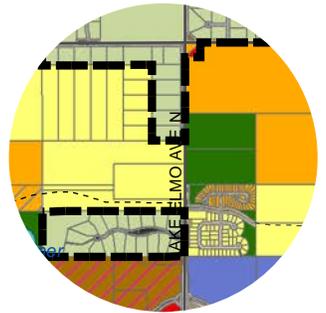


DRAFT Chapter 10: Implementation

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 the Implementation Chapter development. Over 150 residents and stakeholders attended the event on April 11, 2018 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 City.

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- *Balanced Development & Growth:* Respondents were split as to whether the City should take a more proactive approach to economic development in Lake Elmo. 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 City. Additionally, respondents stated that 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 Lake Elmo. 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 believe the future needs in the City will 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 Lake Elmo.
- *Parks, Trails & Open Space (PTOS):* Respondents generally agreed on their top priorities for the PTOS system; they prioritized the desire to create more local trail connections into Lake Elmo Park Reserve (north and west), to improve and restore the quality of natural resources (lakes, wetland, woodlands, etc.) in the City, 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/connections into the Lake Elmo Park Reserve, particularly from the north and west sides of the park.

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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 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 Chapter 3: Land Use and Chapter 5: Housing. In those cases, the implementation strategy is listed with the Comprehensive 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 an 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.
 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/or Staging Plan identified within Chapter 3: Land Use, 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.

Chapter 5: Housing

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

Chapter 6: Parks, Trails & 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 continue discussions with Washington County Parks to identify opportunities for improved trail connections into the Lake Elmo Regional Park Reserve, particularly from the north and west side.
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. The Trail System Plan should also include maps that identify existing trails, ownership (private or public), as well as planned trail routes and connections throughout existing and new developments.
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.

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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.

Chapter 7: Transportation

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 or through future planning efforts.
5. The City will continue to work with MnDOT and Washington County on the TH 36 South Frontage Road Study to plan to provide safe and adequate access and connectivity to TH 36 for Lake Elmo residents, 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

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.
 - 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.
 - 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.
3. 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 is 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.

4. 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 direct applicants to submit completed permit applications of any development proposals at time of City application, and will work cooperatively with the Watershed Districts through the review and approval process.
5. The City will continue to work with each Watershed District on refinement of coordination of permit and development application review processes and timelines.
6. 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.
7. 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.
8. The City will continue to implement the City's MS4 Permit and SWPPP requirements.
- 10 9. 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.
10. Capital Improvement Plan (CIP). The City's CIP will incorporate specific implementation strategies for surface water management as part of the budgeting process.
11. The City's inspection and maintenance program and pollution prevention/good housekeeping is completed under the MS4 Permit and documented per the SWPPP.
12. The City will continue to implement the strategies and recommendations as needed from the Old Village Area Regional Stormwater Management Study that was completed by SEH, in May 2015, to continue to address and mitigate the Old Village Area flooding problems and to protect resources in the Down's Lake Watershed and downstream.

13. City Ordinances. The City's adopted ordinances that provide standards and regulations to manage water resources include the following:

- Chapter 53 Storm water Management Utility
- Chapter 91 Forests and Trees
- Chapter 150 Illicit Discharge and Connection
- Chapter 152 Flood Plain Management
- Chapter 153 Subdivision Regulations
- Chapter 154 Zoning Code

Chapter 9: Wastewater Services

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.

1. The City will review and update its Comprehensive Sanitary Sewer System Plan based on the Land Use and Zoning adopted in this Plan to ensure system capacity is available for each service area, including an updated Sanitary Sewer Capital Improvement Plan. 11
2. The City will work with the Metropolitan Council Environmental Services (MCES) to further understand the downstream capacity limitations and planned improvements required for the City's Oakdale interceptor connection and/or WONE interceptor connection; and will coordinate planned improvements with MCES.
3. The City will provide new sanitary sewer extensions consistent with the sanitary sewer staging plan and within the general time frames established as part of this Plan, when possible, and as market conditions warrant.
4. The City will continue to operate and maintain the City-owned 201 Community wastewater systems and will develop a system replacement plan.
5. The City will continue to support the MPCA and County's oversight, monitoring, permitting and enforcement of their respective ISTS rules and regulations within the City.

Chapter 10: Water Supply

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

1. The City will 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 Water Supply Well #1 and to implement a new water supply well to meet the existing and growing water customer base.
2. The City will work to implement a new water storage facility to serve the growing water system demands in the low pressure zone (Village Area south of the UPRR and southeastern parts of the City) and to replace the aging Water Tower No.1.
3. The City will review and update its Comprehensive Water System plan based on the Land Use adopted by this Plan to ensure system capacity is available for each service area, including an updated Water System Capital Improvement Plan.
4. The City will continue to work with the MDH to monitor the groundwater contamination plumes and contamination impacts to Lake Elmo properties and will develop a mitigation plan for extending the City's water supply to replace private wells whenever feasible.
5. The City will work to identify appropriate funding resources, including the recent 3M Settlement Fund and Closed Landfill Fund, to implement City water supply extensions to replace private wells, and to address short and long-term public water supply system improvements.
6. Continue to monitor the potential future use of Well No. 3 and Well No. 1 by providing water treatment, but plan for the abandonment of these wells when they are deemed no longer needed. Abandonment is important to protect against groundwater contamination at the well locations.
7. Negotiate a long-term Agreement with the City of Oakdale for a water system interconnect between the two Cities for standby emergency water supply use.
8. 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). Continue to incrementally review the Water Supply Plan to ensure it is consistent with continuing development activities and demands.
9. Implement water conservation measures as identified in the City's Water Supply Plan.