology is consistently advancing, providing greater opportunities for systems that are more efficient, effective, and take up less land. Some newer systems release treated water directly to on-site soil infiltration, offering opportunity for localized groundwater recharge. The City should encourage use of proven new technologies in rural developments, both existing and new, that may prevent needs for future unplanned City sewer connections and enhance sustainable methods for groundwater infiltration. In addition to advantages to localized groundwater recharge, some of the newer systems also require significantly less land for drainfield area and as a result may provide more opportunity for diversification of housing types within rural area development.

BDG Goal #1. Encourage developers, land owners, and stakeholders to integrate the value of natural resource systems into new developments in all land use categories.

- Chapter 1: Vision, Strategies & Goals

11



THE [SUB]URBANIZING PATTERNS

The areas of the community that have experienced the most change in the last decade, are those that were designated to be included within the Metropolitan Urban Service Area (MUSA). As shown in Chapter 3: Land Use, approximately 11% of the City's land area is designated to be included and served by urban services (municipal sewer and water). While approximately 15% of the City's total land area is designated within the 2040 MUSA, there are two distinct areas that will be developed with more intensity and each has a different set of objectives for growth over the next planning period.

The City's previous Plan identified these land areas as "urban" and while they are designated to receive urban services, the development patterns within the planned MUSA are guided towards more suburban densities and are not projected to take on characteristics of more urban development patterns found in places like downtown Saint Paul, Stillwater, or other more compactly developed areas.

The following sections provide a description of the City's planned and desired growth patterns and uses over the next planning period for these areas. As with the rural residential areas, the City is committed to incorporating parks, trails, open spaces and natural resources throughout the

BDG Goal #3. Recognize that sewered development is planned for specifically guided areas and that those areas are appropriate for increased density and commercial uses.

- Chapter 1: Vision, Strategies & Goals



community – including the areas planned for municipal services. Regardless of the presence of municipal services, the one common thread throughout the community is the desire to create a network of open spaces and trails that become the defining characteristic of Lake Elmo through this planning period.

Village Planning Area

The Village Planning Area is set apart from the surrounding rural landscape, and encompasses the City's historic main street, established neighborhoods around Lake Elmo, developing neighborhoods and remaining farmsteads. The boundary of the Village Planning Area coincides with the 2040 MUSA boundary, and the land within it is planned to be connected to municipal services including sewer and water. Approximately 15% of the land area

within the Village Planning Area was developed between the late 1800s and early 1960's and was developed at a time when sanitary sewer and water regulations were much different than current standards. Since standards have evolved, and environmental concerns are more prevalent today particularly as they relate to Impaired Waters (See Chapter X: Water Resources), these historic neighborhoods and developments will now be served with regional and municipal systems. While the transition is costly, and impacts existing residents and users, the long-term benefits will be invaluable to assist with improving lake quality of Lake Elmo, and health, safety and welfare of residents that will now have safe sanitary sewer and water supply to their homes.

In addition to improving existing neighborhoods and user quality, the introduction of urban services to the Village Planning Area allows for greater diversity of land uses within the Village Planning Area that can accommodate higher residential densities and more commercial and clustered development. Some in the community see this as an opportunity, while others view this change with skepticism. Regardless of the position, through this planning process, nearly everyone who provided comment was committed to maintaining the Village as the heart of the community and want to see it succeed as a character defining gathering place for the community.

BDG Goal #2. Protect existing neighborhoods, open spaces and natural resources from adverse impacts that may result from intensified development in adjacent sewered areas.

- Chapter 1: Vision, Strategies & Goals

Given the desire to maintain the Village as an important way to organize and center the community, the City has further refined the plan for development and growth within the Village Planning Area within this chapter. While there are diverse land uses available to preserve, develop and redevelop the land in the Village Planning Area, a central theme of the community is the desire to maintain a greenway around the urbanizing area. The greenway will link open spaces between developments within the urbanizing areas and will offer broader connections to the greenways throughout the community. The greenway is envisioned to function as a preserved corridor to benefit the natural resources valued in the community, and to denote and transition between the development patterns within the rural residential neighborhoods and the more compact village pattern as you move towards the heart of Main Street.

The Village Planning Area is well-positioned for the types of land uses proposed. The area is centered around the historical Old Village which carries the nostalgic history and character of the City. Future land use and related policies will support the preservation of this character and promotion of development here to maintain the character already established. To best plan for the various types of land uses and development design for the heart of the Village Planning Area, three districts centered at the core of the planning area are created within this Plan: the Old Village District, Elmo Station District, and Civic District. While these areas do not encompass all land within the Village Planning Area, the land outside of these core districts is planned for a more traditional suburban residential development pattern that will be connected to the core districts by parkways, roads and trail connections.



Old Village District

The location of the Old Village District has the opportunity to capitalize on its proximity to the Lake Elmo Regional Park Reserve that bring people from throughout the region, and its relative accessibility from Stillwater Boulevard which is busy thoroughfare through Washington County. With the right destinations and supporting contextual land uses, the Old Village District has potential for growing its economic presence and bolstering its place as a heart for the community. Vitality of the Old Village Main Street is dependent upon enough households supporting the businesses desired along the street. This is where the future land use plan works to identify areas where increased residential density in adjacent districts can bring more residents closer to the conveniences and desired destinations of the Old Village. Interestingly, this concept is not entirely new, as historic plat maps of Lake Elmo from the 1940s and 1950s identify a “Village” area that is nearly consistent in boundary and area to that defined as the Old Village District within this Plan.

BDG Goal #7. Create opportunities for new businesses to locate in the Old Village District.

- Chapter 1: Vision, Strategies & Goals

Naturally then the future plan for the Old Village District is to enhance and preserve the historic character of the Main Street, and respect its historical roots as the heart of the community. There is opportunity to fill in existing gaps with similarly sized and scaled buildings that are supportive and consistent with the architectural charm of existing buildings along the street frontage between Stillwater Boulevard and the railroad tracks. Recent improvements along this portion of Main Street (Lake Elmo Avenue) has significantly improved the pedestrian experience, and with continued efforts to make the area more walkable and friendly infill and reinvestment are likely to continue.

In addition to the Main Street, the surrounding historic neighborhoods and mix of uses in the immediate area reinforce its charm. The intent of creating this District is to promote and capitalize on opportunities that enhance and improve the pattern in this District, and to evolve and develop with structures and uses that reinforce the small village charm. As identified in subsequent implementation sections of this Plan, one of the ways in which this pattern will be reinforced is through the development of an overlay district within the City’s zoning that will further prescribe the desired development and redevelopment patterns in the Old Village District through this planning period.

Elmo Station District

In an effort to more clearly define the City's objectives for the core of the Village Planning Area, the Elmo Station District is created to identify an area adjacent to the Old Village District that could be developed and redeveloped more intensely to support and enhance the uses along Main Street. The primary land use change identified for the future land use in this district is the addition of a higher density residential area that allows for construction of multi-story / multi-family residential buildings. This will bring an important concentration of people closer to the Main Street of the Old Village and will support the traffic needed for the success of the businesses located there. During this planning process a significant amount of time was dedicated to discussions about the relationship between households, retail demands, and the ability for communities and neighborhoods to support conveniences and services within a small village setting. Ultimately, it was determined that promoting and encouraging a more compact and supporting residential neighborhood pattern near the Old Village District could provide valuable resources, support and pedestrian activity to create a more vibrant (and viable) Main Street.

BDG Goal #6. Support existing small businesses in the Old Village District and Elmo Station District.

- Chapter 1: Vision, Strategies & Goals

The character of the Elmo Station District is planned to be supporting and compatible with the historical architectural qualities of the nearby Old Village District. However, there should be a distinction between these two Districts that what's new is new and is compatible but not the same. The residential neighborhood pattern in this district should extend the style and character of the Old Village District, with narrow sewered streets, on-street parking, and small or no setbacks. Focus should be placed on pedestrian connections as well, strengthening the access between this area and Main Street with trails for walking and biking. Since much of this area will be newly developed, design standards and guidelines as well appropriate overlay districts should be created to implement the objectives of the Elmo Station District.

Civic District

The Civic District on the north side of Stillwater Boulevard is organized around the existing Civic campus for the City. This area is recognized as a more suburban style of development with setbacks, parking lots, and sewered streets for stormwater. Residential patterns surrounding the civic uses will be planned for a mixed-use development pattern that may include residential, office, medical, and service uses. Generally development in this area will follow a slightly more suburban form and will have a distinctly different character than what will be found in residential and commercial uses in the Old Village District and Elmo Station District.

The Civic District will continue to be an important area of the community since the City Offices and City Council chambers are located within the District. In addition to the City Offices, uses in the Civic District include religious institutions, the Lake Elmo Elementary School, bank, offices and other commercial uses. Though some long-term users exist in the area, there are also vacant parcels that have the opportunity to further complete the development pattern. Although the area is developed with greater setbacks, more parking areas, and other more traditional suburban elements as the area develops, new neighborhoods surrounding the Civic District are under development with new residences. New residents have expressed interest in making sure that pedestrian and bike connections are considered to the Elementary School, the Farmer's Market and other attractions within the Civic District. Further interest in safe routes and connections to the Old Village District from the Civic District and adjacent neighborhoods is also important and will be planned for as development in this core area occurs.

17

South Planning Area

The Village Planning Area will have a distinct land use and growth pattern that is structured around the core districts that have historical roots in the community.

The South Planning Area is decisively different from the Village Planning Area, because there was no existing framework to guide development. The South Planning Area was first planned for urban services in 2030 Comprehensive Plan, and though development was

delayed in the first half of the 2010s due to the housing bust and recession, the pace of development has accelerated in recent years. The first segment of the housing market to see signs of recovery was the single-family detached residential market, and that has been the dominant land use development pattern developed over the past five years. Approximately XX% of the land area within the South Planning Area has been entitled, is under development or has new homes since the last planning period and the demand for growth and development in this area is expected to continue into this decade.

BDG Goal #5. Explore opportunities to integrate design and site planning characteristics of the Old Village District into new developments in the city.

- Chapter 1: Vision, Strategies & Goals

Given the development trends and demands experienced over the past decade, it is an important time for the City to reflect on what has been approved and to consider how the 2030 Plan for the South Planning Area could be improved moving into this planning period. The land use plan for the 2040 South Planning Area refines the past plans through a more deliberate balance of diverse land uses that will encourage a mix of housing types, development patterns, and business uses. The pure commercial and business land use designations are now consolidated to key intersections at I-94 and Inwood, I-94 and Keats, I-94 and Lake Elmo Avenue, and I-94 and Manning Avenue. By focusing commercial and business uses at key nodes, the City will encourage higher quality commercial, business and service users rather than creating a potential oversupply that may drive prices and quality of development down. The key nodes benefit from high visibility from I-94, and regional accessibility from the Interstate and a well-connected frontage road that runs east-west through this area. Between the key nodes along the I-94 frontage road, the City has guided land to be more flexible to allow for an integrated development pattern that will include residential, business

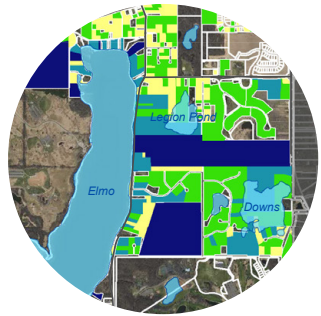
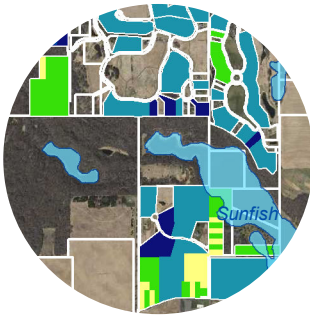
and commercial uses. The planned mixed-use approach is deliberate and is meant to encourage master planning of these areas to incorporate horizontal and vertical mixed-use, and the integration higher density housing options in proximity to regional infrastructure and services.

As detailed within the Housing Chapter and the Background Report, in Lake Elmo there are gaps in certain age cohorts that can be attributed in part to the lack of diversity in housing choice. The mix of uses and housing will support the growing needs of those aging in the community, offering new opportunities to stay in the City. Those residents seeking to leave their large home or property, but stay in the community, will demand housing types that are more likely to be found near regional transport, shopping, and services. Likewise, young people starting out their careers are distinctly missing from the community because there are few, if any, options for them to live affordably in the community. By providing a diverse land use pattern in the South Planning Area, the opportunities and options to live in Lake Elmo will expand exponentially creating a more diverse and vibrant community in the years to come.



Chapter 5: Housing

Supply, Demand & Allocations





INTRODUCTION

The City's housing stock is evolving and is slowly becoming more diverse as new neighborhoods throughout the community are beginning to be developed. Prior to the 2030 Plan, the City was dominated by single-family detached housing in a predominantly rural residential setting. The historical development pattern is fairly homogeneous, with some pockets of slightly smaller and older homes near the Old Village District, and around the Tri-Lakes area that remain a vibrant, vital part of the City's housing stock. The City's 2030 Comprehensive Plan was the first to introduce suburban densities into the community, and with that guiding came the opportunity to incorporate more diversity into the housing stock and create a more balanced housing supply that would provide options to a broader demographic. Shortly after the 2030 Plan was put into effect, the housing bust and great recession hit, leaving the residential housing market largely paralyzed, and places like Lake Elmo saw little to no new residential development even though land had been guided to allow new neighborhoods and housing. While the first half the decade very little happened due to the housing bust, by 2015 renewed interest in housing began to emerge. The first signs of recovery in Lake Elmo were consistent with regional and nation trends, which first saw recovery in the single-family detached housing market which is demonstrated in neighborhoods such as Wildflower in the Village Planning Area, and Savona in the South Planning Area.

3

As the single-family residential housing market heated up and prices began to escalate, interest in attached housing and multi-family products has slowly emerged as a more cost-effective alternative. The delay in demand for attached and multi-family products is particularly noticeable in communities like Lake Elmo; however, current regional trends suggest that the housing market is likely to remain strong, and that Lake Elmo will continue to see increasing demand for new, and more diverse housing stock over this planning period.

Understanding that there will be demand for a more diverse housing stock, the Future Land Use Plan included in Chapter 3 guides residential land use with a range of densities to allow for development of spectrum of households from rural residential neighborhoods to small apartment complexes. The purpose of this chapter is to evaluate Lake Elmo's existing housing stock and to plan for future housing needs based on not only the Future Land Use Plan, but the household and population projections as stated within the City's 2015 System Statement prepared by the Metropolitan Council. Addressing and planning for the City's housing stock is a critical part of this Comprehensive Plan, because residential uses account for the largest existing and future

2040 Housing Highlights

- » Greater housing diversity (townhomes and apartments added to mix of housing types, beyond single-family homes)
- » Intensification of housing in the South Planning Area and Village Area
- » Protect the rural residential areas
- » Residential development to occur after 2040 (Urban Reserve)

land use category in Lake Elmo. Moreover, a diverse housing stock with access to open space and essential goods and services is paramount to creating a healthy, sustainable, and resilient community. It protects the community's tax base against market fluctuations; it helps the community's economic competitiveness by assisting Lake Elmo businesses with employee attraction and retention; it provides options for existing residents to remain in the community should their life circumstances (e.g., aging-in-place); and it offers future residents access to the same amenities and levels of service that current residents have come to expect and appreciate.

The first part of this chapter presents important housing principles that underscore the dynamics behind the role and importance of housing as a key element in this Plan. The second part of the Chapter focuses on the existing housing stock and summarizes important information regarding the overall number of housing units, the type of units, their affordability, and the profile of who lives in those units.

The existing housing stock provides a critical baseline of information from which the City can plan and determine what types of housing products may be demanded over the next 10-20 years, which then informed where to appropriately guide land areas suitable to attract that type of development. Finally, the third part of this chapter addresses the projected need for housing during this planning period based on the existing housing and neighborhood conditions and the 2015 System Statement requirements. This section evaluates issues surrounding affordability and the Metropolitan Council's requirements for quantifying need based on income and provides corresponding description of where and how the City might encourage a broader range of affordability in its new neighborhoods. The final section links projected housing need to practical implementation tools to help the City achieve its identified housing goals.

5



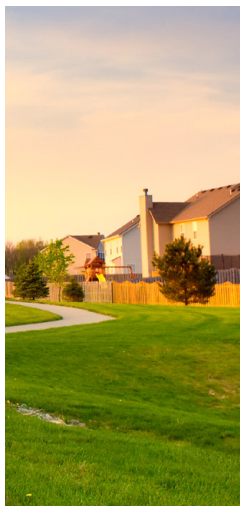
HOUSING PRINCIPLES

The following sections provide context and information about the role housing plays in the community, and how the principles can be supported through thoughtful planning of the City's future housing stock. Throughout this process, residents, stakeholders and the Advisory Panel discussed the visible changes in the housing stock taking place in the community, particularly within the growth areas. Though new development and growth is planned to continue over the next planning period, the existing housing stock and neighborhoods was also an important part of the discussion. What is clear, is that the City is likely to continue to be dominated by residential uses and land use patterns in both the existing areas of the community and in the areas guided for growth and change. Since housing plays such a critical role in the character of the community, it is important for the City to have a universal understanding of the principles that make good houses, neighborhoods and community. The following are some core principles from which this Housing chapter is developed.

Housing Diversity

6

As described in the Balanced Development and Growth Chapter, and within the introduction of this Chapter, the City has been slowly increasing and improving diversity of its housing stock in new neighborhoods but there are still critical gaps in the City's housing supply. To more effectively describe why diversity is important, understanding what it means to have a diverse housing stock is a critical first step to demonstrating why a diverse housing stock can have long-term positive effects on the City and its residents. A community that has a diverse supply of housing is one that includes different tenures (rental and ownership), types (single family, townhome, and



apartment), price points, sizes and styles. This residential mix can accommodate the needs of a wide variety of households at different life stages, incomes and family types. Furthermore, it provides more options as resident housing needs vary over time due to changes in age, income, housing preference, family structure, or physical abilities. In turn, this enables people to move into a community and remain in it as they experience these life changes while staying close to their established social support networks. For example, a long-term Lake Elmo resident who no longer wishes to care for a large yard will likely choose to move to another housing type within their community with less maintenance needs, if that option is available, before looking at other communities. A diverse supply also provides options for young adults, who grew up in a community, to move out of their parent's home into an apartment or townhome nearby.

In addition to providing improved housing options for residents, a diverse supply of single-family homes, townhomes, and apartments provides local governments with a broad tax base that can withstand changes in economic and housing trends without dramatic impacts on government budgets and services.

Age and housing types aside, a diverse supply of housing price points specifically helps to address the needs of current and projected local workers. Oftentimes employees want to live close to where they work. Employers need a diverse housing supply to help attract and hire the best qualified talent at all wage levels with a variety of home preferences. A full range of home options is needed to match the needs of a diverse workforce.



7

Housing Stability

For many people, a stable home is a critical component to their quality of life. Quality of life can mean something different to many people, but with respect to housing it is often associated with a feeling that their home feels safe in terms of its surrounding neighborhood and the physical structure, and that they expect to be able to reside there for the near future. This degree of certainty in a home is often the foundation needed to pursue life goals and to fulfill their potential. A central aspect to a stable home is

affordability, and the industry has generally quantified this as defined as paying no more than 30% of gross income toward home expenses. If forced to pay more, a household may forgo health care, food, education, transportation and other expenses in order to pay their mortgage or rent and utilities. In that situation, an essential car repair may mean making the difficult choice between reliable transportation and risking mortgage defaults or evictions. Frequent moves, in an attempt to afford a suitable home, place a lot of stress on households. For families with children, this often results in a change in schools, daily work commutes, and access to supportive friends and family. For seniors, it may impact access to healthcare, transportation, and long established social networks. A community with quality affordable housing helps to ensure the stability of both neighborhoods and communities that greatly benefit its residents and businesses.

Workforce Housing

The Washington County Community Development Agency (CDA) conducted research that revealed a mismatch between the wages of many who work in Washington County (County) and the cost of housing in the County, this mismatch is particularly pronounced in the City of Lake Elmo. The County has the third highest median household income in the Metro Area and one of the highest costs of living in the state. However, the average weekly wage for the workers employed in the County is 37 percent lower than the Metro Area average. There are two contributing factors: 1) many jobs in the County are low skill and do not pay enough to afford the housing that currently exists in the County; and 2) there is a lack of modestly priced options in the County affordable at that wage level. To be a vibrant and growing community, it is important to have a good mix of jobs across a wide wage range as well as enough housing that is accessible to all income levels so that those that work in the County can also call it home.

For the business sector to grow and expand, a reliable labor force is needed to fuel it. Available and financially accessible housing helps to attract a talented workforce to fill these job opportunities so they can live near their place of work. Workers often look for jobs that are located near attractive housing options. This also helps to retain current workers who wish to be at a company for the long term thereby avoiding unnecessary and costly employee turn-overs.

EXISTING HOUSING SUPPLY

The previous sections are intended to provide context from which to consider the City's existing housing stock, and to eventually consider how the City map plan for future needs in the housing stock. This section provides information about the current housing stock in Lake Elmo that is most relevant to consider when planning for the future of the City's housing. This information is a synthesis of more detailed housing and socio-economic data that is included in Appendix, which was used to inform the remaining content of this chapter.

Key Housing Characteristics

Total Housing Units & Recent Construction Trends

According to data from the Metropolitan Council and the City of Lake Elmo, there are 3,606 housing units in Lake Elmo as of 2017. As seen in Figure 4-1. Housing Construction Permits 2001-2017, a 10-year period of very limited new construction proceeds Lake

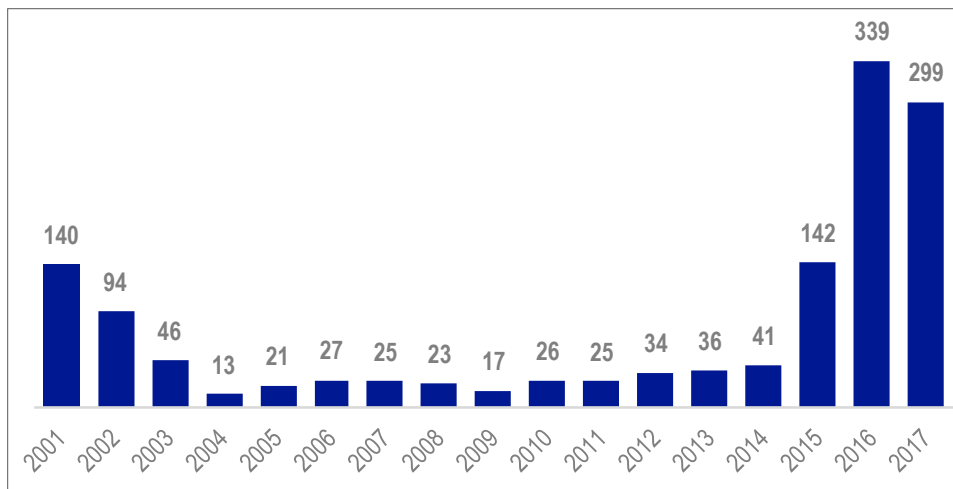
Elmo's current strong housing market and rapid growth adding approximately 300 new housing units per year. It is important to keep in mind, though, that the housing sector, like all real estate sectors, is cyclical. Therefore, not every year during the planning period will likely see similar quantities of new housing development. As a result, it will be important to track housing development on an on-going basis to understand how broader market trends are influencing the growth and change of Lake Elmo.

3,606 Lake Elmo housing
units as of December 31, 2017

- Sources: Metropolitan Council:
City of Lake Elmo

9

Figure 5-1. Housing Construction Permits 2001-2017 (units)



Sources: Metropolitan Council; City of Lake Elmo

Year Built

Although recent construction in Lake Elmo is adding a lot of new housing units, over 40 percent of the City's housing stock (1,500 units) is more than 40 years old. Therefore, it will be important to track the condition of these older homes because they are at-risk of deferred maintenance, which can rapidly result in critical structural problems. At the same time, well-maintained older housing can be an important source of entry-housing.

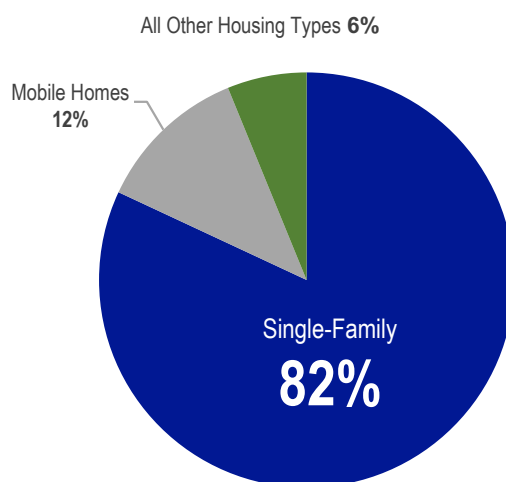
40% Lake Elmo housing
stock more than 40 years old

- Sources: US Census; Metropolitan Council;
City of Lake Elmo

Housing Type

Lake Elmo's existing housing stock is dominated by detached, single-family homes as seen in Figure 5-2. Housing Stock by Structure Type. According to data from the Metropolitan Council, 82 percent of the City's housing stock (2,955 units) consists of single-family homes. Moreover, the remaining housing stock mostly consists of manufactured housing or mobile homes, which account for 12 percent of the housing stock of 428 units. This means only six percent of the housing stock (223 units) is something other than a single-family home or mobile home. More housing choices will help older adults to remain in the community as they age-in-place and younger adults to move into the community.

Figure 5-2. Housing Stock by Structure Type (2017)



Sources: Metropolitan Council; City of Lake Elmo

**Housing Goal #4. Protect
and preserve the existing
housing stock of established
neighborhoods.**

- Chapter 1: Vision, Goals & Strategies

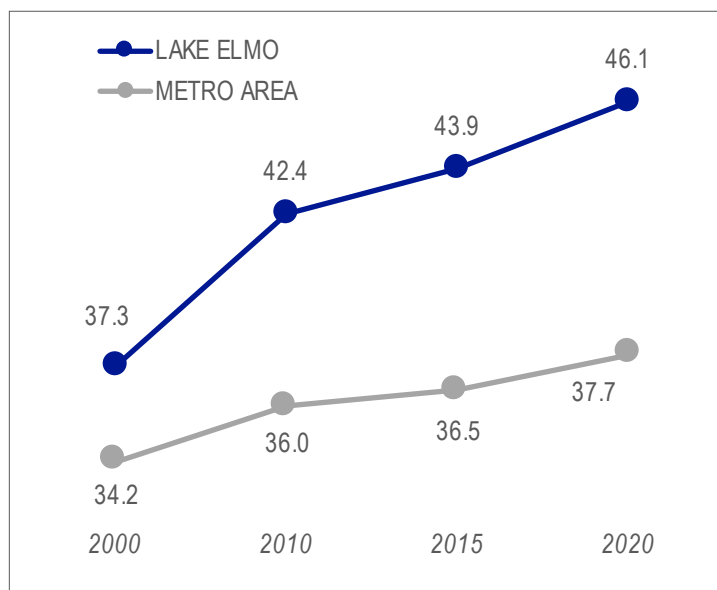
Although single family homes can be a very flexible type of housing, it does mean that the community has a lack of housing choices. This can have an impact on both existing residents who may desire a different housing type and those who may want to move into the community. This is especially true for older residents who no longer want or are able to maintain a single-family home. Currently, the only option for Lake Elmo residents in need of housing with support services is Arbor Glen Senior Living, which opened in 2017. However, for older adults who do not need support services, but would prefer low maintenance housing, the options are limited to small pockets of new developments such as the villa-style products in Inwood.

Key Demographics

The issue of being able to adequately house an aging population will only become more important in the coming years. According to data from the US Census, Lake Elmo is already a community with a high proportion of older adults. Illustrated in Figure 5-3. Median Age of the Population, the median age of Lake Elmo residents in 2015 was 44 years, which was almost 8 years older than the Metro Area median age. The Minnesota State Demographer anticipates Lake Elmo's median age will increase, and by 2020, they expect the City's median age to be just over 46. Therefore, the housing needs of an older population will become increasingly important in the years to come.

11

Figure 5-3. Median Age of the Population (2015)



Sources: US Census; Minnesota State Demographer; Perkins+Will

At the same time, Lake Elmo has surprisingly few residents age 25 to 34. Currently, a little over five percent of the City's population is in this age group. Metro-wide the percentage is three times this amount at just over 15 percent. The lack of young adults is likely the result of few entry-level housing options.

5% of Lake Elmo residents are 25-34 years old

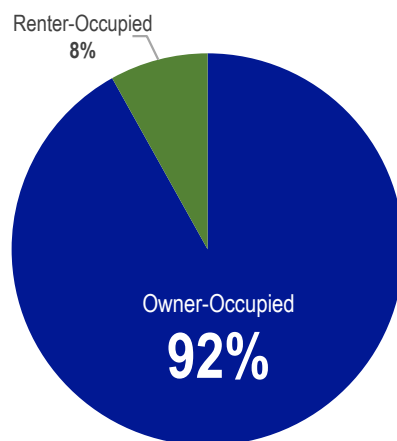
15% of Metro Area residents are 25-34 years old

- Source: US Census

Homeownership Level

The predominance of single-family homes helps explain why almost all of the housing stock is owner-occupied (92% or 3,402 units) versus renter-occupied (8% or 204 units) as seen in Figure 5-4. Lake Elmo Homeownership. Although homeownership is an important path to building wealth and promoting greater civic involvement, depending on where households are in their lifecycle, homeownership also can be a financial burden. For example, many older adults have health concerns that make maintenance and upkeep of their housing a physical and financial challenge. Younger persons who grow up in a community and want to form their own household often don't have the savings to enter homeownership. Without rental options, these population groups are forced to leave the community to find housing that will accommodate their circumstances. The only existing rental options are single-family homes or the recently completed Arbor Glen Senior Living residence.

Figure 5-4. Lake Elmo Homeownership (2017)

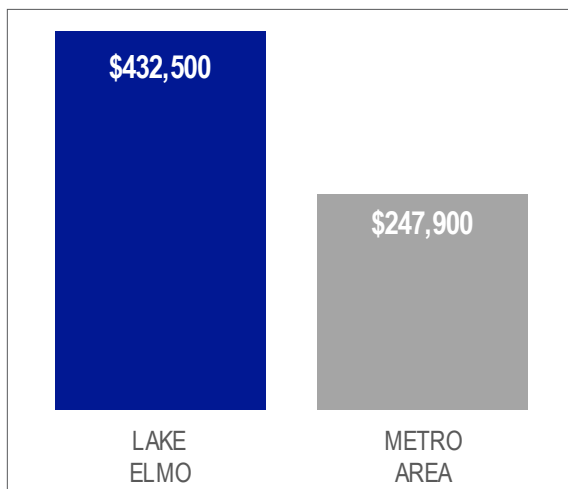


Sources: Metropolitan Council; City of Lake Elmo

Home Values & Household Income

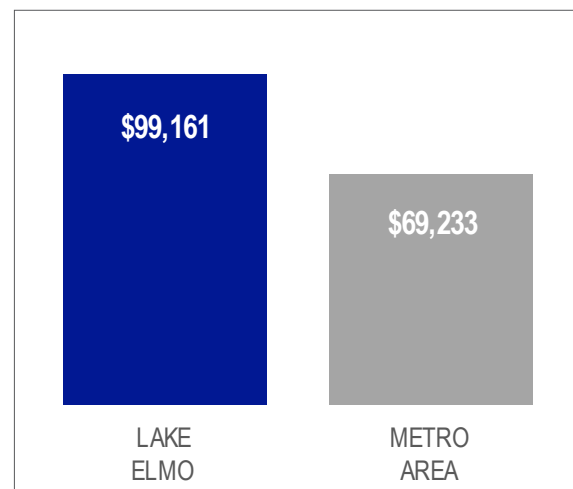
Lake Elmo has high housing values compared to the larger Metro Area. According to the Minneapolis Area Association of Realtors, the 2017 median sales price of homes in Lake Elmo was \$432,500, which was \$185,000 more than the Metro Area median sales price of \$247,900 illustrated in Figure 5-5. Median Home Sales Price. High home prices are attributed to larger homes sizes, newer housing stock, and larger lot sizes as well as the community's advantageous location within the region given its proximity to numerous open space amenities, retail shopping and services, and major employment centers. Despite the high average home prices, there are areas within the City with less costly housing. In particular, older and smaller homes are concentrated near the Old Village, Tablyn Park, and in the Cimmaron Mobile Home Park.

Figure 5-5. Median Home Sales Price (2017)



Source: Minneapolis Area Association of Realtors

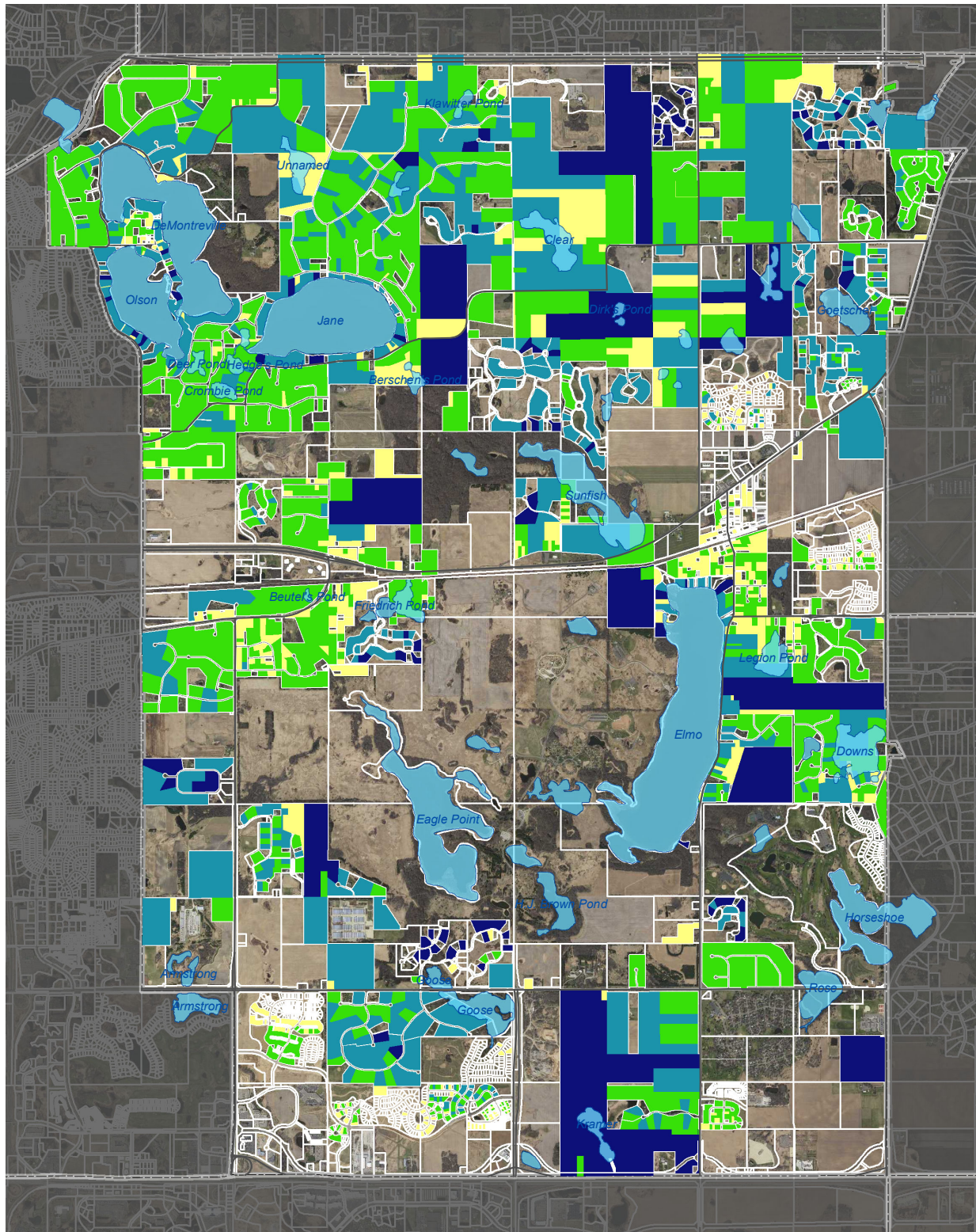
Figure 5-6. Median Household Income (2015)



Source: US Census

The cost of housing also has a strong influence on who lives in Lake Elmo. The result is a community that is much older and wealthier than the Metro Area. According to the US Census, the 2015 median household income for Lake Elmo was just under \$100,000, which was 35 percent higher than the metro area median household income of \$69,000 as seen in Figure 5-6. Median Household Income. High household incomes have more to do with few younger households than a concentration of wealth. If the community had more younger households, the median would likely be lower.

MAP 5-1. Assessor Estimated Home Values (2018)



Homesteaded EMV

- < \$238,500
- \$238,501 - \$450,000
- \$450,001 - \$750,000
- \$750,001+

Draft Date: 4.5.2018
Source: Washington County,
MNGEO, SHC



HOUSING DEMAND & AFFORDABILITY

The existing conditions of the City's housing stock provide valuable insight and information to assist in planning for what types of housing and price-points may be demanded in the future as the City continues to grow. As described in the previous sections of this chapter, the existing housing stock is relatively homogeneous and expensive. By planning for improved housing diversity, the City will experience a more stable, well-rounded housing supply to meet the demands of a diverse demographic. To assist in that planning effort, this section of the housing plan analyzes the affordability of Lake Elmo's existing housing stock and compares it to the City's ability to meet the current and forecasted housing needs. One of the most important factors in analyzing the housing stock is its affordability and marketability. As demonstrated in previous sections of this Chapter, the majority of Lake Elmo's housing stock is not considered affordable. Some of the conditions that limit affordability are the newer age of the housing stock, the larger size of the homes and lots, and also Lake Elmo's geographic location in the region. These same factors also contribute to the City's marketability and housing value. With newer and larger homes, the average market value of the homes is more than that of other communities that may have more typical suburban size lots, more modest homes, and an older housing stock.

15

Definition of Affordability

There are several different definitions of affordable housing. The definition of affordable housing most frequently cited and measured in this chapter is that housing is affordable when households do not pay more than 30 percent of their income on housing costs. (Defined by the U.S. Department of Housing and Urban Development or "HUD"). When households have incomes at or below 80 percent of the area median income (AMI) costs associated with market rate housing (whether ownership or rental) becomes a challenge. This household group tends to pay more than 30 percent of their income on housing and has less disposable income to pay for other goods and services such as clothing, food, child care, transportation, and medical expenses. In addition, those residents with lower incomes have significantly fewer housing choices to meet their family needs.

As required by 2015 System Statements issued by the Metropolitan Council, cities within the 7-County Metropolitan Area are required to plan for an allocated number affordable housing units based on three levels of affordability. As prescribed by HUD for the Twin Cities region, the three levels are: Extremely Low Income (30% of Area Median Income "AMI" or less); Very Low Income (31-50% of AMI); and Low Income (51-80% of AMI).

Ownership Housing Affordability

Table 5-1 identifies the housing costs/prices that meet each of the affordability levels for home ownership in Lake Elmo. The Metropolitan Council determines affordable home prices based on monthly housing costs, assuming a 30-year fixed-rate mortgage at prevailing interest rates, insurance, and utilities.

Table 5-1. 2017 Affordable Purchase Price for Owner-Occupied Housing

Household Income Level	Affordable Home Price
80% AMI (\$68,000)	\$236,000
60% AMI (\$54,240)	\$185,000
50% AMI (\$45,200)	\$151,500
30% AMI (\$27,100)	\$85,000

Source: Metropolitan Council

Table 5-2 identifies the monthly rental housing costs that meet each of the affordability levels for rental housing in Lake Elmo. Based on HUD defined parameters, the Metropolitan Council determines affordable rents based on the number of bedrooms assuming that smaller units can and should accommodate smaller households.

Table 5-2. 2017 Affordable Rental Rates

# of Bedrooms	30% of AMI	50% of AMI	60% of AMI	80% of AMI
Studio/Efficiency	\$474	\$791	\$949	\$1,265
1 Bedroom	\$508	\$848	\$1,017	\$1,356
2 Bedroom	\$610	\$1,017	\$1,220	\$1,627
3 Bedroom	\$705	\$1,175	\$1,410	\$1,880
4 Bedroom	\$786	\$1,311	\$1,573	\$2,097

Source: Metropolitan Council

Existing Affordable Units

Table 5-3 compiles an inventory of the estimated market value of ownership housing and of rental rates to determine what percentage of the City's housing stock would be considered Affordable based on the levels established by HUD for the region. As shown, 24 percent of the City's housing stock (865 units) is at or below 80 percent of AMI, with 13 percent of the housing stock (473 units) at or below 50 percent of AMI. A significant proportion of the City's affordable housing stock is located in the Cimmaron Mobile Home Park, and in the historic neighborhoods surrounding the Old Village District.

As suggested by the City's median home sales price, Lake Elmo's overall housing stock is not affordable, especially when compared to the Metro Area's percentage of housing units that are considered affordable. Regionally, 68 percent of the housing stock is affordable at or below 80 percent of AMI and 28 percent is affordable at or below 50 percent of AMI.

Table 5-3. Lake Elmo Affordable Housing Stock

	Lake Elmo Units	Pct. of All Housing Units	Metro Area Pct. of All Housing Units
Units affordable to households with income at or below 30% of AMI	373	10.3%	6.5%
Units affordable to households with income 31% to 50% of AMI	100	2.8%	21.8%
Units affordable to households with income 51% to 80% of AMI	392	10.9%	39.9%
Total Units at or below 80% AMI	865	24.0%	68.3%

Source: Metropolitan Council staff estimates for 2015 based on 2105 and 2016 MetroGIS Parcel Datasets (ownership units), 2009-2013 Comprehensive Housing Affordability Strategy data from HUD (rental units and household income), and the Council's 2015 Manufactured Housing Parks Survey (manufactured homes).

Publicly Subsidized Units

As of 2017, Lake Elmo does not have any publicly subsidized housing units.

Cost Burdened Households

Directly correlated to affordability is the metric of cost burden, which is the proportion of household income spent toward housing and utilities. When lower income households spend more than 30 percent of their income toward housing and utilities this burden is considered excessive because it begins to limit the money available for other essentials such as food, clothing, transportation, and healthcare. Table X-4 shows the number and percentage of low-income Lake Elmo households that are cost burdened and compares this against the Metro Area rate of cost burdened low-income households.

According to data from the Metropolitan Council, 418 Lake Elmo households have incomes at or below AMI and also spend more than 30 percent of their income on housing costs. This is just under 12 percent of the City's households. This percentage is less than half the Metro Area rate of 23 percent. The low incidence of cost burdened households is correlated with high proportion of households in their peak earning years (i.e., age 45-64) with higher than average incomes and the existing housing supply. As Lake Elmo's population ages into retirement, and younger households are needed to support local business expansion, housing that is cost burden to lower income households will increase.

Table 5-4. Cost Burdened Households by Income Level

	Lake Elmo Units	Percentage of All Households	Metro Area Percentage of All Households
Income at or below 30% of AMI	200	5.5%	10.0%
Income 31% to 50% of AMI	151	4.2%	7.4%
Income 51% to 80% of AMI	67	1.9%	5.8%
Total households at or below 80% AMI	418	11.6%	23.2%

Note: Housing cost burden refers to households whose housing costs are at least 30% of their income.

Source: U.S. Department of Housing and Urban Development, 2009-2013 Comprehensive Housing Affordability Strategy (CHAS) data, with counts adjusted to better match Metropolitan Council 2015 household estimates.

Affordable Housing Allocation for Lake Elmo

Included within the 2015 System Statement provided by the Metropolitan Council is an allocation of affordable housing need for the City of Lake Elmo. The System Statement requires the City to plan for an additional 508 Affordable Units over the next 20 years (Table 5-5). Because of the limited supply of existing affordable housing, the Metropolitan Council is establishing an allocation of new affordable units to meet both regional goals for housing affordability and to ensure greater housing choice within Lake Elmo as it grows and its housing needs become more diverse. As such, land use designations contained within Chapter 3. Land Use assign appropriate densities to developing or redevelopment areas to meet the Metropolitan Council's affordable allocation.

Table 5-5. Affordable Housing Need Allocation through 2030

% of Area Median Income (AMI)	Units
At or below 30% AMI	27
31 to 50% AMI	179
51 to 80% AMI	302
Total Units	508

Source: Metropolitan Council 2015 Systems Statement - Lake Elmo



FUTURE HOUSING OPPORTUNITIES

Projected Housing Need

The Metropolitan Council's 2015 System Statement forecasts that Lake Elmo will add approximately 3,500 new households through 2040. This amount of household growth will generate need for a more diverse housing stock. As a community that is both aging and growing, it will be important that a much wider selection of housing be made available in order to retain existing residents and attract new ones. Therefore, more housing options besides detached single-family units on large lots and mobile homes will need to be accommodated.

3,500

**Number of forecasted new households
in Lake Elmo through 2040**

- Source: Metropolitan Council

20

This housing plan does not prescribe specific housing products or styles, but it does identify where within the land use plan different housing types, primarily through guided densities, can be accommodated. For example, the 2015 System Statement allocates 508 new affordable housing units in Lake Elmo through 2030. It does not stipulate that these be rental or owner; it does not stipulate that these units be attached or detached; nor does it stipulate that they be publicly subsidized or dependent on market dynamics. However, housing affordability is strongly correlated with the price of land. Therefore, areas that allow higher densities are more likely to accommodate a range of housing types and price points.

508

**Number of allocated affordable
housing units through 2030**

- Source: Metropolitan Council

Future Residential Uses in Planned Growth Areas

Higher Density Residential Areas

The Land Use Plan outlined in Chapter 3 identifies two planned growth areas both within the Municipal Urban Services Area (MUSA): 1) the South Planning Area; and 2) the Village Planning Area. Both planned growth areas call for new residential land uses at a sufficient density to accommodate a variety of housing types at densities that could support the number of allocated affordable units at the three income levels. Table 5-6 below describes the future land use categories, the allowable density ranges, and the minimum number of supportable future units. According to the guided densities, these three high density areas could accommodate, at minimum, a total of approximately 1,264 dwelling units, which exceeds the required allocated affordable units.

Table 5-6. Planned Residential Uses Supportive of Affordable Housing

Future Land Use	Residential Density (dwelling units/acre)	Total Acres	Supportable Households/ Dwellings
High Density Residential (HDR)	8-15	55.19	441
Village – High Density Residential (V-HDR)	8-12	29.57	236
Mixed Use Commercial (MU-C)	10-15	58.78	587
Total 2020-2040 Higher Density Residential		143.54	1,264
Net Density 2020-2040 (All Planned Residential Areas)			5.6 dwelling units/acre

Source: SHC, City of Lake Elmo

Moreover, the two residential land use categories would be proximate to mixed-use and commercial districts in which essential goods and services, transit, and employment opportunities would be planned to be available.

Housing Goal #1. Create land use designations that support various housing types throughout the community.

- Chapter 1: Vision, Goals & Strategies

Other Sewered Residential Areas

In addition to new residential development envisioned in higher density areas, the housing plan also calls for significant residential development in the planned growth areas at lower densities. According to the land use plan, these growth areas could accommodate approximately 948 housing units. These residential categories range from low density areas to mixed use districts that could support relatively high density development, such as housing above ground floor commercial space, or horizontally integrated uses that are connected with walking trails between job centers and apartments.

Rural Residential Areas

Lake Elmo has a rich history of supporting innovative conservation developments and other unsewered residential neighborhoods. These residential areas preserve critical open space and contribute to Lake Elmo's high quality of life. Although this Plan does not plan for significant residential growth in the rural portions of Lake Elmo, some growth in this area of the community is anticipated to occur over this planning period. Like housing in the sewerred areas of the community, the City's Rural Residential housing stock is an important part of the housing supply that must be planned for and considered as the community grows. An important consideration of any future residential developments in these areas should respect past efforts to protect and preserve important open spaces, critical habitats, and water resources.

Housing Goal #3. Endorse and sustain existing neighborhood patterns throughout the rural residential areas of the community.

- Chapter 1: Vision, Goals & Strategies

Maintaining Existing Housing & Neighborhoods

While the City is projected to more than double its households in this planning period, there remains a significant portion of the housing supply that is aging and may begin to experience deferred maintenance, and structural obsolescence if not maintained. As such, it is critical that the City plan for and consider how existing neighborhoods and structures, particularly as they age, will be maintained. Many of these neighborhoods are constructed with high-end, large homes and lots but there are also areas of the City with smaller houses and lots that are an important piece of the City's history, as well as a contributor to the small proportion of naturally occurring affordable houses in the community. These neighborhoods, at all price-points, are an important part of the City's character, and it is important for the community to continue to prioritize these areas for preservation and maintenance as an important part of the City's housing stock.

HOUSING RESOURCES, STRATEGIES & TOOLS

Table 5-7 outlines a variety of resources and tools to implement Lake Elmo's identified housing needs and stated housing goals. There is a wealth of resources available to assist communities in meeting their goals. The table below should be considered a starting point. As the City's housing needs evolve or become more defined, it should expand with options.

Table 5-7. Housing Resources and Tools

Housing Goal	Tool/Resource/Strategy	Description
Protect and Preserve Housing Stock of Existing Neighborhoods	CDBG	Work with Washington County CDA to use CDBG funds to help low- and moderate-income homeowners with rehabilitation assistance.
	Referrals	Review and update reference procedures and training for applicable staff, including a plan to maintain our ability to refer our residents to any applicable housing programs outside the scope of our local services.
	Foreclosure prevention	In established neighborhoods, a rash of foreclosures, especially in close proximity to one another, can have a deleterious effect on the surrounding neighborhood. Be aware of foreclosures and be able to direct homeowners at-risk of foreclosure to resources that can help prevent foreclosures (can http://www.foreclosure-response.org/policy_guide/index.html).
Explore ways to integrate lifecycle housing choices throughout the community	Washington County Community Development Agency (CDA)	Given the limited staff capacity of Lake Elmo, regularly coordinate with the Washington County CDA to best align their resources with the city's housing needs and goals. The CDA has capacity, funding resources, and expertise to assist smaller communities with their housing needs.
	Livable Communities Demonstration Account (LCDA)	Consider supporting/sponsoring an application to LCDA programs for multi-family rental proposals in areas guided for high density residential and targeted to households of all income levels.
	Tax Abatement	Consider tax abatement for large rental project proposals.
	Zoning and Subdivision ordinances	Review zoning and subdivision ordinances to identify any regulations that inhibit the housing priorities in this document.
	Expedited application process	Streamline the pre-application process in order to minimize unnecessary delay for projects that address our stated housing needs, prior to a formal application submittal.
	Site Assembly	Consider strategies for assembling sites in high-density or mixed-use districts that would increase appeal to developers.
	Housing Bonds	Work with Washington County CDA to raise housing bonds for the development of low-income housing at various targeted income levels.
	Tax Increment Financing (TIF)	To help meet the need for low-income housing, consider establishing a TIF district in an area guided for high density development.
	Brownfield Clean-Up	In potential redevelopment areas in the Old Village or along the I-94 corridor, explore EPA and MN DEED grant programs that provide funding and assistance with planning, assessment, and site clean-up.

DRAFT Chapter 6: Parks, Trails & Open Space

Play, Recreation & Preservation





INTRODUCTION

The City of Lake Elmo has a well-established reputation for exceptional parks, recreation, and open space intrinsic to the City's rural landscape. Residents often point to these natural amenities as key factors that make the City a desirable place to live, work and recreate. Throughout this planning process, residents, stakeholders, Advisory Panel members, and policy makers have consistently identified the parks, trails and open space system of the City as the single most defining characteristic of Lake Elmo. Whether you are cross-country skiing in Sunfish Lake Park, fishing in Lake Elmo, or playing a game of baseball at Lion's Park, there is something for everyone. As a historically rural residential community, the quantity of protected parklands, open space, and natural resources for the greater public is a unique quality of the community that is not commonly found in a place so close to a major metropolitan area. Prioritizing this system as a significant part of the community's identity—coupled with the growing interest and popularity of outdoor recreation and healthy lifestyles—means that the City has the opportunity to shape and create a distinct lifestyle for those who choose to live and work in Lake Elmo now and for generations to come.

Oftentimes such an expansive network of parks, open space, and natural areas can be overwhelming for a community of Lake Elmo's size to manage and maintain at a high-quality standard due to time and expenses often necessary to support such a system. Lake Elmo is fortunate to have an attractive regional park that is managed and maintained by Washington County, which makes up more than 84% of the protected park lands in the City and serves as the core of the City's outdoor recreation and park offerings. The County manages 2000+ acres of natural woodland, meadow, wetlands, lakes, and passive recreational uses in Lake Elmo Regional Park Reserve. Approximately 80% of the land inside the regional park is protected for natural resource preservation. The remaining land in active use provides a wide range of programming through all four seasons, including multiple trail uses, camping, boating, and picnicking. Lake Elmo Regional Park Reserve attracts visitors from all over the Metro Area and obviously provides a unique benefit to Lake Elmo's residents due to its accessibility and contribution to the greater Parks, Trails and Open Space (PTOS) network of the community.

In addition to the Regional Park, the City locally maintains a large system of parks and trails of varying sizes and uses. As the community grows, park, trail and open space development and management will continue to be a top priority for existing and incoming residents to ensure the system remains a defining characteristic of the community for future generations.

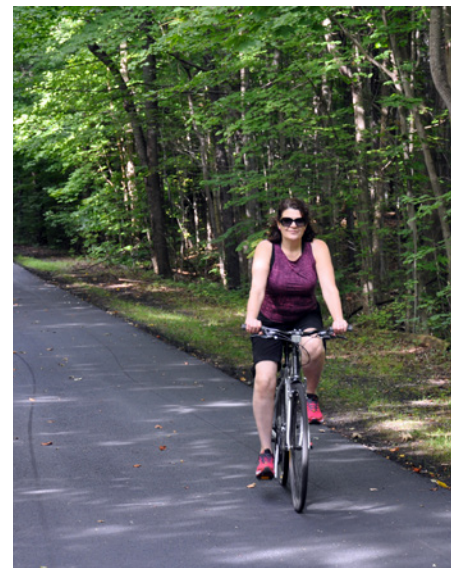
2040 Parks, Trails & Open Space (PTOS) – What's to Come

- » Lake Elmo enjoys an established legacy and reputation for valuing parks and open space as an important part of the community.
- » Regional parks and trails will continue to be a significant asset for the community.
- » Strategies are outlined for City-wide PTOS planning, the addition of new parks and facilities, a connected trail system, and natural resource preservation.
- » A proposed Greenway Network will provide a connected framework for future recreation and protected natural areas and serve as Resilient Infrastructure for the City.

Changes from the 2030 Plan

A principle objective of this planning process focused on refining and synthesizing information contained within the 2030 Comprehensive Plan and preparing an updated 2040 Plan that is more concise, clear, and directive about the City's goals and objectives for its future. This is particularly relevant to the City's PTOS system, because it is such a significant part of the City's past identity and is planned to continue as a defining attribute into the future. The 2030 Plan included a Parks Chapter, titled the "Comprehensive Park and Recreation Plan" (Parks System Plan) that was independent from the Trails Chapter, titled the "Comprehensive Trails Guide Plan (Trail System Plan)". Both Chapters were extremely detailed about each system and provided specific programming, maintenance, and management inventories and recommendations that are more detailed than is necessary in a Comprehensive Plan. Furthermore, the Chapters did not work together. Rather, they were structured to detail the individual system rather than describe a cohesive comprehensive plan for the full PTOS system of the community. As such, this Plan chapter is now intended to function at a higher level of detail to more clearly demonstrate the interconnected quality of the PTOS system. The details of each system are then provided for within separate supporting System Plans for each of the components. For example, the 2030 Parks System Plan will evolve into a an updated Parks System Plan that will implement this chapter of the 2040 Comprehensive Plan, much like an updated Zoning Ordinance is part of the implementation of the Future Land Use Plan.

5



IMPACT OF A CHANGING COMMUNITY

As described throughout this Plan, the City is planning for growth in key areas of the community through this planning period. This growth is planned primarily in areas that will have urban services and is described in the Future Land Use Plan contained in Chapter 3. The anticipated land use changes reflect how the community is forecasted to grow and where growth is expected. Proposed land use informs demand for future recreation and natural resource needs. Planning for the parks, trails and open space within the City should therefore both influence and respond to the changing land use patterns. (See Map 3-3 Future Land Use Plan)

The forecasted population in the community is expected to rise to approximately 18,200 people by 2040, and that growth is anticipated to include families, young professionals, and seniors each with differing demands and needs from the PTOS system. This Plan chapter provides a guide for the future improvements and expansion of the PTOS system based on the planned changes as described in Chapters 3 and 4 of this Comprehensive Plan.

This Plan chapter—perhaps more than any other—should be a living document, because the types of improvements and additions to the PTOS system will be dependent and correlated to the development that actually occurs. For example, a new senior apartment complex could be constructed in one of the mixed-use areas along I-94, which would create different demands on the PTOS system compared to the same property if it were developed with a market-rate apartment complex that provides living opportunities for all ages.

Changing land use and development also impacts the areas of natural open space and potentially threatens the quality of the land, habitat, and biodiversity of the community if proper planning is not implemented. Identifying areas that benefit most from protection and preservation should also influence decisions about land use as these areas contribute to a high-quality well-connected PTOS system.

PTOS Goal #5. Explore opportunities to improve the quality of degraded, but important, natural resources in the city (i.e. impaired lakes, streams and wetlands).

- Chapter 1: Vision, Goals & Strategies



Recreation, Age & Culture

A critical component to consider when planning for the future of the PTOS system is the City's socio-economic and demographic trends that will impact the types of improvements and acquisitions to the system that will best serve the community for generations to come. A high-quality PTOS system provides for recreation and enjoyment of the outdoors with facilities and activities that appeal to all residents. It is important to offer a diverse mix and to understand that some park activities are generally associated with specific age or cultural groups.

The Housing Chapter and Background Report (contained in the Appendix), describe the City's current demographic and socio-economic trends. Generally, the community has more families and children than Washington County and the Metro Area. As the City grows and evolves, it will be essential to understand who is moving into the community and what the target market of new developments is so that the PTOS system can expand and grow to accommodate the needs of future residents.

PTOS Goal #6. Identify natural areas in the community that may warrant further investigation of potential protection as areas of the community develop.

- Chapter 1: Vision, Goals & Strategies



EXISTING PARKS, TRAILS & OPEN SPACE

The City's existing PTOS system serves a wide range of uses, programs, and purposes. From organized sports to casual play, and from passive natural preservation to structured recreational activity, the system is a positive resource for residents to participate individually or gather for community outdoor experiences.

All of the parks, trails and open space in the City's system share a common goal of high-quality recreation and stewardship. Individually, each park has its own role related to its location, character, size, and setting. Likewise, each trail—whether private or public—plays a role related to its purpose and setting. Open space, whether part of a public park or protected as part of a conservation easement, also contributes to the system by protecting natural resources and viewsheds. Together, the PTOS system should be well-rounded and diverse with the experiences it provides its citizens and users. The current inventory of the PTOS provides a good base for which the City can build on with guidance provided in the vision, goals and strategies described in Chapter 1 of this Plan.

Map 6-1 illustrates the existing parks and open space in Lake Elmo. An inventory of facilities in the Parks system can also be found in the Appendix.

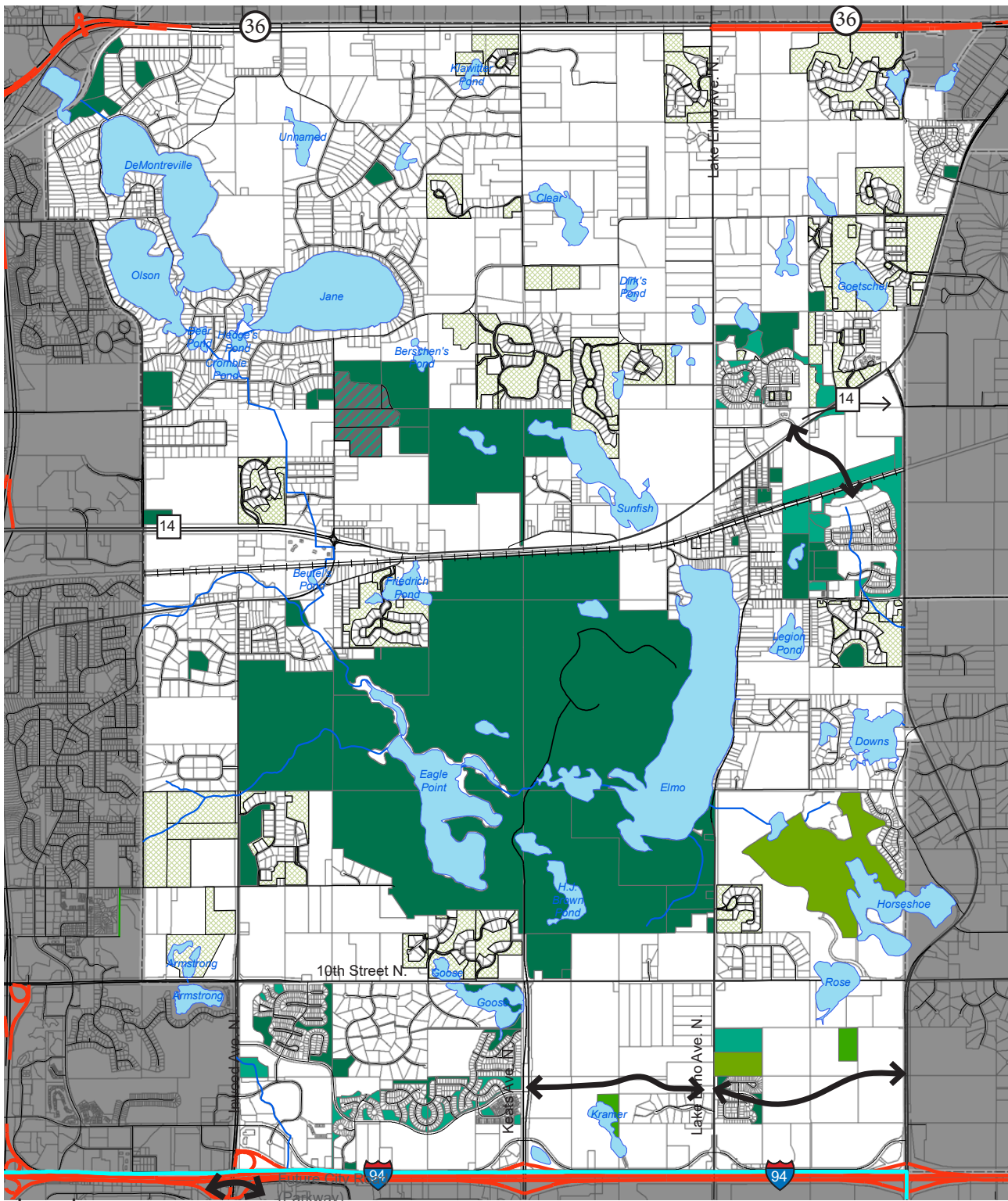
The Parks, Trails & Open Space System in Lake Elmo comprises a variety of land with different typologies, uses, jurisdictions, and management. These include state-managed recreational resources, popular regional parks, and locally-managed City parks. The collection of these lands as a whole contributes to the overall effect and quality of outdoor natural and recreational resources available to residents. The typologies of the various lands that contribute to the PTOS system in Lake Elmo are described in more detail to follow.



PTOS Goal #1. Enhance existing natural resources, open space and trails to make a more complete system.

- Chapter 1: Vision, Goals & Strategies

MAP 6-1 EXISTING LAKE ELMO PARKS & OPEN SPACE



Legend

- Golf Course
- Park/OS
- Closed Landfill
- Conservation Easements
- Future City Road (Parkway)

Source: MNGEO, Washington County, City of Lake Elmo

Draft 5.2.2018



Park & Open Space Typologies

A classification system identifying the types of parks that make up the PTOS system is a valuable planning tool. Such a system provides the common language needed to describe and differentiate park lands and the variety of purposes each serves. Standards were originally established in the 2020 Comprehensive Plan and refined based on the classification system established by the National Recreation and Park Association (NRPA). In the 2030 Comprehensive Plan, standards were further refined and developed within the parks system as a starting point for identifying general park development of varying types. Now, in the 2040 Plan, the standards are again updated to address a more comprehensive system regardless of ownership, since ownership does not necessarily correlate to the benefits each component brings to the system.

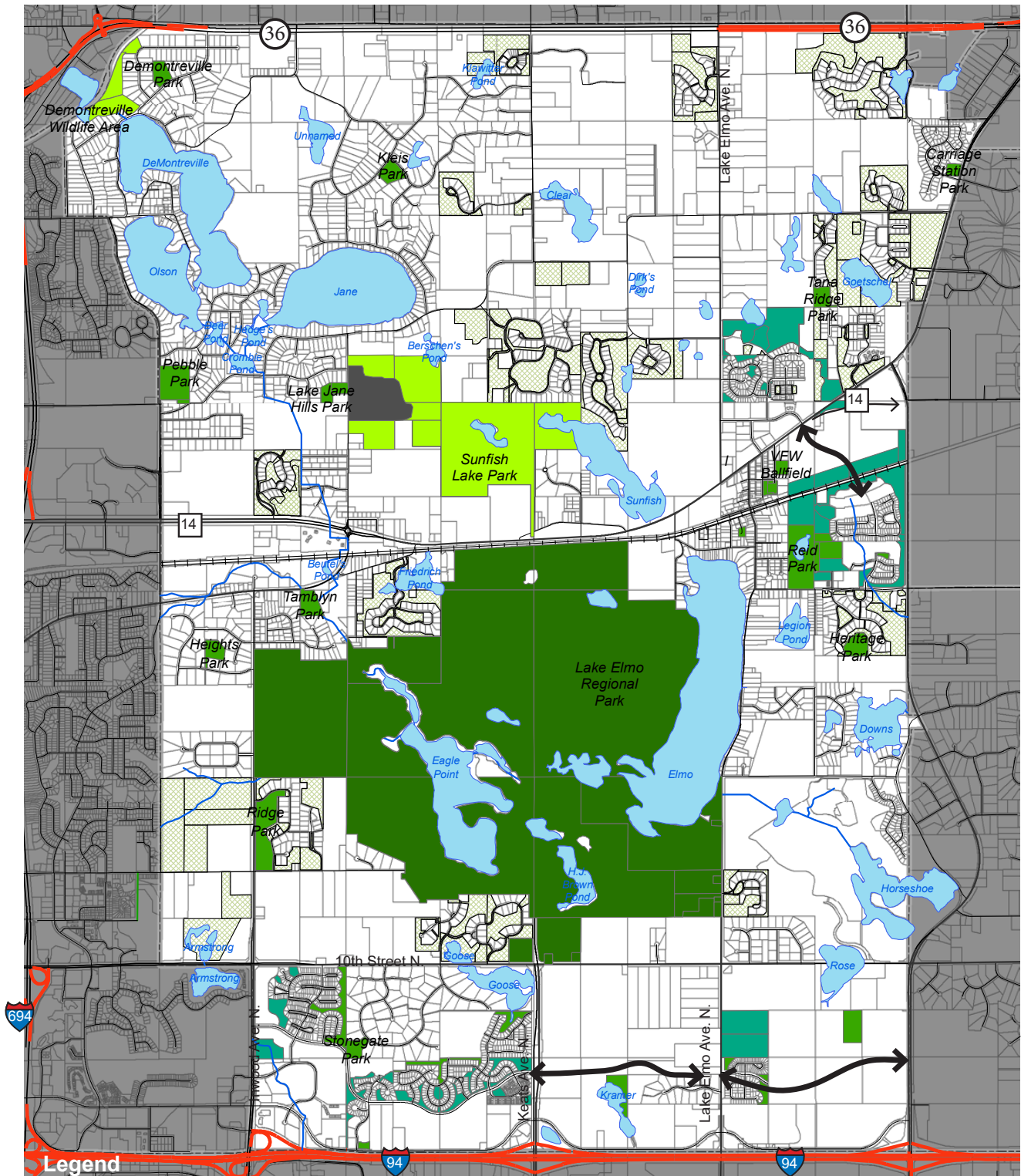
The Lake Elmo Parks System comprises these park typologies:

- **Regional Park** – park of regional significance offering outdoor recreation to the metropolitan area
- **Community Park & Facilities (including Special Use & Sports Complex)** – parks offering more significant or unique uses that benefit all City residents
- **Neighborhood & Pocket Parks** – smaller parks offering more common and highly-used facilities to immediate area residents
- **Natural Resource Protection Areas** – natural landscape recognized or designated to have unique ecological features and areas for stormwater management
- **Greenway Corridors (Trails & Natural Corridors)** – network of parks, trails, and open space that connect recreational and protected natural areas in a contiguous system
- **Conservation Areas (Private Easements)** – privately protected natural areas that may include public and private trails, may include protected viewsheds, offer natural resource protection including wildlife corridors and are generally a part of a home-owner's association

PTOS Goal #3. Endorse and Maintain the protected public open space and natural areas throughout the City.

- Chapter 1: Vision, Goals & Strategies

MAP 6-2 EXISTING PARKS AND OPEN SPACE TYPOLOGIES



Legend

- Neighborhood
- Community
- Regional
- NRPA
- Conservation Easements
- Closed Landfill



Future City Road
(Parkway)

Source: MNGEO, Washington
County, City of Lake Elmo

Draft 4.6.2018



REGIONAL PARKS & TRAILS

Context of Lake Elmo Regional Park Reserve

The City of Lake Elmo benefits from the location of the Lake Elmo Regional Park Reserve in the center of the community on the western shore of Lake Elmo. The Park Reserve is recognized as one of the 62 regional parks, preserves, and special recreation areas that make up the regional park system in the Twin Cities area. It is managed by Washington County and has a current total of 2,183 acres (3.5 square miles) within its borders. The majority of the land (nearly 80%) is currently set aside for preservation and protection with the intention of eventually returning to its pre-settlement conditions. The park offers gently rolling hills with a variety of landscape types and water features. In addition to active recreation and programming, it is a popular place to passively view wildlife and experience nature.

In a 2008 survey conducted by Washington County, Lake Elmo Regional Park Reserve was identified as the most visited park in the County. While the regional park is not managed by the City of Lake Elmo, its location makes it essential to collaborate with Washington County and the Metropolitan Council to protect the park's setting, access, and context uses from negatively impacting the quality and use of the park. Lake Elmo Regional Park Reserve is a valuable resource to the local community offering amenities other parks in the area do not. With collaborative planning, the City benefits from the ability to offer other diverse and more locally-centered activities and facilities to residents at local parks.

Recreation, Programs & Amenities

Lake Elmo Regional Park Reserve offers a range of recreation and activities throughout the four seasons. Many of the summer activities center around water use. A public boat launch and canoe access provide access boating use of the lakes. A fishing pier provides good access to fishing even without a boat. Swimming can be found both lakeside at the beach and also at the sand bottom chlorinated swim pond.

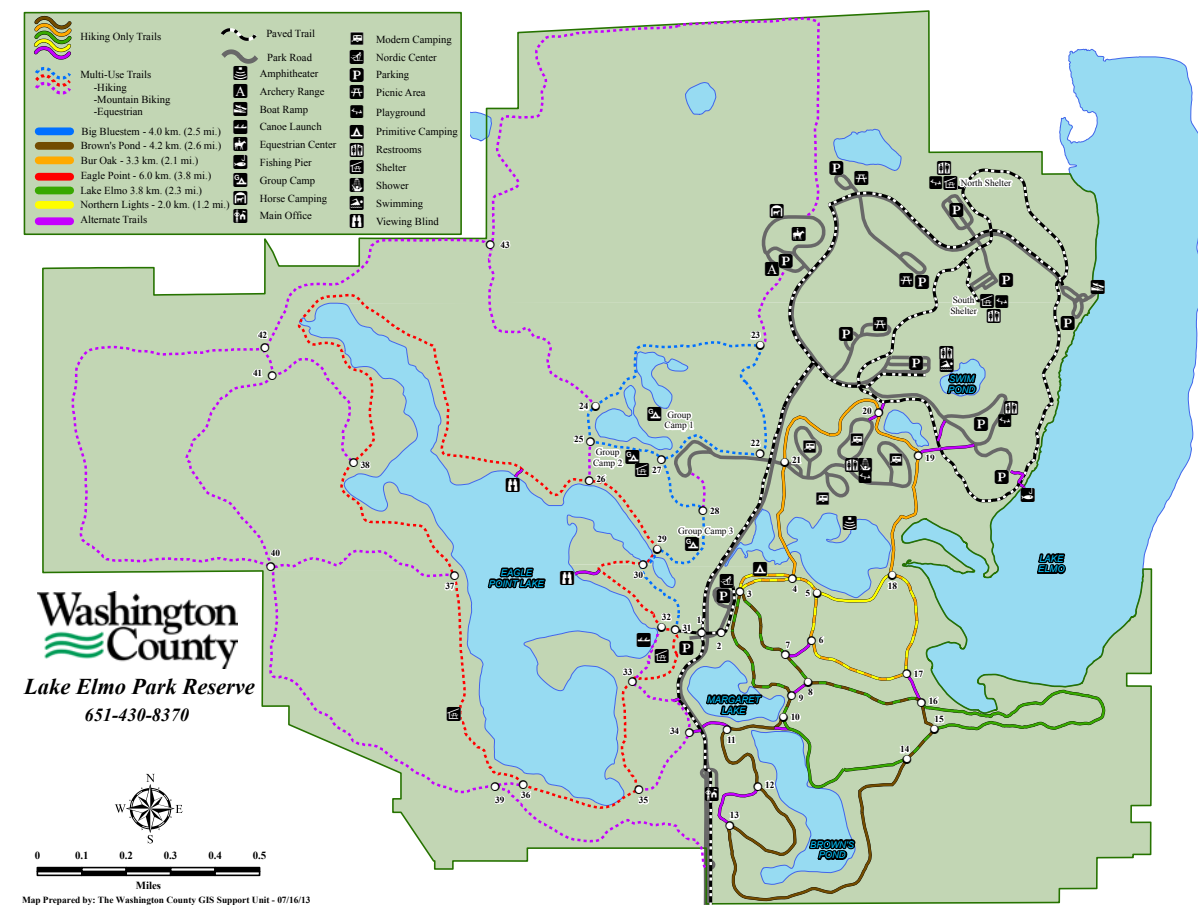
A diverse offering of trails also allows visitors to experience the landscape by hiking, walking, biking, skiing, and horseback riding. Other recreation can be organized around the play structures, pavilions, and archery range. On the education side, nature programs take visitors further into the park to explore and learn from the natural environment.

The Park Reserve also hosts several facilities for gathering and events. The Nordic Center is an ideal location for social events, business meetings, and weddings and has all the necessary amenities for a successful event. The Nordic center is open April through October.

Camping is another popular activity in the park and opportunity for gathering family and friends in the summer months. There is both a modern campground with electricity and water facilities as well as a rustic campground to experience. The natural setting and beautiful landscape surrounding the campgrounds contribute to a direct connection with nature for visitors to enjoy and easily access the nearby activities in the park.

Lake Elmo Regional Park Reserve serves the City with a large county park attracting visitors from throughout the metro area. It also serves as a central hub for outdoor recreation and open space for the local parks and trails system. Maintaining the existing trails and adding new connections to the regional park with local trails was a commonly-voiced priority during the planning process for this Plan. Local park planning should also reflect the features and activities the regional park programming already provides so that local parks provide a diversity in offerings. Where there are opportunities to collaborate on programming, management efforts, or joint funding, the City should pursue an approach that embraces the regional park as an integrated piece of the community parks and trails system.

MAP 6-3 LAKE ELMO REGIONAL PARK RESERVE MAP



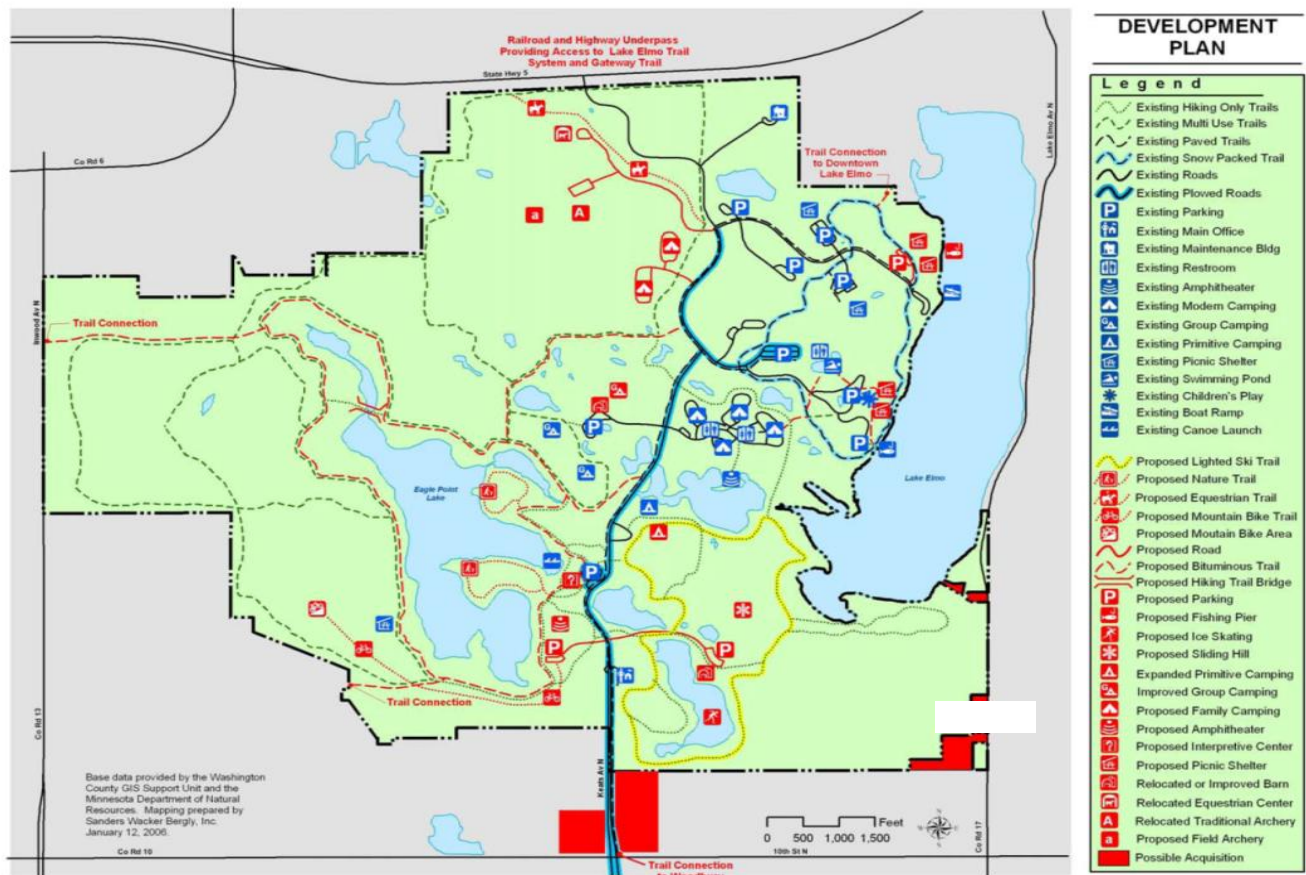
Source: Washington County

2040 Regional Parks Policy Plan & Lake Elmo Regional Park Reserve

Current access to the regional park by car is only from the south on Keats Avenue. One entrance allows for the park to control access and reduces the need for road development through pristine park land. However, access on foot or by bicycle is largely desired by the community, especially from the north or west sides of the park. The 2040 Regional Parks Policy Plan states an objective to increase multi-modal access to its regional parks system with improved connections to the parks and within park property. Improved multi-modal access will also strengthen equitable usage of regional parks and trails—another objective in the Metropolitan Council’s policy.

The last detailed Washington County Development Plan was completed for the Lake Elmo Regional Park Reserve in 2008 and identified a total of 38 acres of land for future acquisition for the park. In 2015, the County acquired 18 of the 38 additional acres and amended the boundary of the park in accordance with the 2030 Regional Parks Policy Plan. The new land

MAP 6-4 LAKE ELMO REGIONAL PARK RESERVE DEVELOPMENT PLAN, 2030



Source: Washington County Comprehensive Plan – A Policy Guide to 2030, Parks and Open Spaces

is located near the main park entrance on the south side of the reserve and brought park ownership adjacent to 10th Street on both sides of Keats Avenue. Future acquisition is not urgent and capital improvements to the park are primarily identified within existing recreational use areas, including trail development and expansions of camping and picnicking facilities. Map 6-4 shows the Development Plan for the regional park.

The Development Plan indicates a proposal for an underpass on the north side of the park under Highway 5 and the adjacent rail line to connect with City trails and the Gateway State Trail. Other proposed trail connections include one to the northeast around the north side of Lake Elmo toward the Village, and to the west at Inwood Avenue. These proposals support the Metropolitan Council's 2040 Regional Park Policy Plan by increasing multi-modal access to regional parks. These connections would also promote a connected City-wide trail system for local users.

Regional Park Trails

Central Greenway Regional Trail Search Corridor

The Lake Elmo segment of the future Central Greenway Regional trail is planned to extend from I-94 on the south to Highway 36 on the north. The proposed trail fills a gap in the regional trail network and is identified within the regional trail search corridor. When completed, the trail corridor will provide users with an off-road, independent trail alignment connecting to Lake Elmo Regional Park Reserve and other local and regional destinations that will be identified as part of the trail planning process. Map 6-11 illustrates the search corridor for the Central Greenway Regional Trail.

15

The regional trail search corridor travels through May Township, Grant, Stillwater Township, Stillwater, Lake Elmo, Woodbury, and Cottage Grove and will eventually connect Big Marine Park Reserve, Browns Creek State Trail, Lake Elmo Regional Park Reserve, Afton Bluffs Regional Trail Search Corridor, Prairie View Regional Trail Search Corridor, and Mississippi River Regional Trail Search Corridor. Washington County is leading the planning process to determine the alignment of the regional trail, and the alignment will be established through the work of the County and a Technical Advisory Committee. The future of this trail will provide better connections to the Lake Elmo Regional Park Reserve and will also offer additional mode choice to users.

Another long-distance trail serving regional users is the Gateway State Trail which extends from St. Paul to Stillwater cutting through the northwest portion of Lake Elmo. More information about this trail can be found in the Federal and State Lands section to follow.

LOCAL PARKS & TRAILS

The City of Lake Elmo currently has 22 City Parks each meeting a variety of needs and demands. Some of the designated park areas have not yet been developed since they are associated with new neighborhoods that are still being planned or under construction. (However, the land has been dedicated and is considered part of the system.) The largest of the City parks is Sunfish Lake Park that provides residents with passive and active recreational opportunities and serves as a favorite place for residents to hike, bike, and cross-country ski. Other parks, such as Lion's Park, provide ballfields and other active recreational facilities for the community. The overall local park system serves organized sports, casual play, hiking, cross-country skiing, horseback riding, picnicking, relaxation, nature appreciation, and a variety of other outdoor activities. While all parks share the common purpose of providing quality recreation facilities and open space, each park is unique in terms of its history, setting, character and use.

Local Park Planning Standards

Current planning practices in Lake Elmo use a set of standards for park planning that focus on the purpose of the park, service area and location, size, level of service, key facilities, and a facilities menu that offers a range of recreation facility options. Natural Resource Areas and Regional Park types have additional policies to address considerations unique to these parks.

- **Purpose** - Each type of park within the system has a unique purpose. The purpose defines the needs that the park is intended to meet and its defining characteristics.
- **Service Area and Location** - "Service area" is a measurement of the area within Lake Elmo that is expected to receive the primary benefits of a park.
- **Size** - A minimum area (in acres) is a standard to allow adequate room for the facilities and open space that make up a park. Size standards are based upon an evaluation of Lake Elmo's existing parks and on NRPA guidance.
- **Level-of-Service** - "Level-of-service" standards are ratios that describe adequate park facilities for a community. For park types, the ratio is expressed as the number of park acres per 1,000 persons. Park planning practices regarding level-of-service have shifted recently. Since the 1930s, the NRPA had published national level-of-service standards, most recently in 1983. In 1996, the NRPA changed this practice and published guidance for local communities to develop level-of-service standards that reflect local interests, needs, and realities.

The existing local park system was developed based on these standards and future expansion, and additions are anticipated to consider the same principles when determining location and programming of new facilities. Detail regarding each of the parks can be found in the Lake Elmo Parks System Plan, which will be regularly updated to consider new park dedications associated with development within this planning period.

Community Parks & Facilities

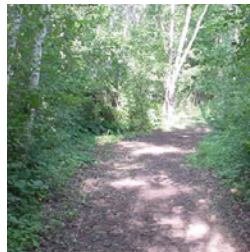
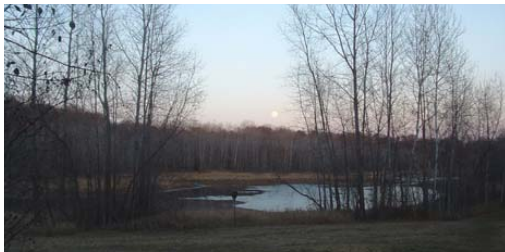
At the time this Plan was developed, the Community parks and facilities in Lake Elmo include the following venues:

Sunfish Lake Park is considered by many to be the crown jewel of the Lake Elmo park system – an important symbol of the quiet rural character of Lake Elmo. The park holds a special place in the history of the community as the site of the first European settlement in the area and location of the first assembly meeting that established the township that became the City of Lake Elmo today.

The park is a 284-acre natural area that is recognized by the Department of Natural Resources as a Regionally Significant Ecological Area.” Depending on the season, woodland, wetland, and prairie plant communities can be enjoyed by skiing or walking the network of approximately nine miles of mowed trails. Recent improvements to the park include a 17-acre prairie restoration project on the south side of the park, and the newly constructed Sally Manzara Interpretive Nature Center. The mix of native wildflower and grass species used on the project was based on the plant community that is believed to have been present in this area prior to European settlement. The park is home to a wealth of wildlife and provides one of the best opportunities for bird watching in the seven-county metro area. Birds identified in recent years include 13 species that have been identified by the Minnesota DNR as being in “Greatest Conservation Need”, meaning populations in Minnesota are rare, declining or vulnerable.

Demontreville Wildlife Area is home to 24 acres of park land, lakes, ponds and walking trails. Demontreville Wildlife Park is one of the most heavily used parks, for its abundant natural space and access to the Gateway Trail. The park also has a portable restroom on site.

VFW Park is located in the Old Village, at 3675 Layton Avenue. The park has a lighted baseball field and, along with Lions Park, is the home to the annual Huff ‘n Puff softball competition.



Photos of Sunfish Lake Park Source: 2030 Comprehensive Plan

Neighborhood & Pocket Parks

In addition to the City's community and special use parks, the City maintains and manages an extensive neighborhood park system. Lake Elmo currently has 19 parks managed as neighborhood and pocket parks within the local park system. These parks provide passive and active recreation focused for more nearby residents to enjoy.

Some of the City's neighborhood park areas are in development since they have only recently become a part of the system through the development and platting process. Additionally, new neighborhood park areas are likely to be added as development of new housing continues through this planning process particularly within the Village Planning Area and the South Planning Area.

It is the mission of the City to provide high-quality recreation facilities and open space at all of these parks, and each park is unique in its setting and character. Given the extensive park system already in place, the City recognizes the importance of properly matching park programming with available maintenance and management costs and expenditures. To support its goals, the City will prepare an update to its Park System Plan to respond to current park demands and plan for maintenance and management responsibilities that maintain the high-quality of the system for generations to come.

18



PTOS Goal #4. Protect and strengthen existing park facilities and program uses according to demands of residents that use the facilities, and plan for appropriate programming and facilities in new neighborhoods.

- Chapter 1: Vision, Goals & Strategies

Trail Classifications

In 2005 the City prepared a detailed Trail System Plan that included a classification system for existing and future trails throughout the City. The Trail Classifications identified location and type of trail and were intended to communicate purpose to the user. This 2040 Plan provides further refinement of the trail classification system to provide a more comprehensive inventory to assist with planning of the system moving forward and integrated with parks and open space.

The Lake Elmo Trail System Plan comprises the following trail classifications:

- **On-road** – this trail is often referred to as a “route” rather than a trail and may include shoulder striping to designate the travel area available for pedestrians or bikers. It is generally found on major thoroughfares such as County Roads; no special improvements have been made beyond an improved shoulder.
- **Off-road, grade separated dedicated trail** – this trail is ideally a 10-foot-wide paved trail for multi-purpose uses to eliminate conflicts with vehicles by being located in a separate corridor adjacent to the roadways. It should be continuous and accommodate marked crossings at intersections.
- **Natural trail** – this trail is typically unpaved and may be surfaced with aggregate, compacted earth, or mowed grass. It is intended for walking use and exposure to the natural surroundings.
- **Neighborhood trail** – this trail can be paved and unpaved and is separate from roadways. It connects residents within a neighborhood to each other and neighborhood destinations (such as a playground) and ideally links to other community or regional trails.

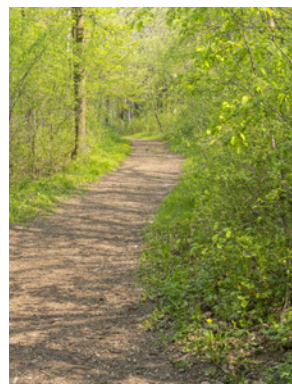
19



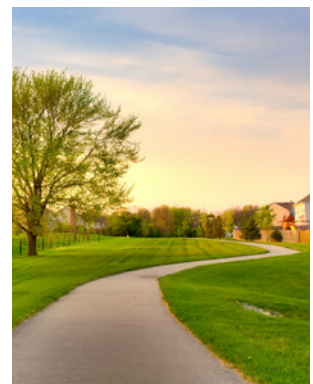
On-Road Trail



Road-Separated Trail



Nature Trail



Neighborhood Trail

Local & City Trails

The City's current trail system is dominated primarily by on-road designated shoulders areas rather than grade-separated or shoulder-separated off-road trails. A fairly extensive network of private and public neighborhood trails are also present throughout the community. As the City's growth areas develop, renewed interest in making a more complete off-road system has been identified, and recent developments have required at least for the dedication of easement area in which a trail can be located.

On-Street Shoulder Trail/Bike Route

The following roads have been identified as having on-street bike routes:

- Hudson Road (I-94 frontage road)
- 10th Street N
- Inwood Avenue N (South of CSAH 14)
- Lake Elmo Avenue N (recently installed sidewalk through Old Village District)
- Manning Avenue
- CSAH 14

Neighborhood Trails

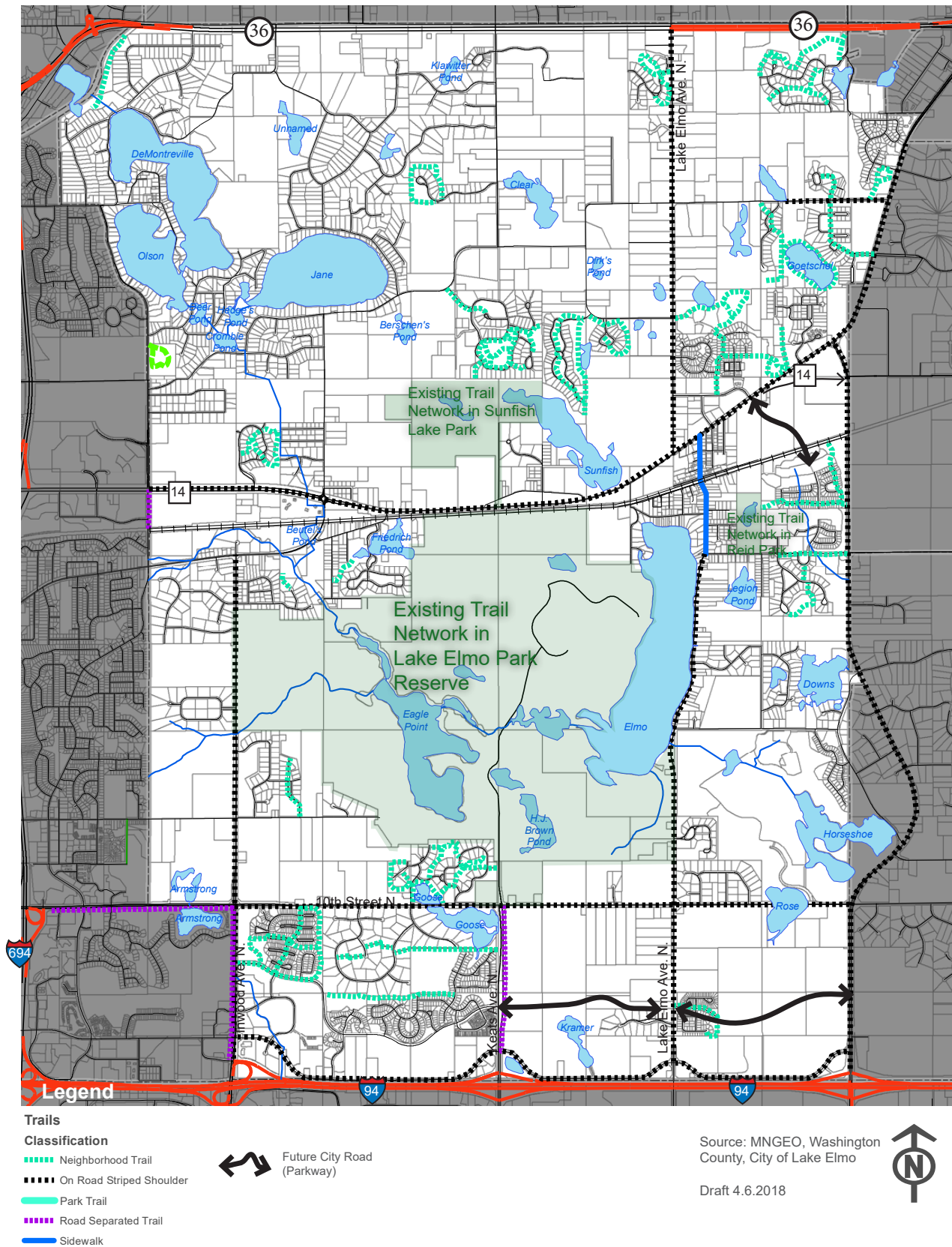
The following neighborhoods have an internal trail system, some privately managed and some that are available for public use:

- Fields of St. Croix
- Stonegate
- Inwood
- Hamlet on Sunfish Lake
- Easton Village
- Heritage Park
- St. Croix's Sanctuary
- Discover Crossing
- Tapestry
- Wildflower
- Whistling Valley
- Hunters Crossing
- Savona

***PTOS Goal #2.** Strengthen the existing trail network in the City and provide increased public connections and accessibility including pedestrian and bikeway connections.*

- Chapter 1: Vision, Goals & Strategies

MAP 6-5 EXISTING TRAILS BY CLASS



Federal & State Parks and Trails

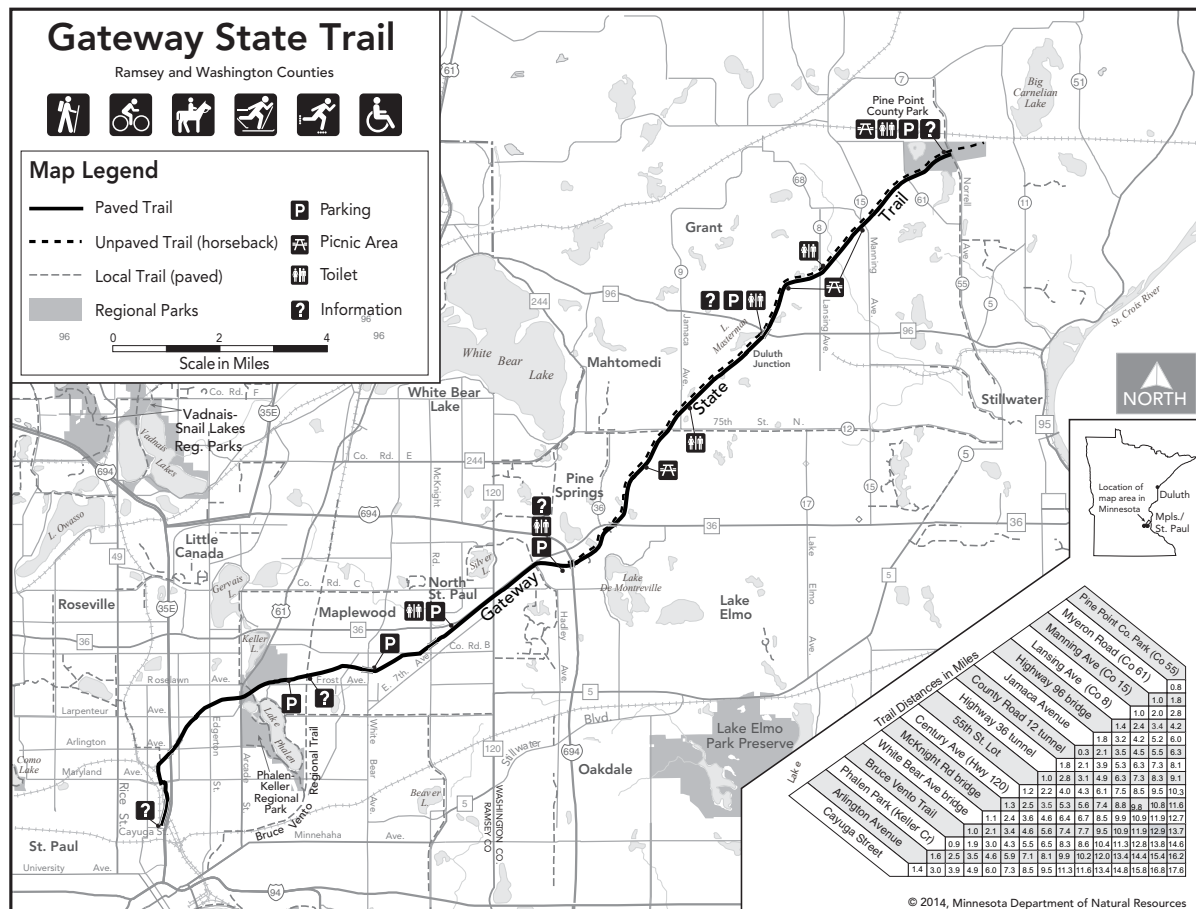
There are no federal or state parks located in the City of Lake Elmo.

Gateway State Trail

Utilizing a converted rail line, the Gateway State Trail comprises 18 miles of paved trail for non-motorized use. It extends from the west in the City of St. Paul and travels northeast toward Stillwater. It passes through the northwest portion of Lake Elmo as it stretches through Washington County, ending its journey at Pine Point Regional Park just four miles northwest of the City of Stillwater. It is generally level and wheelchair accessible.

The Minnesota Department of Natural Resources is responsible for the management of the Gateway State Trail and land management of its immediate corridor. The City of Lake Elmo may benefit from coordination of trail links to the state trail in order to bolster trail use and visits in and out of the community.

MAP 6-6 GATEWAY STATE TRAIL MAP



Source: Minnesota Department of Natural Resources

FUTURE PARKS, TRAILS & OPEN SPACE PLAN

The section was prepared as an update to the Parks and Trail Chapters contained in the 2030 Comprehensive Plan. While some things have changed in the past decade, many of the previous planning period's efforts to identify where growth would occur have remained consistent. The 2008 Parks System Plan and the 2005 Trail System Plan—both of which were contained in the 2030 Plan—were complete thorough plans prepared according to industry standards. Therefore, this Plan for the future parks and trails is intended to provide an overview of the updates needed to these existing individual system plans and to further support the City's objectives toward developing a complete integrated system. This Plan chapter also provides direction to areas that should be studied and included for additional refinement when preparing an updates to the individual system plans.

Parks Plan

The 2008 Parks System Plan recommended adding to the local parks system thirteen (13) neighborhood parks, one community park, up to two community sports complexes, two special use parks, and a greenway corridor. Since the adoption of the 2008 Park System Plan, several developments in the areas planned for growth are in some state of development and several have included the development of neighborhood and pocket parks. For example, new neighborhoods such as Inwood, Savona, and Wildflower have all been required to incorporate a neighborhood or pocket park as part of its development fulfilling the requirements of the Parks System Plan.

23

The recommendations contained within the Parks System Plan were created from a synthesis of the park system principles, demographic analysis, existing and planned land use patterns, existing and proposed trails, park service areas, level-of-service (LOS) guidelines, and natural resources data. The analysis performed in the previous plan assumed the ultimate growth and development of the City similar to what is currently planned for, and therefore this Plan does not attempt to comprehensively re-do the study. Instead it is intended to provide some direction to the update of the Parks System Plan, which is a recommended implementation step of this 2040 Comprehensive Plan.

Neighborhood & Pocket Parks

The goals and strategies identified within this planning process recommend that new neighborhoods be provided access to parks, trails and open spaces. Neighborhood and pocket parks are an important component of the system, particularly in the planned growth areas where more households and smaller lot sizes will develop over this planning period. The City's Parks System Plan identified several search areas to locate new neighborhood parks, and that map has been updated as shown on Map 6-7 to reflect some of the changes that have occurred since the Park System Plan was adopted.

Moving forward, the City will continue to use the guidelines within the Parks System Plan to properly identify and locate new neighborhood and pocket parks and will continue to refine the needs of new neighborhoods and residents within the updated Parks System Plan.

Community Park Search Areas

The 2008 Parks System Plan identified the need to create one Community Park and that it should be located at the heart of the City to serve as a community gathering place and landmark. This Chapter supports this objective but broadens the search area to the entire Village Planning Area to more appropriately respond to current development trends. The objective for this park would be to serve as an important gathering place for the entire community and specific programming tailored to meet the needs of the growing community. The planned park should consider approximately 10-15 acres in the Village Planning Area and provide ample opportunity and access to both passive and active recreational space. When developed, the park should also serve as a place for City celebrations, ice cream socials, a farmer's market, and other activities that will bring the people of Lake Elmo together.

Special Use Parks

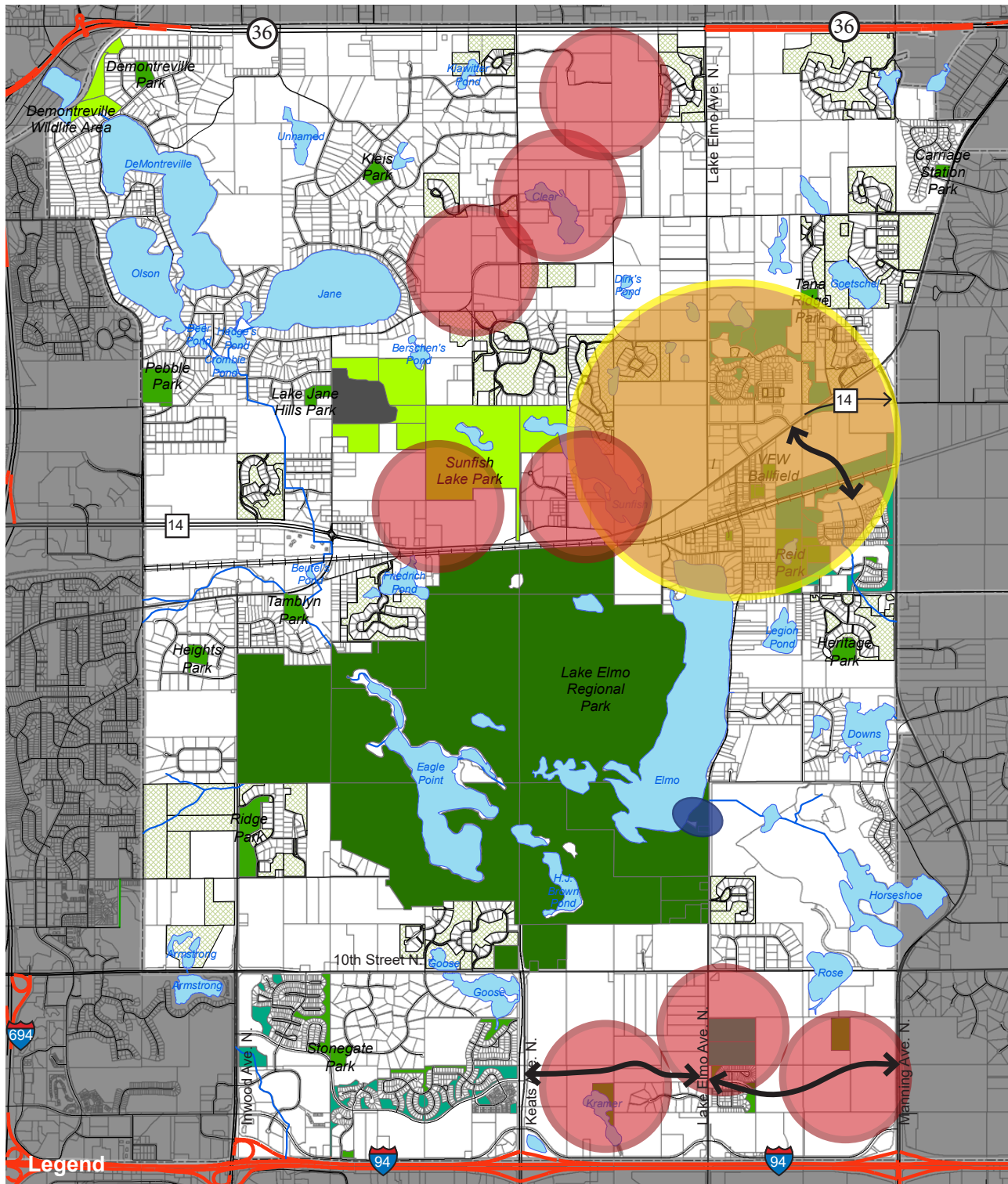
24

The 2008 Parks System Plan identified the need for two Special Use parks—one to provide access to Lake Elmo Park Reserve and the other to be located near a future City Hall as a civic square. While this Chapter acknowledges that the City Hall site is under study, it is unknown if it will relocate or stay in generally the same area where it is currently located. Given the ambiguity, only a search area related to the lake access is provided. It should be noted, however, that if redevelopment or development of a new City Hall occurs, a civic square or plaza should be considered as part of the development.

Community Sports Complex Search Areas

This Plan chapter reinforces and supports the recommendation of the 2008 Parks System Plan which identified potential demand for the construction of one or perhaps two community sports complexes based on anticipated population growth. The Parks System Plan identifies a very small search area for the location of a community sports complex which seems somewhat unrealistic given current development trends. As such, Map 6-7 broadens this search area to include the entire Village Planning Area since opportunities to site a Community Sports Complex may occur outside of the small geographic area to better capitalize on existing infrastructure, such as roadways, and availability of land as development progresses. A second sports complex location may be identified in the future if it is determined there is a need.

MAP 6-7 SEARCH AREAS FOR NEW PARKS AND FACILITIES



Legend

- Neighborhood
- Community
- Regional
- NRPA
- Conservation Easements
- Closed Landfill

Search Areas (2040)

- Neighborhood
- Sports Complex
- Community
- Special Use



Source: MNGEO, Washington County, City of Lake Elmo

Draft Rev 5.2.2018



Trail Plan

Throughout this planning process, residents, stakeholders, and Advisory Panel members expressed desire to focus on trail system improvements throughout the community. Repeatedly, it was communicated that there are wonderful walking trails internal to neighborhoods, but the City trail system feels disconnected and, in many places, unsafe.

This Plan chapter does not attempt to specify details such as the side of the road a trail or sidewalk should be located or define the required types of improvements, but it does further expand the recommendations from those contained within the 2005 Trail System Plan to reflect changes in the City's land uses and development patterns since the Trail System Plan was adopted. Similar to the 2008 Parks System Plan, the City should update its 2005 Trail System Plan as a part of the implementation of this 2040 Comprehensive Plan for consistency and to provide an additional level of refinement to the City's objective of creating a connected trail system within the community.

For purposes of the Future Trail Plan shown in Map 6-8, the following recommendations regarding the trails are provided:

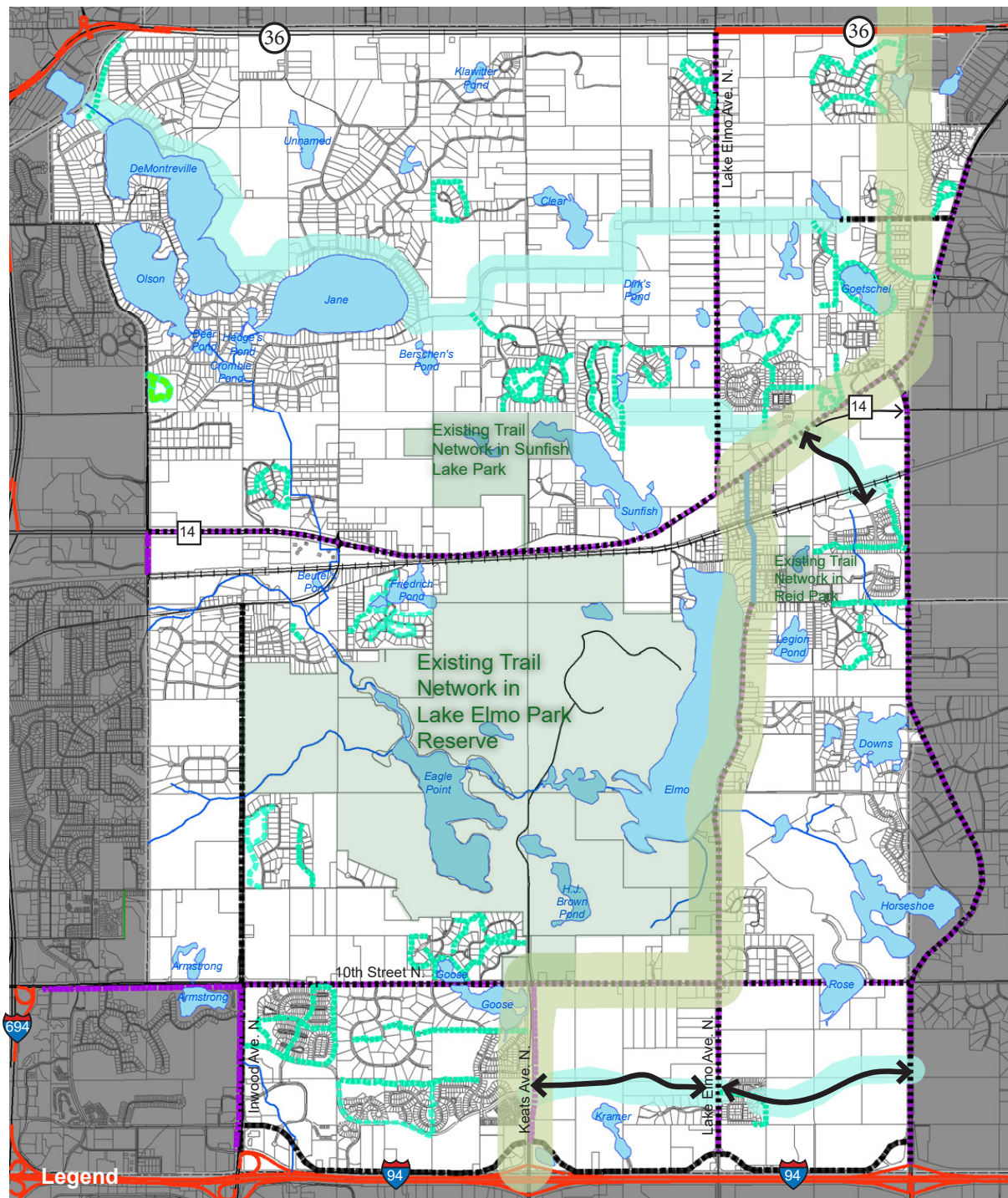
26

Safe Trails & Routes

To create a connected network of Parks, Trails, and Open Space, the City will focus on creating safe trails and/or routes on key north-south and east-west road corridors. Many, though not all, of these corridors are Washington County roadways, and the City will need to work collaboratively with the County to bring these plans to fruition. Through this planning process, many residents indicated that they do not feel safe walking or biking between neighborhoods, but for example, would like the opportunity to bike to the Lake Elmo Regional Park Reserve. While the City understands some of the improvements identified are likely out of its control, the intent is to demonstrate to future developers and agency partners that the City supports the creation of road-separated trails that connect through the City and to the greater region. A couple of the most important connections affecting the County Road system identified in this planning process include:

- Trail or route on CSAH 14 with access for pedestrians and bikers into the Lake Elmo Regional Park Reserve Trail System
- Trail or route along CSAH 10 (10th Street North)
- Trail or route full length of Manning Avenue North
- Trail or route the full length of CSAH 17 (Lake Elmo Avenue North)

MAP 6-8 Future Trail Plan



- Trails**
- Classification**
- Neighborhood Trail
 - On Road Striped Shoulder
 - Park Trail
 - Road Separated Trail
 - Sidewalk
- Trail Regional Search Corridor
- Trail Search Corridor (City)
- Future City Road (Parkway)

Source: MNGEO, Washington County, City of Lake Elmo

Draft 4.6.2018



On local streets, residents identified the following trail and intersection improvements that would benefit the system:

- East-west connection through the northern quarter of the community to provide access to the Gateway State Trail; this could be provided on local roadways with proper signage, and other cost-effective improvements
- Better pedestrian access between developing neighborhoods on the north side of CSAH 14 and the Old Village, including a safer access and intersection crossing

Neighborhood Trails

Generally, feedback solicited through this process encouraged the City to plan for neighborhood trails in developing areas that are open to public use. While it is understood that many of the existing neighborhood trails are private, moving forward there is a desire to create neighborhood trails that provide connections between neighborhoods and to the greater region. At a minimum, trails located along public local roadways should be public and they should be planned to connect with adjacent neighborhoods. Specific recommendations include:

- An off-road trail should be developed in conjunction with the new east-west parkway through the South Planning Area
- An off-road trail or sidewalk should be developed in conjunctions with the new Village Parkway through the Village Planning area.

Trail/Route Improvements (Local & Regional)

In addition to key segments and areas that could complete the system and provide improved connectivity, the other most desired improvement was better wayfinding and communication to users about the system. As a part of the City's future efforts to improve the trail system, a wayfinding and communication package should be developed to encourage use of the system. If proper and uniform wayfinding system is implemented, pedestrians, bicyclists, and motorists will all understand the system more completely providing a safer and more connected system.

Further description and planning for these systems are also contained in the Transportation Chapter of this Plan which identifies the Regional Bicycle Transportation Network (RBTN) as a system providing mode options to residents and the greater region. In many cases, the RBTN will also help to complete the system, and provide access to the local and regional park system within the community, providing a variety of mode choice and options to the City's residents and workers.

PTOS AS A GREEN NETWORK & RESILIENT INFRASTRUCTURE

During the development of this Plan, input received at Advisory Panel meetings and from residents and stakeholders often focused on a desire to enhance connectivity within the park and trail system. One way to achieve connectivity was introduced in the 2030 Comprehensive Plan with the concept of planning for greenway corridors, which were described primarily as trails.

This Plan builds on the concepts of connection and greenway corridors by broadening the idea to include all recreational, natural areas, and open space in a connected Green Network. This Network brings together recreational features and also functions to support the natural systems and ecology of the community, protecting its biodiversity and enhancing native ecological performance. Corridor-type connections within the Network may be with trails but can also be with linear natural areas (e.g. bioswales or landscape buffers). This allow for more trail loops of various types and distances for community activity and park access, and also allows for greater species movement and biodiversity for a healthier natural landscape. The key is to establish connected natural spaces.

Examples of land uses or features within the Green Network include but are not limited to:

- Active recreational park
- Passive park/open space
- Golf course
- Conservation easement
- Utility easement
- Lake and Shoreland buffer
- Storm pond/retention pond
- Infiltration basin or swale
- Wetland
- Native Prairie
- Rain garden
- Porous paving with sustainable stormwater management (e.g. rain gardens or infiltration basins)

29

The Green Network essentially overlays the Parks, Trails and Open Space system for the City. The example land uses and features above illustrate that both public and private land is beneficial to the Green Network. It is not important for the City of Lake Elmo to maintain control over the land to establish a successful Network. The key attribute of land contributing to the Network is land with long-term protected status for the purpose of natural resource management, preservation, or natural function (such as stormwater infiltration). For example, conservations easements are one way of protecting natural areas adjacent to developing neighborhoods and are often held in semi-public ownership. These lands may not be available for public trail use or access, but the protected open space and natural resource features within the easements contribute considerably to the Network as a whole by provideing opportunities to improve and/or protect high-quality habitat and ecological health.

Planning for the PTOS in Lake Elmo as part of a connected Green Network achieves broader long-term goals for resiliency in the community. Resiliency in this context refers to the ability for the City to endure growing concerns related to the effects of changing climate impacts, higher costs for public facilities and services, and accumulating environmental pollution issues. Focused land planning for the benefits of ecological health and enhancement of natural systems will increase actions like local groundwater recharge and improve water quality, habitat quality, and biodiversity, placing the City of Lake Elmo in a position to spend less time and money on clean up, rehabilitation, municipal stormwater systems, and other services that mitigate problems rather than prevent them.

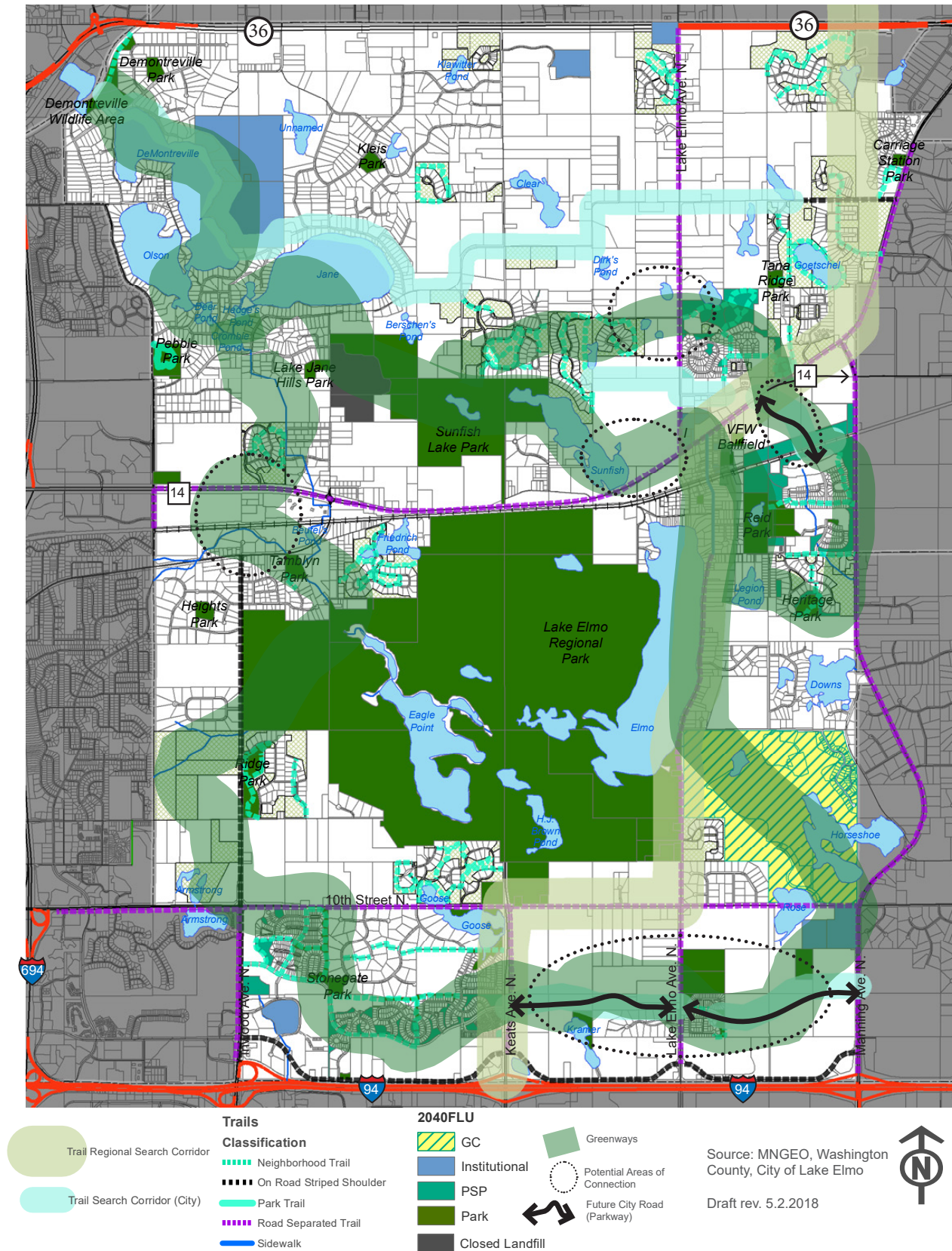
Resiliency also refers to the health and wellness of residents. The PTOS as a Green Network will provide access to nature, views and places that reduce stress, recreational opportunities to remain active, and greenery and canopies that provide shade and comfort. Connected spaces will also establish more walkability and accessibility in the City.

In these ways, the Green Network functions as the resilient infrastructure for the City. Much like roadways function as the City's transportation infrastructure moving people from place to place, the resilient infrastructure utilizes connected green spaces to move water, wildlife, plant diversity, and people in an interconnected sustainable way. Resilient infrastructure will establish best practices for the City in natural resource and water quality management providing built-in protection for the growing impacts to the environment, while offering healthy opportunities for activity and wellness to residents.

Map 6-9 illustrates the various types of land uses and features that currently contribute to the concept of a Green Network or Resilient Infrastructure in the City. Portions of the Network can be described as having active recreation uses, such as parks and trails, while other portions will remain in preservation, such as conservation easements or protected wetlands. As a culminating effort for implementation, plans for the PTOS in Lake Elmo should include policies supporting development of a Green Network or Resilient Infrastructure with a multi-jurisdictional or joint approach for management. (See Chapter __, Implementation for more details.) Map 6-9 also identifies where new connections can be made to connect the Network. These connections may include new parks, parkways, trails, and other natural areas and corridors in both public and private ownership.

The City's PTOS is therefore greatly improved with connection by supporting and providing for a contiguous Green Network that functions as Resilient Infrastructure for the City.

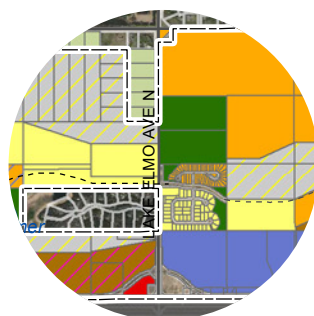
MAP 6-9 PROPOSED GREEN NETWORK / RESILIENT INFRASTRUCTURE



This page is blank.

DRAFT Chapter 11: Implementation

Bringing the Plan to Fruition





INTRODUCTION

An important component of this Comprehensive Plan Update process is to identify implementation strategies and priorities that will work towards bringing this Plan to fruition. This chapter provides a set of implementation strategies that are specific to the chapters, goals and strategies of each component contained within this Plan.

One of the last major public engagement efforts of this planning process was a city-wide Open House to present the draft Plan, and to solicit feedback specific to implementation chapter development. Over 150 residents and stakeholders attended the event and nearly 100 people responded to the Implementation Survey at the Open House or online. Once tabulated, trends regarding implementation priorities were identified, and were then used to help inform the implementation strategies contained within this chapter. A summary of the most agreed to, and highest priority implementation strategies as identified within the survey include:

- *General Comprehensive Plan Statement:* Overwhelmingly people responded that they rely on the Comprehensive Plan to understand what is happening in the City and that the City should follow its Plan. Further respondents felt that the City should put the work and financial resources into developing appropriate ordinances and policies to implement the Plan. Ordinances should be clear, easy to understand, and reliable.
- *Land Use:* The majority of respondents prioritized the development of zoning districts that support new Future Land Use designations contained within this Plan as the most important implementation step, and identified the top priority as creating zoning that supports the new mixed-use areas. With respect to the character of commercial areas, respondents were fairly consistent in their desire to promote low-intensity users that keep traffic calm. Further, respondents were uninterested in developing a regional destination for commercial and business park users, and instead prioritized creating opportunities for businesses and users that would support existing Lake Elmo neighborhoods and residents. From a residential perspective, respondents were focused on creating policies and ordinances that would support the protection, restoration and integration of existing natural resources into new neighborhoods and developing areas in the community.

- *Balanced Development & Growth:* Respondents were split as to whether the City should take a more proactive approach to economic development in the community. Many felt that the City's leaders and staff should be proactive to identify the types of growth and development it wants and may even go as far as supporting that effort with financial resources. Financial commitments aside, overwhelmingly people felt that the City should at a minimum be prepared to respond to development pressure through establishing appropriate zoning, design guideline and policies that support the desired development and growth patterns in the community. Additionally, respondents felt like it was important to create a more streamlined, easy to understand development review process, and to make sure details such as architecture/design standards, setbacks and landscape requirements were established within ordinances to reduce ambiguity.
- *Housing:* Opinions on the top priorities related to housing were more distributed than any other question, and there was less consensus on who and what types of housing would be most needed through this planning period. Generally, people continue to see the owner-occupied single-family detached housing type as important to the future of the community. However, a significant number of people also identified the need for owner-occupied town homes and condominiums in the City. With respect to demographic trends, people felt that the future needs in the community would continue to be households with young children, and empty-nesters looking to downsize but also recognized that there may be other demographics that may lack options within the community.
- *Parks, Trails and Open Space:* Respondents generally agreed on their top priorities for the PTOS system; they prioritized the desire to create more local trail connections into Lake Elmo Regional Park (north and west), to improve and restore the quality of natural resources (lakes, wetland, woodlands, etc.) in the community, and finally identified the desire to make sure new developments (residential and commercial) are required to incorporate a public trail or sidewalk in development plans that provide connections to the larger city-wide planned trail network.
- *Transportation:* People generally rely on the City's existing roadway network as the primary mode of transportation and identified their top priority as maintenance and management of the existing roadway system. Ranked closely behind, respondents were interested in creating more dedicated bike lanes and pedestrian safety improvements on local roadways.

In addition to the top priorities identified through the Implementation Survey, the Advisory Panel has also discussed priorities for implementing this Comprehensive Plan throughout this planning process. A summary of the top priorities that have been discussed by the Advisory Panel over the last year include the following:

- Create zoning districts that support a balanced land use plan and provide opportunities for housing diversity including single-family, townhome and multi-family products within the developing areas of the community.
- Create opportunities for young people to come back to the community in their early adult years. This likely will include some market rate renter-occupied product (apartment, townhome, etc.), that could not only provide options for young professionals but seniors looking to downsize.
- Allow enough flexibility within this Plan and supporting implementation ordinances and policies to have the latitude to respond to market fluctuations and demands.
- Integrate and weave parks, trails, open spaces and natural resources into every development – rural or urbanizing. Create a green network that is an amenity, and accessible, to all residents.
- Create bikeways and pedestrian connections on major roadways to create a more hospitable network.
- Work with the County to see if there is an opportunity to provide non-motorized trail access access/connections into the Lake Elmo Park Reserve, particularly from the north and west sides of the park.

Guided by the priorities identified from the Advisory Panel, and the Implementation Survey the following implementation chapter was developed. This chapter is not intended to identify every planning or policy effort needed to implement this Comprehensive Plan, but instead is intended to provide a road-map of major initiatives that may require time, resources, and additional study to make sure the City prioritizes certain efforts as it continues to grow and evolve.

IMPLEMENTATION STRATEGIES

The following strategies are organized by Plan chapter. In some cases some of the implementation strategies will perform ‘double-duty’ that is to say, there may be an implementation strategy identified that would assist with implementation of the goals and strategies of the Land Use chapter and the Housing Chapter. In those cases, the implementation strategy is listed with the Plan chapter that the implementation strategy most directly supports.

Chapter 3: Land Use

The following implementation steps and strategies are identified to support the City’s Future Land Use Plan and the corresponding goals and strategies identified within Chapter 2 of this Plan.

1. Create two new zoning designations that support the Mixed-Use Business Park and Mixed-Use Commercial land use designations. The process to prepare the new zoning districts will be led by the Planning Commission and may involve a subcommittee to develop the ordinances. This process should be initiated immediately upon adoption of this Comprehensive Plan and should be completed within nine (9) months. Each zoning district may address and include standards such as:
 - Massing and architecture
 - Setbacks
 - Height restrictions
 - Site design/landscape standards
 - Permitted, conditionally permitted, and not permitted uses
 - Mix of uses
 - PUD process
2. Establish whether each parcel is required to be planned for mix of uses, or if a master planned approach with ghost platting and tracking/monitoring is more desirable
3. Establish a staff and policymaker process and/or create and adopt a formal policy that defines how mixed-use development projects will be tracked for compliance with this Plan. The process must identify how the City will track the mix of land uses and provide a minimum of 50-percent of the land area within the designations for residential uses at densities that meet minimum thresholds as identified within this Plan. Tracking may include, but is not limited to, the following examples:

- Require developers to ‘ghost’ plat and file the concept plan as an official document to establish land use mix consistent with this Plan. Create a database or inventory (e.g. Excel) to track residential units and associated density, and acreages associated with each use. This inventory should be considered and used during the development review process.
 - Create a ordinance and process reference sheet for developers and land owners that describes the mix of uses and process (PUD or otherwise) to ensure compliance with the ordinance.
4. The City may consider using a consultant to assist with developing a master plan for the Mixed-Use Commercial and Mixed-Use Business Park designations that can be used to inform the development of the zoning district requirements and the process to track development within these designations.
 5. Create a new zoning district to support the Village High Density Residential (V-HDR) land use designation. This zoning district should be based on other Village residential zoning districts but will be refined and updated to reflect the increased density range identified within this Plan.
 6. Create a new zoning district to support the Urban Reserve land use designation contained within this Plan. This zoning district should be developed to establish a minimum development entitlement on lands that are planned for inclusion within the MUSA in a future planning period. The zoning must establish the following:
 - Development may occur at no more than 1 dwelling unit per 10 acres, if no municipal services are present or adjacent.
 - A list of permitted, conditionally permitted, and not permitted uses must be established that consider the City’s future plan to provide these properties with municipal utilities post-2040.
 - A provision within the ordinance that if utilities extend faster than anticipated within this Plan; and that provided the utilities are “at the border,” the property may be developed for residential uses at a density range between 3 and 5 Dwelling Units per Acre which is the minimum density permitted within the Emerging Suburban Edge community designation. The ordinance must establish a process for determining whether a property is contiguous to development and establish that no leap-frogging shall be permitted.
 7. The City will review and revise, as necessary, current zoning district regulations for consistency with the residential density ranges contained within this document. The review, and any changes, will be completed within nine (9) months of adoption of this Plan.

Chapter 4: Balanced Development and Growth

The following implementation steps and strategies are identified to support the City's Balanced Development and Growth Chapter and the corresponding goals and strategies identified within Chapter 2 of this Plan.

1. This City will prioritize and establish a cost for each of the zoning ordinance updates and budget appropriately to complete these updates within their next Capital Improvement Plan process. Some of these initiatives will likely be staff-led to be cost-effective while others may involve a focus group and/or consultant involvement. The City acknowledges that to effectively manage growth and development, the creation of clear, concise and easy to understand ordinances is integral to the implementation of this Plan.
2. The City will create three Overlay Districts for the Village Planning Area to support this Plan. The Overlay Districts will provide additional detail regarding the vision, plan, and specific standards that are unique and tailored to the specific overlay district. For example, the Old Village District overlay will focus on preservation of the integrity of Main Street and existing building patterns and uses within the District. This is unique to the Old Village Overlay District. The process will determine what characteristics and qualities are unique to each Overlay District, and a specific Zoning Overlay District will be added to the Zoning Ordinance and identified on the City's official Zoning Map. This process will include the Planning Commission and may include a subcommittee to prepare the criteria for each Overlay District. The Overlay Districts will be established and created within nine (9) months of adoption of this Plan.
3. The City will review and update its Open Space Development ordinance to focus on building the greenway network through connected conservation areas, public trails, and other natural resources.
4. The City will explore options to be cautiously proactive about the types of economic development it would like to see in its growth areas. To determine the appropriate level of involvement or engagement by policy makers, a task force, subcommittee, or staff review process may be initiated to establish an economic development and/or competitiveness plan.
5. The Phasing and Staging Plan identified within the Land Use chapter, will serve as the foundation for development review and the approval process so that municipal utilities and infrastructure are contiguous and cost-effective.
6. The City will continue to prioritize identification of a solution to the current water supply issues related to the 3M contamination, and current freeze on water appropriation permits from the MnDNR. The City acknowledges that part of implementing a balanced growth plan is the ability to provide municipal services, and at this time there are obstacles that extend well beyond the City's borders and in some cases, beyond its control. (STATEMENT TO BE REVIEWED BY CITY ENGINEER FOR ACCURACY)

Chapter 5: Housing

The City's implementation program for the Housing chapter is contained within Chapter 5 as required by the Metropolitan Council.

Chapter 6: Parks, Trails and Open Space

The following implementation steps and strategies are identified to support the City's Parks, Trails, and Open Space Chapter and the corresponding goals and strategies identified within Chapter 2 of this Plan.

1. The City will initiate a discussion with Washington County Parks to discuss opportunities for improved trail connections into the Lake Elmo Regional Park Reserve.
2. The City is open to participating on a task force or working group with the County to plan for future connections into the Lake Elmo Regional Park Reserve.
3. The City will continue to require park dedication as established within the City's Ordinance, and will focus its priority on improving trail (bikeway and pedestrian) connections and providing open space/park access to new neighborhoods.
4. The Park Commission will be involved in initial stages of any development review and process and will provide recommendations regarding planned public trails, parks or other open spaces as identified within this Plan. The Park Commission will provide a written recommendation to the Planning Commission detailing how a proposed development plan is consistent, or inconsistent with this Plan and detailing what modifications are recommended, if any, for a project to be consistent with this Plan.
5. An update to the City's Park System Plan originally adopted in 2008 and incorporated as part of the 2030 Comprehensive Plan should be completed to reflect recent changes due to development, and to incorporate the Goals and Strategies of this Plan.
6. The City will prepare an update to the City's Trail System Plan originally adopted in 2005 and incorporated as part of the 2030 Comprehensive Plan, to reflect recent changes due to development, and to incorporate the Goals and Strategies of this Comprehensive Plan.
7. The City will explore opportunities, either by ordinance, or through the development review process to support and enhance the Green Network through the continued enforcement of the park dedication ordinance.
8. The City will review existing ordinances and policies to identify opportunities to include standards that support the objectives of the Green Network and Resilient Infrastructure as described within this Plan.

9

Chapter 7: Transportation (UNDER REVIEW BY CITY ENGINEER for ACCURACY AND ADDITIONS)

The following implementation steps and strategies are identified to support the City's Transportation Chapter and the corresponding goals and strategies identified within Chapter 2 of this Plan.

1. The City will continue to work cooperatively with surrounding Cities, Washington County, the Minnesota Department of Transportation, and other government agencies in development of a transportation network consistent with the goals and strategies of this Plan.
2. The City will require developers to provide roadways, trails, and appropriate right-of-way consistent with the goals and strategies of this Plan. For example, the City has identified the continuation of the Minor Collector roadway (5th Street) to extend eastward to Manning Avenue as development progresses.
3. The City will participate in coalitions and multi-jurisdictional efforts for improvements to the transportation network that coincide with the overall goals of the City. This could include corridor studies/groups, transit oversight panels, and/or construction projects.
4. The City will continue to improve the transportation network to reflect all modes of travel, and will identify opportunities as development occurs to complete the bikeway and trail systems identified within this Plan.
5. The City will continue to work with MnDOT and Washington County on the TH 36 access and connectivity plan to provide safe and adequate service to residents of Lake Elmo while minimizing traffic by-passing through the City.
6. The City will continue to support improvements that will maintain the rural character of Lake Elmo Avenue, in particular along the eastern shoreline of Lake Elmo.
7. The City will continue to incorporate the goals and strategies contained within this Plan into the Capital Improvement Plan process.
8. Capital Improvement Plan (CIP). The CIP is the financial planning mechanism used by the City to plan for long-term expenditures. Each year the CIP is revised and updated to reflect the City's priorities, and the CIP is used to aid in the annual budgeting process. Expenditures are made in accordance with the annual established and adopted budget for the following year. The transportation improvements will continue to be a priority within the CIP, and projects will be identified to implement and support this Comprehensive Plan.

Chapter 8: Surface Water (UNDER REVIEW BY CITY ENGINEER for ACCURACY AND ADDITIONS)

The following implementation steps and strategies are identified to support the City's Surface Water Chapter and the corresponding infrastructure goals and strategies identified within Chapter 2 of this Plan.

1. The City adopts and incorporates by reference the Watershed District's Water Management Plans, standards, and rules into this Plan and as a part of the City's permitting and development review process. The Watershed Districts will continue to enforce surface water regulations and permitting within the City within their geographic areas. The City will coordinate its review of development proposals with the Watershed Districts and will manage land use to support protection of surface and ground waters through its Zoning and Subdivision Ordinance.
2. The City will update its Local Surface Water Management Plan (LSWMP) by the end of 2019 consistent with the timeline adopted in the 2009 LSWMP. The City understands that its LSWMP must be consistent with each Watershed District's Water Management Plans.
3. The City understands that the Valley Branch Watershed District, Browns Creek Watershed District and South Washington Watershed District have prepared drainage models for portions of the City that indicate path and low direction, but not all modeling work has been complete. The City will rely on each watershed district completing this work and will update its LSWMP as information and data become available.
4. The City will prepare its LSWMP update and submit a copy of it to each of the Watershed Districts for review, comment and approval once complete.
5. City Process. The City of Lake Elmo reviews proposed development per its Subdivision Ordinance. Design must be in compliance with Engineering Design Standards. An approved Watershed District permit is required prior to final plat acceptance. WCA approval of any wetland impact must be provided by the designated LGU for the Watershed District. Any impacts to public waters must be reviewed by the DNR. An NPDES Permit must be received from the MPCA when applicable. An approved SWPPP must be provided for all subdivisions. No building permit will be issued until the following has been completed:
 - The City will support the Watershed Districts' implementation of their standards for management of water quantity and quality, including control of peak runoff, volume control, infiltration and filtration, wetland quality, and best management practices to control Total Suspended Solids (TSS), Total Phosphorus (TP), and runoff from development or redevelopment within the City.

11

6. The Watershed Districts will continue to play the primary role in reviewing storm water plans for development applications within the City, and the City will condition any development approvals on demonstrated compliance with the Watershed District Rules. The City will provide a full copy of any development proposals at time of application and will work cooperatively with the Watershed Districts through the review and approval process.
7. The City will continue to work with each Watershed District on refinement of coordination of permit and development application review processes and timelines.
8. The City will update its ordinances to be consistent Watershed plans, standards and rules, and with NPDES construction storm water permit requirements for erosion and sediment control if necessary.
9. The City will cooperate with the Watershed Districts to address concerns related to impaired waters and, as the Watershed Districts complete TMDL studies, will manage land use to avoid impacts to water resources within the City.
10. Implement the City's MS4 Permit and SWPPP requirements.
11. *Funding Mechanisms.* The City will continue to use general fund revenues and storm water utility funds to fund improvements when needed to address water quality and quantity concerns and maintain City-owned storm water management facilities. The City's commitments to system maintenance are described in detail in its MS4 permit and SWPPP. The City requires that developers finance the improvements that are required with new development and redevelopment to ensure that private developments meet City and watershed requirements.
12. Capital Improvement Plan (CIP). The City's CIP will include incorporate specific implementation strategies for surface water management as part of the budgeting process.
13. The City's inspection and maintenance program and pollution prevention/good housekeeping is completed under the MS4 Permit and documented per the SWPPP.
14. The City will continue to implement, and update as necessary, the mitigation plan adopted in the Lake Elmo Old Village Area AUAR as the area continues to develop, to protect resources in the Down's Lake Watershed and downstream.

15. City Ordinances. The City's adopted ordinances that provide standards and regulations to manage water resources include the following:
 - a. Chapter 53 Storm water Management Utility
 - b. Chapter 91 Forests and Trees
 - c. Chapter 150 Illicit Discharge and Connection
 - d. Chapter 152 Flood Plain Management
 - e. Chapter 153 Subdivision Regulations
 - f. Chapter 154 Zoning Code

Chapter 9: Wastewater Services (UNDER REVIEW BY CITY ENGINEER for ACCURACY AND ADDITIONS)

The following implementation steps and strategies are identified to support the City's Wastewater Services Chapter and the corresponding goals and strategies identified within Chapter 2 of this Plan.

13

1. Provide new sewer extensions consistent with the sewer staging plan and within the general time frames established as part of this Plan, when possible, and as market conditions warrant.
2. Consider development of an ordinance that addresses the lands designated within the Urban Reserve, and how they may be included within the urban service area without the need for a Comprehensive Plan Amendment provided that such property is contiguous to development and capacity within the system is available.
3. Enforce provisions of the current ISTS ordinance for the City.
4. Support the routine inspection and ongoing maintenance of ISTS within the City. Amend existing ordinances as necessary to remain consistent with applicable State and County requirements.
5. Continue to monitor and update the City's rules and regulations regarding compliance with Minnesota Rules 7080 and allow for innovative septic system technologies within the City as they become approved and permitted within the State's rules.

Chapter 10: Water Supply (UNDER REVIEW BY CITY ENGINEER for ACCURACY AND ADDITIONS)

1. Work expeditiously with the MDH, MnDNR and other agencies with regulatory authority of the City's Municipal Water Supply to identify a solution to the closure and decommissioning of the Well and Tower #X.
2. Work to identify appropriate funding resources, including the recent 3M settlement, to provide mitigation and replacement of identified contamination of the City's water supply system and individual private residential wells.
3. Continue to use the Table 1 and Figure 1 of the City's Water Supply Plan from 2009 to identify projects for inclusion in the City's Capital Improvement Plan; and continue to incrementally review the Water Supply Plan to ensure it is consistent with continuing development activities and demands.
4. Maintain the City's Water Supply Plan consistent with the MnDNR water supply plan template and continue to provide necessary reporting through the MnDNR Permit and Reporting System (MPARS).

blank page.



CHECKLIST

LOCAL PLANNING HANDBOOK

CHECKLIST OF MINIMUM REQUIREMENTS FOR LAKE ELMO

The checklist below was compiled from information on the [Plan Elements](#) pages in the [Local Planning Handbook](#) under the “Minimum Requirements” sections of the respective topics. Please note that this information is subject to change. The most current information can always be found on the website. Also, please remember that additional information may be requested during the review process for clarification and accuracy by the Technical Review staff. If you have any questions, please contact your [Sector Representative](#).

LAND USE

Forecasts and Community Designation

- ☐ Include a table of forecasted population, households, and employment for 2020, 2030, and 2040, consistent with the Council's forecasts.
- ☐ Remember, Council forecasts must be used consistently throughout your entire comprehensive plan.
 - ☐ Your transportation plan needs to allocate forecasts to transportation analysis zones (TAZs).
 - ☐ Your water and wastewater plans need to reflect forecasts to plan for urban services.
 - ☐ Your land use plan must reflect and be coordinated with your forecasts.
- ☐ Include a map acknowledging your regional Community Designation(s) and acknowledge the overall density expectations for your Community Designation(s).
- ☐ Each Community Designation identifies both Council and Community Roles in Thrive's land use policy section. Plans must be consistent with Community Roles for your Community Designation(s) as well as Community Roles that apply to everyone.

Existing Land Use

- ☐ Provide an Existing Land Use Map with a land use legend.
- ☐ Provide an Existing Land Use Table. Calculate total acres and percent of total acres for each land use category.
- ☐ Land uses categories on the map and in the table, as well as any text references must all be consistent with one another.
- ☐ Show existing regional parks, park reserves, and special recreation features with a land use of “Park” (or your equivalent) on your Existing Land Use Map.

Future Land Use

- ☐ The Future Land Use plan must be consistent with the Council's forecasts of population, households, and employment and identify sufficient land to support your community's forecasted growth.
- ☐ Provide a Future Land Use Map and land use legend, including density ranges for all land uses that allow residential development.
- ☐ Provide a Future Land Use Table. Calculate total acres and percent of total acres for each land use category for each 10-year planning period (2020, 2030, and 2040).
- ☐ Define each land use category shown on the Future Land Use Map. Land use categories must be used consistently throughout your plan.
- ☐ Land use categories must include types of allowed uses and the minimum and maximum densities (“the allowable density range”) for all categories that allow residential uses. Allowed uses should include a description of allowable housing types such as single family, detached, duplexes, townhomes, etc.
- ☐ For each “mixed use” category, define an expected share of individual land uses and identify the permitted density range for residential uses. For example, Mixed Use Downtown might have an expectation of 30% commercial, 40% office, and 30% residential with a density of 10-15 units per acre.
- ☐ Acknowledge Council-approved master plan boundaries of regional parks, park reserves, and special recreation features by guiding the properties with a land use of “Park” (or your equivalent) on your Future Land Use Map.

For Communities within the Metropolitan Urban Service Area (MUSA) and Rural Centers:

- ☐ Identify employment locations and provide a measurement of intensity of planned employment. Employment locations are typically the areas guided for commercial, office, industrial and institutional uses. Acceptable measurements of intensity include Floor Area Ratio (FAR), building footprint or impervious coverage. Ranges for measuring intensity are acceptable.

For Communities with Special Resources:

- ☐ In order for properties to be enrolled in the Agricultural Preserves Program, the Future Land Use Map must reflect an Agricultural land use designation with a maximum density of 1 unit per 40 acres at the time of plan adoption, as required by state law.
- ☐ Identify aggregate resources in your community on the Future Land Use Map.
- ☐ See the Special Resources section within the Land Use Plan Element for requirements for Critical Area Plans, Historic Preservation, and others.

For Communities Impacted by an Airport:

- ☐ Address land uses around the airport. The Land Use Compatibility Guidelines have been prepared to assist communities in preventative and corrective mitigation efforts that focus on compatible land use.
- ☐ Ensure that land uses reflect requirements in the Aviation section of the Transportation Plan Element.

Density Calculations

- ☐ Identify where forecasted residential growth will happen on your Future Land Use Map. Show expected new development and re-developed areas.
- ☐ Identify what density range is expected for each residential land use in your community.
- ☐ Identify when residential development or redevelopment is anticipated to happen. See the Handbook section on Staged Development and Redevelopment.
- ☐ The average net residential density for your community must be consistent with the density requirements for your community designation.
- ☐ Provide a minimum and maximum value for each residential density range. (Zero is not an acceptable minimum. The maximum value must be a whole number.)
- ☐ Use the lowest allowed residential density from land use ranges in your calculations. For example, a land use that permits a density range of 3-5 units per acre must use 3 units per acre in all density calculations for this land use. This ensures that even at the lowest permitted density, the community will be developing at densities that meet overall density expectations.
- ☐ Focus on areas of change. Show us which planned land uses have changed from your previously approved plan and where new land uses (change or development intensity) are planned/expected.
- ☐ Provide the net developable acreage for each residential land use. It's OK to exclude wetlands and natural water bodies, public parks and open space, arterial road rights-of-way, and natural resource lands protected by local plans and ordinances (i.e. steep slopes, wetland buffers, tree preservation) from area calculations. Stormwater ponds, utility easements, local roads, and local rights-of-way cannot be excluded from area calculations.
- ☐ The information you develop in your land use plan carries over to other elements of your comprehensive plan. The areas and densities in the land use plan must be consistent across elements related to forecasted growth, wastewater, water, housing, and transportation.

For Communities with Existing or Planned Transitways or High Frequency Bus Corridors:

- ☐ Minimum average net densities near transitway stations and high frequency bus corridors must meet the standards in the 2040 Transportation Policy Plan (TPP). Refer to the Transportation Plan Element.

For Communities with an Affordable Housing Allocation:

- ☐ Guide residential land at densities sufficient to create opportunities for affordable housing using one of the following options outlined in the Housing Plan Element. Refer to the Projected Housing Need section.

Staged Development and Redevelopment

- ☐ Identify potential local infrastructure impacts for each 10-year increment.
- ☐ Demonstrate that the municipality is capable of providing services and facilities that accommodate its planned growth.
- ☐ The staging plan or likely development phasing must be consistent with the volume of anticipated sewer flow identified in your community's Local Sewer Plan.
- ☐ The staging plan or likely development phasing must support and be consistent with your community's share of the Region's Need for Affordable Housing for 2021 - 2030.

For Suburban Edge, Emerging Suburban Edge, Rural Centers, and Communities with Orderly Annexation Agreements (OAAs):

- ☐ Map stages of development in 10-year increments (existing, 2020, 2030, and 2040).
- ☐ Provide a table of staged development in 10-year increments. The table must include future land uses, area in acres, density ranges, and total residential units by each 10-year time increment.

Natural Resources

- ☐ Describe your community's goals, intentions, and priorities concerning preservation, conservation, or restoration of natural resources in your community.

Special Resource Protection

- ☐ All plans must include a protection element for historic sites.
- ☐ All plans must include policies for the protection and development of access to direct sunlight for solar energy. Solar access is addressed in depth under the Resilience section.
- ☐ All plans must identify whether or not aggregate resources are available within the community. For communities with aggregate resources, additional requirements apply.

For Communities with Agricultural Preserves:

- ☐ In order for properties to be enrolled in the Agricultural Preserves Program, the Future Land Use Map must reflect an Agricultural land use designation with a maximum density of 1 unit per 40 acres, as required by state law.

For Communities with Aggregate Resources:

- ☐ Identify aggregate resources in your community on the Future Land Use Map using the Aggregate Resources Inventory.
- ☐ You must address and minimize potential land use conflicts.
- ☐ Identify planning and regulatory measures to ensure that aggregate resources are extracted prior to urbanization of aggregate-rich sites.

TRANSPORTATION

Transportation Analysis Zones

- ☐ Include a table allocating forecasted population, household, and employment growth by TAZ using the Official TAZ system with 3,030 zones for 2020, 2030 and 2040.
 - ☐ Describe how you have allocated demographic growth based on your plan's assumptions for guided future land use (e.g., density, mix of uses, locations for new development, highway/transit access, redevelopment, etc.).
 - ☐ When doing your land use planning, accommodate development densities around transit consistent with density expectations established in Chapter 3 of the 2040 Transportation Policy Plan (2040 TPP).
-

Roadways

- ☐ Describe and map the functional classification of all existing and proposed roads within your community, using the functional classification system described in Appendix D of the TPP and the roadway classification map currently recognized in the region.
 - ☐ Maps must reflect the principal arterials adopted as the metropolitan highway system in the 2040 Transportation Policy Plan (2040 TPP).
 - ☐ If a community determines that a change to the A-minor arterial system in the community is warranted, a request should be made to the Transportation Advisory Board (TAB) for the change, and TAB's approval secured, prior to reflecting the new classification in the community's plan. Check the council's website or contact Elaine Koutsoukos at 651-602-1717 for more information.
 - ☐ Maps should also show the streets classified by the community as major and minor collectors and local streets. Changes to these streets from the function shown on the regional map are at a community's discretion, and do not need approval from TAB. However, these changes should follow the criteria laid out in Appendix D of the TPP and maintain system continuity. A map or table highlighting any discrepancies between the community's map and the regional functional classification map previously referenced should be submitted to Council staff so the regional map can be updated.
 - ☐ Include the following information for the principal and A-minor arterials:
 - ☐ Identify the existing and future number of lanes.
 - ☐ Map current traffic volumes, including heavy commercial volumes, which include both ADT and HCADT.
 - ☐ Map forecasted 2040 traffic volumes. (This should be done using the Council's regional model, or another method with approval from Council forecasting staff.)
 - ☐ Identify future rights-of-way that need to be preserved.
 - ☐ Identify planned improvements to principal arterials as shown in the Current Revenue scenario of the 2040 TPP.
 - ☐ For other proposed interchange improvements, follow the Highway Interchange Request Criteria and Review Procedure, which can be found in Appendix F of the 2040 TPP.
 - ☐ Incorporate access management guidelines of MnDOT, or those of the county in which your community is located, into your comprehensive plan as well as into your subdivision and zoning ordinances.
 - ☐ Describe recommendations from recent corridor studies regarding roadway improvements, changes in land use, and/or access.
-

Transit

- ☐ The region has established Transit Market Areas to guide the types and levels of transit service that are appropriate for efficient and effective services. Transit Market Areas are defined in Appendix G of the 2040 TPP by the demographic and urban design factors that are associated with successful transit service. Identify your community in relationship to your transit market area(s). Describe and map the existing and planned transit infrastructure and services in your community, including those of Metro Transit or other regional transit service providers. Communities should include the identification of the following basic elements of the transit system in their comprehensive plan:
 - ☐ Existing transit routes and dial-a-ride services
 - ☐ Existing and potential high-frequency transit routes
 - ☐ Existing and planned transit stations and transit centers
 - ☐ Existing and planned park-and-rides and express bus corridors
 - ☐ Existing transit support facilities

For communities with transitways in the 2040 TPP Current Revenue Scenario with an identified mode and alignment and for high-frequency bus corridors:

- ☐ Describe the community's roles and responsibilities in transitway development, including activities completed or currently underway.
- ☐ Describe and map these transitways in your community, including future stations identified by the end of project development.

- ☐ Conduct station-area or corridor planning including an investment and regulatory framework that guides future implementation activities.
- ☐ Incorporate station area or corridor plans into the comprehensive plan by the end of Project Development.
 - ☐ Identify the geography of transit station areas.
 - ☐ Ensure that land guided for future residential development in station areas conforms to minimum density levels in the 2040 TPP; and address opportunities for residential density at target density levels.
 - ☐ Plan for a total level of activity in station areas that is supportive of transitway investments; and address the activity level guideline of a minimum combined total of 7,000 residents, jobs, or students.
- ☐ Address access to stations by pedestrians and bicyclists.

Bicycling and Walking

- ☐ Describe and map the existing and planned on-road and off-road bicycle facilities in your community.
- ☐ Map and describe the Regional Bicycle Transportation Network (RBTN) within your community:
 - ☐ Show all Tier 1 and Tier 2 RBTN corridors and alignments.
 - ☐ Show the relationship of the RBTN to the local bicycle network of off-road trails and on-street bikeways including all existing and planned connections.
 - ☐ Include locations of regional employment clusters and activity center nodes (as shown on the RBTN map) and other local activity centers.
 - ☐ For Tier 1 and Tier 2 corridors on the RBTN, describe and map the existing or planned bicycle facility alignments that are within the established corridors; the purpose of these corridors is as a placeholder for cities/counties to designate a planned alignment. If there is a planned alignment that would fulfill the intent of the corridor and that lies within and in line with the corridor's directional orientation that the community would propose to replace the established corridor, map that alignment and denote by indicating it as "proposed for the RBTN."
- ☐ Analyze and address the need for local bicycle and pedestrian facility improvements to provide connections over major physical barriers (i.e., freeways, railroad corridors, rivers and streams) on the regional (RBTN) and local networks.
- ☐ Discuss pedestrian system needs in a manner that responds to your community designation (as described in Thrive MSP 2040) and addresses the needs of your community.

Aviation

- ☐ Identify policies and ordinances that protect regional airspace from obstructions. Include how your community will notify the FAA of proposed structures.
- ☐ Recognize seaplane use on surface waters as designated and regulated by MnDOT; communities should recognize these areas on plan maps where appropriate and consider issues of land use compatibility.
- ☐ Map any facilities such as radio beacons or other air navigation aids sited in off-airport locations and address how they will be protected from physical encroachment and electronic interference through your local ordinance and notification processes. Your system statement will indicate whether your community hosts one of these facilities.

For Communities Impacted by an Airport:

- ☐ Map the airport location, including existing and future airport boundaries, land access locations, and runways. See more details in Appendix K: Airport Long Term Comprehensive Plans.
- ☐ Describe the existing and future functional and operational characteristics for any airport whose compatibility area includes your community.
- ☐ Assess existing and potential future noise impacts of airport operations. If your community is affected by aircraft noise, work with the airport owner/sponsor to prepare or update a noise program to reduce, prevent, or mitigate aircraft noise impacts on land uses that are incompatible with the guidelines identified in Table L-3: Land Use Compatibility Guidelines for Aircraft Noise.
- ☐ Evaluate, address, and establish policies related to land use compatibility issues, identifying efforts that include land acquisition, "preventive" land use measures, or "corrective" land use measures. (See Table L-2.)
- ☐ MnDOT- Aeronautics is in the process of updating the state airport zoning rules. These changes could affect your community's land use planning efforts in and around airports. Once the rules have been adopted by the state legislature, we will update this section so you know how these changes will affect your community. Currently, the changes are expected to be debated in 2016. If you should have further questions, contact Russ Owen at (651) 602-1724 or follow the process at <http://www.dot.state.mn.us/aero/planning/zoning.html>.

Freight

- ☐ Identify other important nodes that may generate freight movement, such as industrial parks and large shopping areas.
- ☐ Map the road network showing volumes of multi-axle trucks (also known as "heavy commercial average annual daily traffic or HCAADT") for Principal Arterial and A-Minor functional classifications.

- Identify any local roadway issues or problem areas for goods movement, such as weight-restricted roads or bridges, bridges with insufficient height or width clearances, locations with unprotected road crossings of active rail lines, or intersections with inadequate turning radii.

WASTEWATER

Areas Served by the Regional System

- ☐ A table that details the households and employment forecasts in 10-year increments through 2040, based on the Council's forecasts and any subsequent negotiated modifications. This should be broken down by areas served by the Metropolitan Disposal System, locally owned and operated wastewater treatment systems, and Community and Subsurface sewage treatment systems. The forecasts used in your wastewater plan must be consistent with the forecasts used throughout your plan, including in land use, transportation, and water supply.
 - ☐ Your wastewater plan must be designed to support these forecasts and provide any allocation breakdowns between sewer and unsewered service for population, households, and employment.
- ☐ An electronic map or maps (GIS shape files or equivalent must also be submitted) that show the following information:
 - ☐ Your existing sanitary sewer system identifying lift stations, existing connection points to the metropolitan disposal system, and future connection points.
 - ☐ Local sewer service districts by connection point.
 - ☐ Intercommunity connections and any proposed changes in government boundaries based on Orderly Annexation Agreements.
 - ☐ The location of all private and public wastewater treatment plants in your community.
- ☐ Copy of any intercommunity service agreements entered into with an adjoining community after December 31, 2008; including a map of areas covered by the agreement.
- ☐ Management program for subsurface sewage treatment systems to comply with MPCA 7080.
- ☐ Current subsurface sewage treatment system ordinance.
- ☐ A table or tables that contain the following information:
 - ☐ Capacity and design flows for existing trunk sewers and lift stations.
 - ☐ Assignment of 2040 growth forecasts by Metropolitan interceptor facility. In the absence of this information the Council will make its own assignments for the purpose of system capacity needs determination.
- ☐ Preventing and reducing excessive infiltration and inflow (I/I), including:
 - ☐ Define your community's goals, policies, and strategies for preventing and reducing excessive inflow and infiltration (I/I) in the local municipal and private sanitary sewer systems.
 - ☐ Include a summary of activities or programs intended to mitigate I/I from **both** public and private property sources.
 - ☐ Describe the requirements and standards in your community for minimizing inflow and infiltration.
 - ☐ Include a copy of the local ordinance or resolution that prohibits discharge from sump pumps, foundation drains, and/or rain leaders to the sanitary sewer system.
 - ☐ Include a copy of the local ordinance or resolution requiring the disconnection of existing foundation drains, sump pumps, and roof leaders from the sanitary sewer system.
 - ☐ Describe the sources, extent, and significance of existing inflow and infiltration in **both** the municipal and private sewer systems.
 - ☐ Include a description of the existing sources of I/I in the municipal and private sewer infrastructure.
 - ☐ Include a summary of the extent of the systems that contributes to I/I such as locations, quantities of piping or manholes, quantity of service laterals, or other measures. If an analysis has not been completed, include a schedule and scope of future system analysis.
 - ☐ Include a breakdown of residential housing stock age within the community into pre- and post- 1970 era, and what percentage of pre-1970 era private services have been evaluated for I/I susceptibility and repair.
 - ☐ Include the measured or estimated amount of clearwater flow generated from the public municipal and private sewer systems.
 - ☐ Include a cost summary for remediating the I/I sources identified in the community. If previous I/I mitigation work has occurred in the community, include a summary of flow reductions and investments completed. If costs for mitigating I/I have not been analyzed, include the anticipated wastewater service rates or other costs attributed to inflow and infiltration.
 - ☐ Describe the implementation plan for preventing and eliminating excessive inflow and infiltration from entering **both** the municipal and private sewer systems.
 - ☐ Include the strategy for implementing projects, activities, or programs planned to mitigate excessive I/I from entering the municipal and private sewer systems.
 - ☐ Include a list of priorities for I/I mitigation projects based on flow reduction, budget, schedule, or other criteria.
 - ☐ Include a schedule and the related financial mechanisms planned or needed to implement the I/I mitigation strategy.

For communities with new trunk sewer systems that require connections to the Metropolitan Disposal System, you also need to include the following:

- ☐ A table that details the proposed time schedule for the construction of the new trunk sewer system in your community.
- ☐ Describe the type and capacity of the treatment facilities, whether municipally or privately owned.

- ☐ Copies of the associated National Pollutant Discharge Elimination System (NPDES) or State Disposal System (SDS) permits.

Community and Subsurface Treatment Systems

- ☐ A table that details the households and employment forecasts in 10-year increments through 2040, based on the Council's forecasts and any subsequent negotiated modifications. This should be broken down by areas served by the Metropolitan Disposal System, locally owned and operated wastewater treatment systems, and Community and Subsurface sewage treatment systems. The forecasts used in your wastewater plan must be consistent with the forecasts used throughout your plan, including in land use, transportation, and water supply.
- ☐ Describe your community's management program for SSTS to comply with MPCA regulations (Minn. Rules Chapters 7080-7083).
- ☐ Current subsurface sewage treatment system ordinance.
- ☐ Map the locations of all existing public and private treatment systems, if any, including package treatment plants and communal sub-surface systems.
- ☐ Map the locations of all sub-surface sewage treatment systems. You should also identify the locations of known non-conforming systems or systems with known problems. This information may be available from the County. If unavailable, a list of addresses is acceptable.
- ☐ Describe the conditions under which private, community treatment systems (ex. package treatment plants, community drainfields) would be allowed. Examples of such conditions include:
 - ☐ allowable land uses and residential densities
 - ☐ installation requirements
 - ☐ management requirements
 - ☐ local government responsibilities

SURFACE WATER

The items in the Minimum Requirements section below are consistent with the requirements under the new [Minnesota Rules Chapter 8410](#), adopted in July of 2015 and [Minn. Stat. 103B.235](#).

Executive Summary, Water Resource Management Related Agreements, and Amendment Process

- ☐ Provide an executive summary that includes the highlights of the local water management plan.
- ☐ Describe the water resource management related agreements that have been entered into by your community. This includes joint powers agreements related to water management that the community may be a party to between itself and watershed management organization(s), adjoining communities, or private parties.
- ☐ Include a section on amendment procedures that defines the process by which amendments may be made. The amendment procedure must be consistent with the amendment procedures in the watershed organization(s) plans that affect your community.

Physical Environment and Land Use

- ☐ Describe the existing physical environment and existing land use. You may be able to incorporate data by reference if allowed by the appropriate watershed organization(s) plan. You should be aware that not all watershed plans contain the level of detail needed and in those cases, you will be required to provide this information directly in your local water management plan.
- ☐ Describe the proposed physical environment and future land use.
- ☐ Include a map and/or description of drainage areas that includes path and flow directions of the stormwater runoff in your community.
- ☐ Describe the volumes and rates of flow for those defined drainage areas.

Existing and Potential Water Resource-Related Problems

- ☐ Include an assessment of the existing water resource related problems in your community.
- ☐ Include an assessment of the potential water resource related problems in your community.
- ☐ Include a list or map of impaired waters within your community as shown on the most current 303d impaired waters list.

Local Implementation Plan/Program

- ☐ Include prioritized nonstructural, programmatic, and structural solutions to identified problems.
- ☐ Describe the areas and elevations for stormwater storage adequate to meet performance standards or official controls in watershed organization(s) plan.
- ☐ Define the water quality protection methods that would be adequate to meet performance standards or official controls.
- ☐ Clearly define the roles and responsibilities of the community from that of the WMO(s) for carrying out implementation components.
- ☐ Describe the official controls and any changes needed to official controls.
- ☐ Include a table briefly describing each component of the implementation program that clearly details the schedule, estimated cost, and funding sources for each component, including annual budget totals.
- ☐ Include a table describing the capital improvement program that sets forth by year, details of each contemplated capital improvement that includes the schedule, estimated cost, and funding source.

WATER SUPPLY

Local Water Supply Plan for Municipal Public Water Suppliers

- ☐ If the community has a municipal community public water supply system, complete all information in the [DNR & Metropolitan Council water supply plan template](#). Information must be submitted in the template provided and submitted through the [MnDNR Permit and Reporting System \(MPARS\)](#).
 - ☐ Include extended water demand projections for 2020, 2030, 2040 and ultimate build-out that are consistent with population forecasts in the community's system statement.
-

Water Conservation & Reuse

- ☐ If the community has a municipal community public water supply system, complete all information in the [DNR & Metropolitan Council water supply plan template](#). Information must be submitted in the template provided and submitted through the [MnDNR Permit and Reporting System \(MPARS\)](#).
-

Assessing & Protecting Source Water

- ☐ If the community has a municipal community public water supply system, complete all information in the [DNR & Metropolitan Council water supply plan template](#). Information must be submitted in the template provided and submitted through the [MnDNR Permit and Reporting System \(MPARS\)](#).
-

Sub-Regional Collaboration

- ☐ If the community has a municipal community public water supply system, complete all information in the [DNR & Metropolitan Council water supply plan template](#). Information must be submitted in the template provided and submitted through the [MnDNR Permit and Reporting System \(MPARS\)](#).

PARKS AND TRAILS

Regional Parks and Trails

- ☐ Describe, map, and label the Regional Parks System facilities that are located in your community.
 - ☐ Describe, map, and label the federal and state recreational lands within your community, as shown on your System Statement.
 - ☐ Depict existing regional parkland with a land use of “Park” (or your community’s equivalent) on your Existing Land Use map.
 - ☐ Acknowledge the Council-approved master plan boundaries of regional parks, park reserves, and special recreation features by guiding the properties with a land use of “Park” (or your community’s equivalent) on your Future Land Use map.
-

Local Parks and Trails

- ☐ Describe and map your existing and proposed local parks, trails, and recreation facilities.
- ☐ Include a capital improvement program for parks and open space facilities as part of your implementation program.

HOUSING

Existing Housing Needs

- ☐ Complete an existing housing assessment, including:
 - ☐ A table of existing local conditions, including the following information:
 - ☐ 1. Total number of housing units.
 - ☐ 2. Number of housing units affordable to households with incomes at or below 30% Area Median Income (AMI), between 31 and 50% AMI, and between 51 and 80% AMI.
 - ☐ 3. Number of housing units that are owner occupied.
 - ☐ 4. Number of housing units that are rental.
 - ☐ 5. Number of single family homes.
 - ☐ 6. Number of multi-family homes.
 - ☐ 7. Number of publicly subsidized housing units by the following types: senior housing, housing for people with disabilities, and all other publicly subsidized units. Include expiration dates of affordability requirements when applicable.
 - ☐ 8. Number of existing households that are experiencing housing cost burden with incomes at or below 30% Area Median Income (AMI), between 31 -50% AMI, and 51 -80% AMI.
 - ☐ A map of owner-occupied housing units identifying their assessed values. At a minimum, differentiate the values above and below \$238,500.
 - ☐ A narrative analysis of existing housing needs. At a minimum address the components of the existing housing assessment within the local context of your community. Plans consistent with Council policy will clearly identify existing housing needs and priorities for the community.
-

Projected Housing Need

- ☐ Discuss how the land use plan addresses the future housing need for your forecasted growth.

For Those Communities With An Affordable Housing Need Allocation:

- ☐ Acknowledge your community's allocation of the region's need for affordable housing at three levels of affordability: <30% AMI, 31-50% AMI, and 51-80% AMI.
 - ☐ Guide residential land at densities sufficient to create opportunities for affordable housing using one of the following options:
 - ☐ Option 1: Guide sufficient land at minimum residential densities of 8 units/acre to support your community's total allocation of affordable housing need for 2021 – 2030. This option may be best for communities that find it difficult to support densities of 12 units/acre (per Option 2), or prefer simplicity over flexibility in their density minimums.
 - ☐ Option 2: Guide sufficient land at minimum residential densities of:
 - ☐ 12 units/acre to address your community's allocation of affordable housing need at <50% AMI. This combines your community's allocation at <30% AMI and 31-50% AMI.
 - ☐ 6 units/acre to address your community's allocation of affordable housing need at 51-80% AMI.
 - ☐ Option 2 may be best for communities that feel they can achieve affordable housing needs at 51-80% AMI with less than 8 units/acre. It also allows the affordable housing need to be addressed with less actual land, as is the case if communities choose to use even higher densities than are required. Furthermore, communities using Option 2 may guide land to meet their allocation of affordable housing need at 51-80% AMI using a minimum density range of 3-6 units/acre if they have demonstrated in the last 10 years the application of programs, ordinances, and/or local fiscal devices that led to the development of housing affordable at 51-80% AMI in their community. Examples include: density bonuses for affordable housing unit inclusion, local funding programs such as TIF, etc.
-

Implementation Plan

- ☐ A description of public programs, fiscal devices, and other specific actions that could be used to meet the existing and projected housing needs identified in the housing element. Include in what circumstances and in what sequence they would be used.
- ☐ Plans consistent with Council policy will clearly and directly link identified needs to available tools. Needs are identified within the three levels of affordability, and tools should therefore be addressed within the levels of affordability as well.
- ☐ Plans consistent with Council policy will consider all widely accepted tools to address their housing needs. A list of widely accepted tools is provided, however, this list is not exhaustive. Communities are strongly encouraged to include any additional tools at their disposal when identifying how they will address their housing needs.

RESILIENCE

Energy Infrastructure and Resources

- ☐ Solar Resource Protection: Include your community's Minnesota Solar Suitability Analysis Map.
- ☐ Solar Resource Protection: Include calculations of your community's gross solar and rooftop solar resource.
- ☐ Solar Resource Development: Include a policy or policies relating to the development of access to direct sunlight for solar energy systems.
- ☐ Solar Resource Development: Include strategies needed to implement the policy or policies.

ECONOMIC COMPETITIVENESS

Redevelopment

- Minnesota Statutes § 473.859 Subd. 1 states that local comprehensive plans “shall contain objectives, policies, standards, and programs to guide... redevelopment and preservation for all lands and waters within the jurisdiction of the local governmental unit”.

IMPLEMENTATION

Implementation

- ☐ Describe all public programs, fiscal devices, and other actions that your community will use to implement your plan.
- ☐ Define a timeline as to when actions will be taken to implement each required element of your comprehensive plan.
- ☐ Include a Capital Improvement Program (CIP) for transportation, sewers, parks, water supply, and open space facilities. Specify the timing and sequence of major local public investments.
- ☐ The CIP must align with development staging identified in other parts of your plan and include budgets and expenditure schedules.
- ☐ Describe all relevant official controls addressing at least zoning, subdivision, water supply, and private sewer systems.
- ☐ Include a schedule for the preparation, adoption, and administration of needed changes to official controls.
- ☐ Include your local zoning map and zoning category descriptions. Identify what changes are needed to ensure zoning is not in conflict with your new land use plan and consistent with regional system plans and policies.
- ☐ Review and update official controls within 9 months of adopting your 2040 plan. Official controls must not be in conflict with your updated plan. You must provide copies of all revised official controls to us.
- ☐ The Housing Plan Element has implementation requirements as well. Refer to that section to ensure that implementation requirements for the Housing Action Plan are met.