



2030 COMPREHENSIVE PLAN IMPLEMENTATION PLAN



City of Lake Elmo, Minnesota

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SECTION 1. IMPLEMENTATION

1. Introduction

Once the Comprehensive Plan has been adopted by the City of Lake Elmo, the City can begin to implement the goals and strategies to make this vision a reality. This chapter will set forth the actions that the City will take to ensure that the plans, programs and policies set forth in the Plan will be carried out in the decisions that the City makes on a daily basis. This chapter provides guidance for policymakers and staff to determine priority for a wide range of strategies recommended to carry out the plan. This chapter is not intended to include all planning and policy efforts that the City will undertake to fulfill the goals of the Comprehensive Plan. It is intended to identify major initiatives needing time and resources devoted to them.

2. Implementation Strategies

The following section lists the implementation strategies for each chapter of the Plan.

Chapter III. Land Use Plan

1. Review and update the Zoning and Subdivision Ordinances to ensure that they are consistent with the Comprehensive Plan.
2. Update the Zoning Map to be consistent with the Future Land Use Map.
3. Maintain the current holding zones that have been adopted within the planned sewer service areas within the City. Consider rezoning of land for development when sewer service is available.
4. Prepare an amendment to the Land Use Plan that is consistent with the selected development scenario for the Old Village Master Plan.
5. Incorporate mitigation strategies from the Lake Elmo Village Area Final Alternative Urban Areawide Review (AUAR) as part of the development review process.
6. Conduct a feasibility study related to the Old Village sewer trunk line project.
7. Incorporate elements from the Urban Design Framework (page III-11 of the Land Use Chapter) into development proposals within the Old Village area.
8. Develop a historic preservation plan to promote the preservation of historic resources throughout the City.
9. Prepare zoning amendments to develop new zoning districts and associated regulations specific to the Sewered Residential Development areas within the City. Within the Village planning area, consider the following zoning amendments:
 - a. Creation of a traditional urban development overlay district.
 - b. Adoption of form-based zoning that will address the architectural character of buildings and their relationship to the public realm.
 - c. Development of a transfer of development rights (TDR) program to promote preservation of the planned green belt around the Village planning area.
10. Participate as part of a joint planning board to develop zoning regulations for the areas surrounding the Lake Elmo Airport.

11. Plan and install public infrastructure in accordance with the staging plan adopted as part of the Land Use Chapter.
 - a. Limit or accelerate (if it is in the City's interests) the rezoning and platting of land to accommodate the staging plan).
12. Develop a process for the review of population targets when the regional trends do not support building and development activity.
13. Prepare a master plan for the sewer development areas south of 10th Street.

Chapter IV. Housing Element

1. Maintain and improve the condition of the Cimarron Manufactured Home park; facilitative future access to the regional sewer and water systems when these services are available to the park.
2. Enforce the existing housing maintenance requirements for residential properties within the City.
3. Provide for a mix of housing types and densities within the sewer development areas. Promote mix-used housing opportunities where appropriate in the Village planning area.
4. Incorporate connections to transportation facilities and jobs as part of new development proposals.
5. Review the Zoning and Subdivision Ordinances to ensure that there are not any impediments to affordable housing.
6. Ensure that all new housing, including higher density developments, adheres to the highest possible standards of design and construction.

Chapter V. Water Resources

The City will complete the following specific implementation actions to implement the LSWMP and address issues identified in Section F:

1. The City concurs with and adopts the Watershed Districts Water Management Plans, standards, and rules. 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 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. The Districts will play the primary role in reviewing the storm water plans for development applications within the City, and implement their rules through the review and permit process. The City will provide comments on development applications to the Watershed Districts during the review process.

3. The City will work with the Brown's Creek Watershed District to develop a definitive process for review of development proposals, including a timeline for City comment on BCWD permits.
4. 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. The City is in the process of updating the Storm water and Erosion and Sediment Control Ordinance. Currently, the City Code does include provisions that outline the requirements for storm water management and erosion and sediment control; however, the update process will revise language, provide clear, consistent procedures, and consolidate the information in one location.
5. The City will cooperate with the Watershed Districts to address concerns related to impaired waters and as the Districts complete TMDL studies, and will manage land use to avoid impacts to water resources within the City.
6. The City will work to implement the mitigation plan adopted in the Lake Elmo Old Village Area AUAR as the area develops, to protect resources in the Down's Lake Watershed and downstream.
7. Complete the MPCA requirements for ORVW by the end of 2009.
8. The City will work directly with the VBWD to continue to monitor the situation in the Friedrich's Pond area. If potential flooding risks are identified, the City will take the lead with the VBWD assisting in analyzing the problem and determine the appropriate solution. Any permit applications for this area will be reviewed per the City of Lake Elmo Flood Plain Ordinance.
9. The City would consider all options provided in the VBWD Plan for addressing flooding issues near Legion Pond. The preferred corrective action will depend on the timing, urgency, public comment, agency comment, and available funding. The City will work directly with the VBWD to continue to monitor the situation. If potential flooding risks are identified, the City will take the lead with the VBWD assisting in analyzing the problem and determine the appropriate solution. Any permit applications for this area will be reviewed per the City of Lake Elmo Flood Plain Ordinance.
10. The City will work with the SWWD to identify additional flood storage in the Wilmes Lake subwatershed, and provide additional storage as development or redevelopment occurs within the subwatershed.
11. The City will complete an illicit discharge ordinance and spill containment plan. The City has developed a storm sewer map to identify the drainage path of a spill contaminant. The City is working on gathering and surveying additional information to develop a regulatory control program. Per the SWPPP, the City will also create an illicit discharge ordinance. The City will continue to evaluate the effectiveness of the illicit discharge detection and elimination program.
12. Implement the City's MS4 Permit and SWPPP requirements.
 - a. The City's inspection and maintenance program and pollution prevention/good housekeeping is completed under the MS4 Permit and documented per the SWPPP.
13. *Funding Mechanisms.* The City uses 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.

14. Capital Improvement Plan (CIP). The City's CIP will include incorporate specific implementation strategies for surface water management as part of the budgeting process.
15. City Ordinances. The City has adopted ordinances that provide standards and regulations to manage water resources. These include the following:
 - a. Chapter 53 Storm water Management Utility
 - b. Chapter 91 Forests and Trees
 - c. Chapter 152 Flood Plain Management
 - d. Chapter 153 Subdivision Regulations
 - e. Chapter 154 Zoning Code
16. After the SWMP and 2030 Comprehensive Plan are adopted, the City will revise or update its ordinances as described in the Goals and Policies section of this plan, to ensure that they meet state requirements and are consistent with the goals of this Plan. Ordinance updates will be completed within 180 days of the adoption of the Comprehensive Plan and LSWMP.
17. 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. WCD approval of any wetland impact must be provided if located in BCWD or SWWD. 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:

Chapter VI. Wastewater Facilities

1. Conduct a feasibility study to determine potential funding sources and implementation strategies related to the trunk sewer line extension along Lake Elmo Avenue and providing sewer service to the Village planning area.
2. Provide new sewer extensions consistent with the sewer staging plan and within the time frames established as part of this plan.
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.

Chapter VII. Water Supply

The Water Supply Plan makes nine specific recommendations for the City to implement over the next few years that will help the City to begin Plan implementation and to respond to immediate issues and concerns. In particular these recommendations are

consistent with the proposed 2030 master water system plan while maintaining the flexibility to respond to the aquifer and geographic complexities in Lake Elmo. The following recommendations are summarized below:

1. Correcting existing deficiencies by constructing two capital improvement projects has been identified as critical in order to provide a safe and reliable water supply to the existing customer base. The two improvement projects are Well and Pumphouse No. 4 and the Keats Avenue Trunk Watermain Extension. Both projects should be constructed as soon as funding can be appropriated. At a minimum, the City should immediately begin the process of siting the well location and pursue any land acquisition that may be needed.
2. Seek funding assistance for the Southwest Area Watermain Extension Project. As a matter of Public Health, this watermain extension project is needed to provide a safe public drinking water to residents in the Torre Pines, Cardinal Ridge, Cardinal View, and Whistling Valley subdivisions. This project is in response to the discovery of PFOA and PFOS groundwater contamination that exceeds established Health Risk Levels (HLV). It is recommended that a city task force be formed with the objective of seeking financial assistance for this project.
3. Continue the use of Well No. 1 and Elevated Tank No. 1, but Plan for their replacement. It is recommended that Well No. 1 and Elevated Tank No. 1 be utilized as long as they remain productive and reliable facilities for the Old Village water system, however the City must remain ready to replace these aged and under sized facilities once significant work or reconditioning is necessary.
4. Request the necessary review to update the ISO rating to improve property insurance in the City by taking advantage of recent and proposed capital expenditures in the near future.
5. Defer the final decision on Well No. 3 until the MDH requires the City to abandon the well, or until the water system supply decisions for the Eagle Point water system area are more certain.
6. Negotiate a multi-year interim water supply contract with the City of Oakdale. This arrangement could provide an economical interim solution for serving both the South High pressure zone located in the southwest quadrant of the City and possibly the South Low pressure zone located in the southeast quadrant.
7. Investigate the potential of constructing Well No. 5 in the southeast quadrant of the City to more efficiently and economically provide water supply for development in that area.
8. It is recommended that the 2009-2030 Capital Improvement Plan and the 2030 Comprehensive Water System Plan outlined in Table No. 1 and Figure 1 of the Water Resources Chapter be used as the framework and guide for expanding the water system in response to future needs and demands. Incrementally review this plan to re-evaluate its application after significant development activities.
9. Improve Water Conservation. Better progress must be achieved in meeting DNR conservation benchmarks through increased enforcement of current conservation measures and/or through the implementation of additional conservation measures. The City will complete a Water Supply Plan for the Department of Natural Resources (DNR) and adopt a water conservation rate structure meeting DNR approval. As part

of these efforts, City staff must diligently pursue and acquire additional water appropriations. Current water use exceeds the permitted water appropriations and the City cannot construct a new well until the appropriation permit has been updated.

Chapter VIII. Transportation

The following program will be implemented in order to ensure that the City's Transportation goals and policies are met.

1. The City will continue to advocate for a transportation network that coincides with the overall goals of the City, which places an emphasis on safety, multimodal design, and preservation of the community's rural character.
2. The City will continue to work 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 policies of this plan.
3. The City will work with developers for improvements to the transportation network that will serve its goals and strategies. A specific example is the creation of a Minor Collector road between 10th Street (CSAH 10) and Hudson Boulevard (I-94 frontage road). This new roadway would reduce traffic volumes on 10th Street (CSAH 10) and Hudson Boulevard (I-94 frontage road), eliminating the need for four-lane facilities.
4. 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.
5. The City will continue to improve the transportation network to reflect all modes of travel.
6. The City is supportive of the four major focus areas in pursuit of safety improvements: Education, Enforcement, Engineering, and Emergency Medical Services. Combination of these focus areas result in better solutions to targeted or general safety issues. Of particular concern are the areas around schools and keeping students safe. Applying these major focus areas towards the school areas is encouraged and expected.
7. The City will continue to pursue a TH 36 access and connectivity plan to provide a safe and adequate service to residents of Lake Elmo while minimizing traffic by-passing through the city. The City will work with the County and the State on the ultimate plan for TH 36, including its connections to the City.
8. The City supports improvements that will eliminate the need for a four-lane facility on Stillwater Boulevard (TH 5). Examples of improvements could include one or more of the following: upgrade TH 36 to "freeway" status, upgrade of Manning Avenue (CSAH 15) to a four-lane facility, reconfiguration of the Stillwater Boulevard (TH 5)/Manning Avenue (CSAH 15) intersection with the 40th Street (CSAH 14)/Manning Avenue (CSAH 15) intersection to create a single four-legged intersection, access management, alternative intersection control, expanded transit opportunities, and expanded trail system. These options could allow for more

9. 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.
10. The City supports increased transit opportunities along all of its identified transit corridors; TH 36, Stillwater Boulevard (TH 5), and I-94. Planning for future transit integration is particularly important for the Village Area near Stillwater Boulevard (TH 5), to reduce traffic volumes and potential congestion.
11. The City will update and refine their Capital Improvement Plan to be consistent with the goals and strategies described in this plan.
12. Capital Improvement Plan. The Capital Improvements Plan (CIP) is the financial planning mechanism used by communities to plan for long-term major expenditures. Lake Elmo adopts a 5-year CIP annually. Each year is it reviewed and revised as priorities change. The upcoming year of the CIP is used to aid in the annual budgeting process. Each year the City adopts an annual budget. Expenditures are made in accordance with this budget for the following year. The transportation improvements will be included as part of the City's ongoing capital planning efforts.

Chapter IX. Park Plan

Park Planning

1. The Parks Commission shall make recommendations to the City Council on plans and policies governing the location, design, maintenance, and public use of parks.
2. In order to seek opinions and diverse recreational interests, the City Council shall appoint residents to the Lake Elmo Parks Commission who have various backgrounds.
3. Park planning will include public participation, and a forum will be provided for open discussion of issues to ensure early and continuing public participation in park planning.
4. The park system principles outlined in the Comprehensive Plan should be used to guide decision-making
 - a. The park system shall showcase, preserve, and respect the City's natural resources, and the location of our natural resources shall guide the placement and uses of our parks.
 - b. Parks shall be located so that all current and prospective neighborhoods have a local park where practical and appropriate.
 - c. City parks shall be connected to each other and to prominent destinations within and outside of the city through a system of trails as identified in the 2006 Comprehensive Trail Guide Plan.
 - d. A significant park shall be located within the village planning area and serve as a community gathering place and landmark.
 - e. The park system shall serve a diversity of interests and accommodate a wide range of abilities for citizens of all ages. The parks system shall support and foster a diverse range of activities, including sports, arts, music, festivals,

- f. The park system shall be easily accessible to the general public.
 - g. Dedicated park land shall not be used for non-recreational or non-conserving purposes.
5. Lake Elmo's demographic makeup and associated changes in recreational facility needs should be periodically evaluated.
6. Information about Lake Elmo's natural landscape should continue to be used to guide the location and design of future parks.

Park Acquisition and Development

1. The parks classification system and park standards should be used as a guide when developing new parks or planning improvements to existing parks. The park standards should be periodically updated so that parks are developed in a consistent manner throughout the community while maintaining flexibility to highlight the unique attributes of each park.
2. Additional park land should be obtained through purchase, parkland dedication, donation, land exchange, or easement.
3. The city should explore grants or partnerships for natural resource stewardship and park development. Potential resources include the Department of Natural Resources Metro Conservation Corridors program, Federal Land and Water Conservation Funds through the DNR, DNR Fishing Pier Grants, DNR Natural and Scenic Area Grants, Washington County's conservation bond funds, Minnesota Land Trust, and the Washington Conservation District.
4. The City should periodically evaluate park dedication requirements for subdivisions.

Park Maintenance

1. The city should maintain clean, orderly, safe, and attractive parklands and recreational facilities within city budgetary limits.
2. The city should develop comprehensive maintenance and management plans for active and passive parkland.
3. To ensure a quality recreational experience for park users, the city should have a Parks and Recreation Department to manage its facilities.

Recreational Programming

1. The City should communicate with organizations, agencies, and other entities that provide recreational programming for Lake Elmo residents to explore possibilities for collaboration and coordination.

Chapter X. Trail System Plan

1. Establish priority trail segments to implement the trail system outlined in the plan. These priorities are grouped as follows:

- a. Existing on-street routes:
 - i. Evaluate the need for additional signage, pavement marking, and physical improvements needed to improve the safety and effectiveness of each route.
 - ii. Include identified improvements in street maintenance and the City Capital Improvement Plans.
- b. Proposed on-street routes:
 - i. Evaluate shoulder condition, the physical condition, needed signs, and other deficiencies.
 - ii. Develop a list of improvements that are needed (including safety improvements) to include a part of a trail system.
 - iii. Develop a priority list for needed improvements.
 - iv. Include identified improvements as part of the Capital Improvement Plan.
 - v. Provide upgrades with City maintenance staff whenever possible.
- c. Existing off-street trails:
 - i. Evaluate the condition of public trail segments, reviewing safety features and needed improvements.
 - ii. Include identified improvements as part of the Capital Improvement Plan.
 - iii. Provide upgrades with City maintenance staff whenever possible.
- d. Private off-street trails:
 - i. Evaluate private trail segments for potential inclusion into the public system.
 - ii. Negotiate with private landowners and homeowner associations to incorporate private trail segments into the public system.
- e. Proposed off-street trails:
 - i. Incorporate planned trails as part of future development project approvals.
 - ii. Consider opportunities to retrofit new trails through existing developments when it is feasible to make connections to the public system.
2. Develop a policy regarding which trails will be open during the winter months and the City's maintenance standards for trails during these times.
3. Perform surface maintenance on existing trails as needed.
4. Conduct conceptual study for selected trail segments, identifying preferred alignments and assessing feasibility for acquisition, construction, and other associated costs.
5. Pursue funding options for trail improvements:
 - a. Federal aid funding
 - b. State DNR grants
 - c. Legislative Commission on Minnesota Resources
 - d. Private donations
 - e. County funding
 - f. City funding
6. Establish trail maintenance as part of the city budget.

7. Allocate funds for trails as part of the capital improvement planning process.

Chapter XI. Resource Protection

Historic Preservation Resources

1. Continue to work with the Oakdale Lake Elmo Historical Society and Washington County Historical Society to further protect and preserve aspects of Lake Elmo's historic record.
2. Develop a master list of historic properties within the City.
3. Preserve historic rural buildings as part of open space developments in Rural Agricultural Density areas and other development project where appropriate.

Solar Access

1. Continue to monitor zoning district height, setback, and other requirements to ensure that adequate access to solar energy is maintained.
2. Encourage LEED development standards for land development and construction activity in newly developing areas.
3. Utilize conservation development standards to promote energy efficiency and access to solar energy in new residential developments.

Aggregate Resources

1. Continue to monitor existing land and gravel extraction sites that have been permitted as a conditional use by the City.
2. Consider aggregate resources as part of ongoing land use planning and development activities.