Village Planning Area – Comprehensive Plan Amendment

Introduction

The approximately 1,300 acres that comprise the Village Planning Area as defined on the Village Land Use Map, **Map 3-5**, have been the subject of numerous studies and planning efforts extending back for several decades. The Village Area serves as the heart of the community and provides a direct connection to the City's past with its historic buildings and small-town character. As part of Lake Elmo's most recent Comprehensive Plan update in 2005, the City decided to accommodate a portion of future sewered development within the Village Planning Area with the direct intent of building upon the existing character of the Village while preserving those aspects that make it unique.

This section of the Lake Elmo Land Use Plan includes an updated land use plan for the Village Planning Area and has been prepared with the specific intent of building off of previous planning efforts for this area, including the City's 2005 Comprehensive Plan update and the Village Master Plan completed in 2007. This revised plan generally recognizes the adopted goals and objectives from these previous planning efforts while updating some of the specific land use elements to conform to the broader Land Use plans for the City.

The decision to extend public sanitary sewer services into the Village Planning Area and to plan for new development within this planning area has been based on a number of factors, including the following:

- The desire to maintain the Village Planning Area as the core of the city by accommodating a portion of new development set to occur outside of the rural development areas.
- The ability to locate new and expanded public services and facilities in a central location.
- The need to extend public services, and specifically public sanitary sewer, to existing users within the Village Area that are presently using older and non-compliant septic treatment systems.
- The potential to take advantage of redevelopment and renovation activities within the existing core of the Village and to encourage new development that builds off of the existing character of the Village.
- The need to address existing traffic congestion and safety problems along the main roadway corridors that transect the Village Planning Area.
- The opportunity to preserve open space around the Village Planning Area to clearly delineate the edge of the Village and preserve the sense of place that presently exists.
- The desire to accommodate some of the expected future urban growth outside of the I-94 Corridor closer to the historic center of the community.

History of the Village

Lake Elmo has a long history as one of the oldest settled areas in Minnesota, beginning with its platting by the railroad company in 1878 in the approximate location of the present Village. The namesake lake, formerly Bass Lake, served as a focal point for much of the early development, which included a large hotel that was erected on the north side of the lake in the 1880's and a 330-acre residential development called Elmo Residential Park that was platted to the north and east of the lake (which was never fully developed as planned).

After incorporation as a Village in 1925, the city continued to develop as a rural center providing goods and services to the surrounding agricultural lands in Washington County. Lake Elmo later flourished as a center for farmers throughout the middle part of the 20th Century. It also became a popular destination for summer villas and cottages, attracting residents from the larger Minneapolis and St. Paul region as a picnic and excursion area.

As a result of this varied history, one can find examples of wide variety of architectural eras within the Village Planning Area, including buildings that were built from the early 20th Century through the post World War II time period. New subdivisions began appearing in the post war era, and these housing developments began to shift the focus of community life from farming to housing for commuters. This general transformation continued as the cabins and summer homes north of Lake Elmo were converted into permanent homes.

While the City has undergone significant changes over the course of its history, many of the buildings located in the Village Planning Area still retain their early 20th Century settlement character. An excellent example of this character is the historic farmstead built by William S. Moscrip, who in 1921 was selected as Minnesota's best farmer. The farmstead is currently located on land owned by the Peter Schiltgen family. Moscrip's North Star Farm, known for its Holstein cows, still stands essentially as it did nearly 100 years ago and continues to serve as an exemplary gateway into the Village Planning Area.

Physical Context

Located 15 miles east of downtown Saint Paul, Lake Elmo has been successful at retaining its rural character even with its close proximity to the Twin Cities metropolitan area. Like traditional mid-western towns, the edges of the Old Village are clearly defined; one can literally walk into a cornfield from the outfield of the local ball diamond, which represents a unique environment within the suburban metropolitan area. The Village Planning Area includes a small historic Main Street that contains several lovely buildings arranged at an intimate scale that is bisected by an active rail line.

State Highway 5, also known as Stillwater Boulevard, runs east-west through the community and leads to Stillwater to the east and Minneapolis/St. Paul to the west. The highway was designed as a rural section, with ditches, culverts and large setbacks to buildings. Approximately 12,000 cars traverse the road a day, with most of this traffic occurring during the morning and evening rush hours. The City has expressed interest in having the roadway turned over from the State to the County in the past. There are no signalized or controlled intersections on Highway 5 in the Old Village, which makes this route attractive to commuters interested in bypassing busier roadways. With its significant traffic levels, Highway 5 divides the Village Planning Area and crossing this road is dangerous for both vehicles and pedestrians.

County Road 17, Lake Elmo Avenue, runs north and south through the heart of the Village (it is the historic Main Street), and provides a direct connection between Highway 36 to the north and the 1-94 frontage road to the south. The road jogs about a block to the east via a quarter-mile section of Highway 5, which is both confusing and dangerous for motorists. The location of Lake Elmo Elementary School at this intersection further exacerbates concerns regarding safety in this area.

County Road 15, Manning Trail, runs north to south on the east side of the Old Village, connecting Stillwater Boulevard to I-94. This is a preferred route for many commuters and will eventually be upgraded to a four-lane section by Washington County.

Two significant lakes and associated parks contribute to the quality of life in the Village. These lakes and parks include Lake Elmo and the Lake Elmo Regional Park Reserve located on the southwest side of the

community, the 30-acre Reid Park on the south side of the Village, the smaller Lions and VFW parks in the middle of the City, and Sunfish Lake and Sunfish Lake Park are to the west, all of which represent beautiful amenities for community residents and visitors.

The Lake Elmo Regional Airport is located immediately across Manning Trail in Baytown Township. Primarily a recreational facility, the airport safety zones associated with the airport extend into the Village Planning Area and will need to be considered as development occurs along the eastern boundary of the Village area. The City will work the Metropolitan Airports Commission to develop appropriate multi-jurisdictional zoning to help plan for future residential development in this area.

A number of new developments lie on the outskirts of the Old Village. In most of these developments the City's OP – Open Space Preservation zoning designation has guided site design so that major portions of the these subdivisions are retained as open space. Existing and proposed trails are planned to connect to several of these neighborhoods.

Finally, it should be noted that some other challenges exist related to the physical context of the Village. These challenges include the following:

- There is a significant natural gas-line easement running from north to south on the eastern portion of the Village.
- The area east of downtown Lake Elmo in the Village has experienced some groundwater contamination. Development within this site should be aware of the contamination.
- The location of the Christ Cemetery along State Highway 5 may present some challenges related to buffering for residential development adjacent to this facility.
- The area to the east of downtown experiences significant drainage and storm water runoff. The drainage and runoff creates sizeable water-courses that could create challenges in managing storm water in this area.

Previous Planning Efforts

The City last updated its Land Use Plan in 2005 to reflect the extension of public sanitary sewer services into the Village and the City's plan to accommodate a portion of the required REC units within the Village Planning Area. Prior to the preparation of the 2005 plan, the City undertook numerous planning initiatives to analyze land use within the Village, which in the recent past has included the following studies:

- The 1996 Minnesota Design Team Report
- The 1999 Thornbeck Architects Old Village Urban Design Study
- The 2000 Calthorpe Design Study
- The 2002 Thornbeck and Associates design work
- The 2003 TKDA Water Supply, Traffic, and Surface Water Reports

These efforts demonstrate the comprehensive approach that has been taken with planning in the Village. In addition, many of the planning efforts were spearheaded by countless volunteer hours of many Lake Elmo residents, representing a grass-roots approach. Throughout all of these studies, as well as the studies that preceded them, several common themes have emerged. These themes have helped shape the goals and objectives for the Village Planning Area that are reflected in this plan. After adoption of the 2005 Comprehensive Plan, the City decided to prepare an overall master plan for the Village Planning Area as part of a larger and more focused land use study in this area.

Village Master Plan and Village AUAR

In the summer of 2005, the City of Lake Elmo retained a team led by Robert Engstrom Companies to prepare a Master Plan to guide anticipated development within the Village Planning Area. This study focused on techniques that could be used by the City to help preserve the character of the Village while accommodating the growth and development anticipated under the updated Comprehensive Plan. This plan further acknowledges the pressures that the City will face once sanitary sewer services are extended into the Village, and further establishes policies intended to minimize any negative impacts to the unique charm and scale of the area.

The design team, which included Jerry Mazzara of Design Forum and Bob Close and Bruce Jacobson of Close Landscape Architecture, was charged with two areas of focus: 1) to prepare a physical plan with associated guidelines, and 2) to provide a strategy for allocating development units throughout the planning area. The intent of this approach was to present a guide for development that would allow the City to work with developers to achieve common goals while ultimately strengthening community character through good design.

The Village Master Plan creates an overall vision that places new development within a framework of parks, trails, and open space. It also notes that balancing growth with the preservation of small town living will rely on creative design and careful implementation of the plan.

While the plan as a whole is not being adopted as part of this chapter, the overall guiding principles and various recommendations from this plan are referenced in the latter portions of this plan. The Village Master Plan will continue to serve as a guide for new development within the Village Planning Area and will be used to help define the development qualities and preferences being sought by the City.

Upon completion of the Village Master Plan, the City prepared an Alternate Urban Area-Wide Review (AUAR) for the Village Planning Area in order to address the expected cumulative environmental impacts associated with the anticipated growth and development within the Village. This study used the Master Plan as the basis for the three alternatives that were studied, each of which assumed increasing intensities of residential, commercial, and mixed-use development. The AUAR document includes a mitigation plan that will need to be addressed as development occurs in the Village. The Village Planned Land Use Map that accompanies this Chapter, **Map 3-5,** has been designed to fall within the scope of the alternatives that were studied and it is expected that the AUAR will remain a valid environmental review as the City works to implement this plan.

Village Planning Area Objectives and Goals

The land use plan for the Village Planning Area focuses on downtown Lake Elmo, the residential neighborhoods south of the downtown, and the farm land immediately surrounding it. The plan addresses future land uses, location of new roads, location of open space corridors, and the measurers that could be used to implement the overall vision for the Village Planning Area. The primary objective of this plan is to create a blueprint for new development that builds on existing community strengths such as the compact, walkable core, easy access to recreation, and proximity to major transportation corridors. The plan recommends locating new neighborhoods contiguous to the existing core and emphasizing walking connections between neighborhoods and the core and within the neighborhoods themselves.

The land use plan will provide space for civic buildings, new retail and service businesses, lifestyle housing, and recreational/open spaces that will combine to make a highly desirable, sustainable and welcoming center for the City. The ultimate goal of the plan is to build on the existing strengths of Lake

Elmo, including a compact assemblage of streets and blocks, a distinct edge, a historic main street and good access to parks and open space. The plan intends to extend these qualities to the newly developing areas surrounding the existing downtown. In addition, it proposes connecting the existing residential neighborhoods to the south with the village core and new neighborhoods.

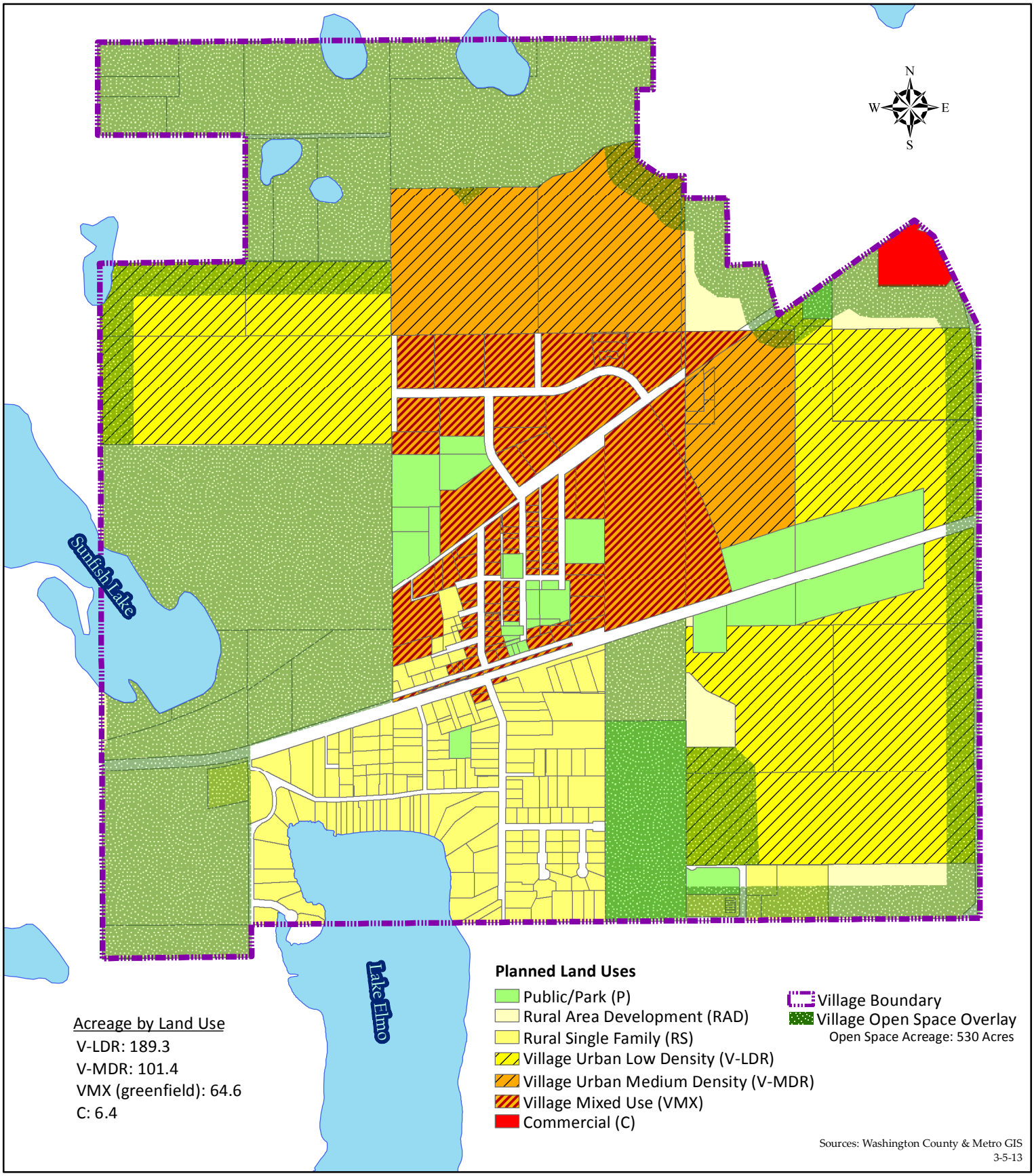
The Village Land Use Plan includes a series of specific goals and objectives for each of the land use elements, and establishes the following as the overall goals and objectives for the plan:

1) Adhere to the Guiding Principles from the Village Master Plan, which are incorporated into this land use plan in **Table 3D**.
2) Preserve the existing character of the Village while accommodating new housing and businesses to comply with the growth projections of the Comprehensive Plan.
3) Create a walkable, viable community with a distinct center.
4) Explore options to provide space for public and commercial activities around a village green that can serve as a focal point for new development.
5) Create an open space buffer around the new development areas to foster a true village feel.
6) Plan for development on a "village" scale rather than a "suburban" scale, recognizing the existing character of the Old Village.
7) Promote traffic calming measures along State Highway 5 to improve auto and pedestrian safety, particularly in the vicinity of Lake Elmo Avenue and Lake Elmo Elementary School.
8) Plan for at least one grade-separated crossing of Highway 5 for bicycles and pedestrians
9) Provide for the recreation needs of the new neighborhoods while building on existing facilities and accommodating the need for community-wide recreation facilities.
10) Create a natural system for storm water management that takes advantage of existing drainage patterns.
11) Plan for a new Village Parkway as a major north/south collector with a new railroad crossing approximately midpoint between Lake Elmo Avenue and Manning Ave.
12) Promote mixed-use development in the areas close to the Village Center.

Village Land Use Plan

The Village Land Use Plan, **Map 3-5,** identifies three primary land use categories within this planning area that will accommodate growth, and incorporates an open space overlay category to specify which portions of the area will be designated for open space. The land use categories as applied in the Village Planning Area include:

- V-LDR – Village Urban Low Density Residential at 1.5 to 2.5 units per acre
- V-MDR – Village Urban Medium Density Residential at 3.0 to 4.0 units per acre
- VMX – Village Mixed Use with residential densities of 6.0 to 10.0 units per acre



Village Planned Land Use

Lake Elmo Comprehensive Plan 2030

THE CITY OF LAKE ELMO

All of these categories are defined in the previous section of this Chapter. The Village Open Space Overlay category is further described below.

The Village Land Use Plan was designed to accommodate a range of 900 to 1,100 new housing units with the understanding that the target growth for the Village is 934 additional units of housing. Using the midpoint of the density range and gross acreages associated with each land use category, the City expects that up to 800 of these units will be located within areas guided for V-LDR and V-MDR land uses, while an additional 200-300 housing units are expected to be built within the VMX land use category. As these numbers represent a calculation based on gross acreages, the actual unit numbers are expected to be somewhat lower on a net acreage basis.

A summary of the purpose and intent of each of the elements of the land use plan is included in the following section along with the goals and objectives that are specific to each of these elements.

Village Center – Mixed Use Area

In order to achieve the goals and objective of the Village Land Use Plan, a heavy emphasis is placed on the planning of the existing Village Center, or downtown area. The Village Center is comprised of the area guided for mixed-use development. Building off the existing historic development pattern surrounding Lake Elmo Avenue to the south of State Highway 5 is critical to creating a distinctive and walkable core. This core is envisioned to provide an experience that is consistent with a historic downtown. To make this vision a reality, the Village Land Use Plan utilizes mixed-use zoning (VMX) for the Village Center to encourage a variety of uses that will provide opportunities for commerce, retail, entertainment, community spaces and housing, all working in synergy to drive activity, energy and people to downtown Lake Elmo.

To successfully achieve the desired vision, the following details surrounding implementation will be provided for:

- The Village Center may include a development with a village green or outdoor community gathering space. This development is intended to support downtown Lake Elmo by providing an increased sense of place and opportunities for community events.
- The Village Center will utilize mixed-use zoning, allowing a broad mix of uses that are consistent with historical development patterns and reflect traditional downtown areas.
- Additional protections will be afforded to existing homes in terms of providing additional screening or landscaping to buffer existing homes from new development in the Village Center.
- Existing homes will be considered conforming uses within the mixed-use district.
- Infill development that is sensitive to the existing context, development pattern and architecture is encouraged, particularly along Lake Elmo Avenue.
- The City may consider the adoption of a historic district to promote the preservation of historic properties and the existing character and architecture of downtown Lake Elmo.
- In order to preserve the historic development pattern of downtown Lake Elmo, the City will pursue the adoption of a form-based or hybrid code in the mixed-use area of the Village.
- To ensure that parking is adequately addressed downtown, the City will work with business and property owners in the Village Center to devise solutions for parking that are agreeable to all parties. Providing additional parking is necessary for business and district vitality. In addition,

the provision of parking in the Village Center should be mindful of maintaining a safe and pleasing pedestrian experience, which is critical in supporting a successful downtown.

- *Village Green – Community Space*

In order to draft a plan moving forward to stimulate growth in the Village Center and build off the existing downtown along Lake Elmo Avenue, the City may work to pursue a mixed-use development known as the Village Green that will serve as a community gathering space and destination. The intent of this development is to drive more energy and activity to downtown, specifically along Lake Elmo Avenue. As part of this project, the City anticipates the following aspects of implementation and design will be considered:

- The project could be developed as part of a master plan prepared by private developers with the potential for City involvement.
- The signature feature of the project shall be a village green or other community gathering space. This gathering space is intended to be a destination, hosting community events such as concerts and farmers markets.
- The project is intended to include mixed-use development surrounding the community space, with residential development incorporated into retail, office and service uses.
- The opportunity to incorporate public facilities into the development may arise.
- Development in the Village Green will most likely include: 1) direct access and visibility from Lake Elmo Avenue, 2) access from the new village collector road, 3) connections to the Old Village, and 4) opportunities to create pedestrian connections to areas of new residential development.
- The configuration of HWY-5 and the future Village collector road system, or parkway, will provide an excellent opportunity for additional anchor-type development along State Highway 5 (e.g. community center, health care facility, retail, etc.) that will drive additional users to support downtown Lake Elmo.

- *Public Spaces*

The City anticipates that additional growth in the Village may provide opportunities to add new or improve existing public facilities and amenities. Planning for additional public facilities or improvements will be done in a manner that is consistent with the goals of the Village Land Use Plan. More specifically, public facilities and amenities shall be provided in a user-friendly way that promotes accessibility and safety for all Lake Elmo residents.

- City Hall will continue to serve as a key public building within the mixed-use development area. Opportunities for the expansion and/or relocation of City Hall may be considered either as part of the Village Green or in another prominent location within the Village Center.
- Other public uses within the mixed use development area are encouraged, including recreational facilities, the downtown post office, and others, as long as they are consistent with the character and function of a traditional downtown.
- The Lake Elmo Parks Commission will play an integral role in planning for recreational facilities in the Village and ensuring that they are accessible to the surrounding residential areas.

- *Commercial Areas*

Lake Elmo Avenue has traditionally functioned as the commercial center for the City, and the Land Use Plan strives to maintain the Village as a viable and attractive place to do business, while providing opportunities for new development to occur in appropriate locations. The key strategy to accomplish this objective is the reclassification of the existing commercial core and certain portions of the surrounding land to the VMX – Village Mixed Use district. This district will allow a wide range of commercial activities and is intended to provide an area for compact, mixed use development made compatible through a combination of careful planning and urban design. When planning for such a variety of commercial uses, different performance standards may be incorporated to accommodate both auto-oriented and pedestrian-oriented uses so that these different uses are able to function well in proximity to one another. As long as these uses are implemented in a thoughtful manner, the mixture of land uses within the district will establish the level of vitality and intensity needed to support retail and service uses in downtown Lake Elmo.

Preserving and enhancing the character of the existing main street along Lake Elmo Avenue is another key strategy that will help further reinforce this area as the heart of the community. Lake Elmo Avenue, at present, does not have a unified streetscape and is missing key elements that would improve workability throughout the corridor. The City intends to work with Washington County and the Minnesota Department of Transportation to incorporate streetscape improvements with future road reconstruction projects. Specific recommendations are included in the transportation section below.

Opportunities for expansion of commercial activity will be limited to the mixed-use areas within the Village Center, particularly areas adjacent to the existing core and along major collector roads (Lake Elmo Avenue and State Highway 5). New commercial development will adhere to strict standards related to form and design in order to ensure compatibility with surrounding land uses and to maintain a sense of place within the Village Planning Area.

A small area of commercial development outside of the mixed use development area is planned at the intersection of State Highway 5 and Manning Avenue. The appropriate zoning for this area will be convenience commercial in order to provide for smaller scale commercial development or an attractive neighborhood shopping center that is compatible with surrounding residential development.

Other objectives for the commercial components of the Village Planning area include the following:

- Mixed use buildings are encouraged as the primary building type throughout the mixed use areas. Retail uses should be located on ground floor levels and facing the street where practical.
- New commercial development along State Highway 5 should be oriented in a manner that keeps the majority of parking to the side or rear of buildings in order to promote a main street feel for this road segment.
- Uses within the Village Center that primarily cater to automobiles will be permissible through careful site design and the incorporation of pedestrian-oriented design elements.
- Business activity should be focused on the key roadway segments within the mixed use development area, and in particular, along the traditional downtown core along Lake Elmo Avenue.

Residential Development

Residential development as the primary land use will occur within those areas designated for V-LDR and V-MDR within the Village Planning Area. Residential uses will also be allowed within the mixed-use development (VMX) areas either as the primary land use or as part of a mixed-use development project.

The existing residential neighborhoods within the Village Planning Area will guided either as RS – Rural Single Family or as VMX – Village Mixed-Use with the intent of classifying all existing single family residential homes as permitted uses.

The Village Master Plan includes a series of recommendations for housing types, with key provisions that encourage the construction of "life-cycle housing" (a mix of housing types, styles, locations and prices that will offer both opportunity and choice for a range of potential buyers and renters) and that also promotes a balanced transportation system that does not favor one mode of transportation (i.e. cars, bicycles, and pedestrians) over another. The descriptions for these housing types are adopted by reference as part of this chapter, and are consistent with the Land Use Plan that calls for denser residential development as one moves closer to the center of the Village Planning Area.

The City will adopt zoning districts that correlate with the planned V-LDR, V-MDR and VMX land uses, which generally relate to the Master Plan categories as follows:

V-LDR: *Large Lot Single Family, Medium Lot Single Family, Small Lot Single Family*

V-MDR: *Small Lot Single Family, Twin Home, Townhouse, Apartment/Condominium*

VMX: *Twin Home, Townhouse, Apartment/Condominium, Housing Above Retail*

These categories should be used as a general guide for the types of housing that may be built within the Village Planning Area. The densities depicted in the Land Use Plan will take precedence over any such figures used in the Master Plan.

The zoning that correlates to the various residential land uses will be designed to allow for smaller lots and higher densities than allowed under each land use category with the expectation that residential subdivisions will incorporate open space into developments. The use of these open space areas may include: storm water infiltration, trails, natural or engineered watercourses, natural areas, private or public parkland, and other similar purposes. No development will be allowed that exceeds the density levels specified in the Comprehensive Plan, and the median of the density range will be used as a target for planning purposes.

The areas depicted on the Land Use Plan as open space may not be used to calculate residential densities; however, any internal open space, other than City park land, will not be deducted from these calculations.

Other objectives for residential development in the Village include the following:

- It is important to foster connections between the residential areas in the Village, maintaining some continuity of character between residential areas as opposed to many distinct and disconnected neighborhoods.
- In terms of housing, the City supports a variety of housing types and price points that are inclusive to all generations.
- While not required, residential design that incorporates environmental considerations, such as energy efficiency and solar orientation, is encouraged.

Greenbelt /Open Space

When evaluating the context of the existing land uses and development types surrounding the Village, one cannot overlook the significant number of open space preservation (OP) developments in Lake Elmo. These open space developments have had a significant role in shaping Lake Elmo's character and identity; an identity that is unique in the Twin Cities Metropolitan Area. In order to preserve the elements that have made Lake Elmo and specifically the Village unique, it is important to plan for

sewered development in a manner that is reflective of the community's existing character. For that reason, all of the previous planning efforts within the Village have included significant amounts of open space. Building off of the vision created in the Village Master Plan, the current Land Use Plan also utilizes open space in a strategic way to balance future growth and existing conditions within the Village. Ultimately, the open space included in the Village will serve as a critical amenity that ensures that the existing character of the heart of the community is preserved to the best extent possible.

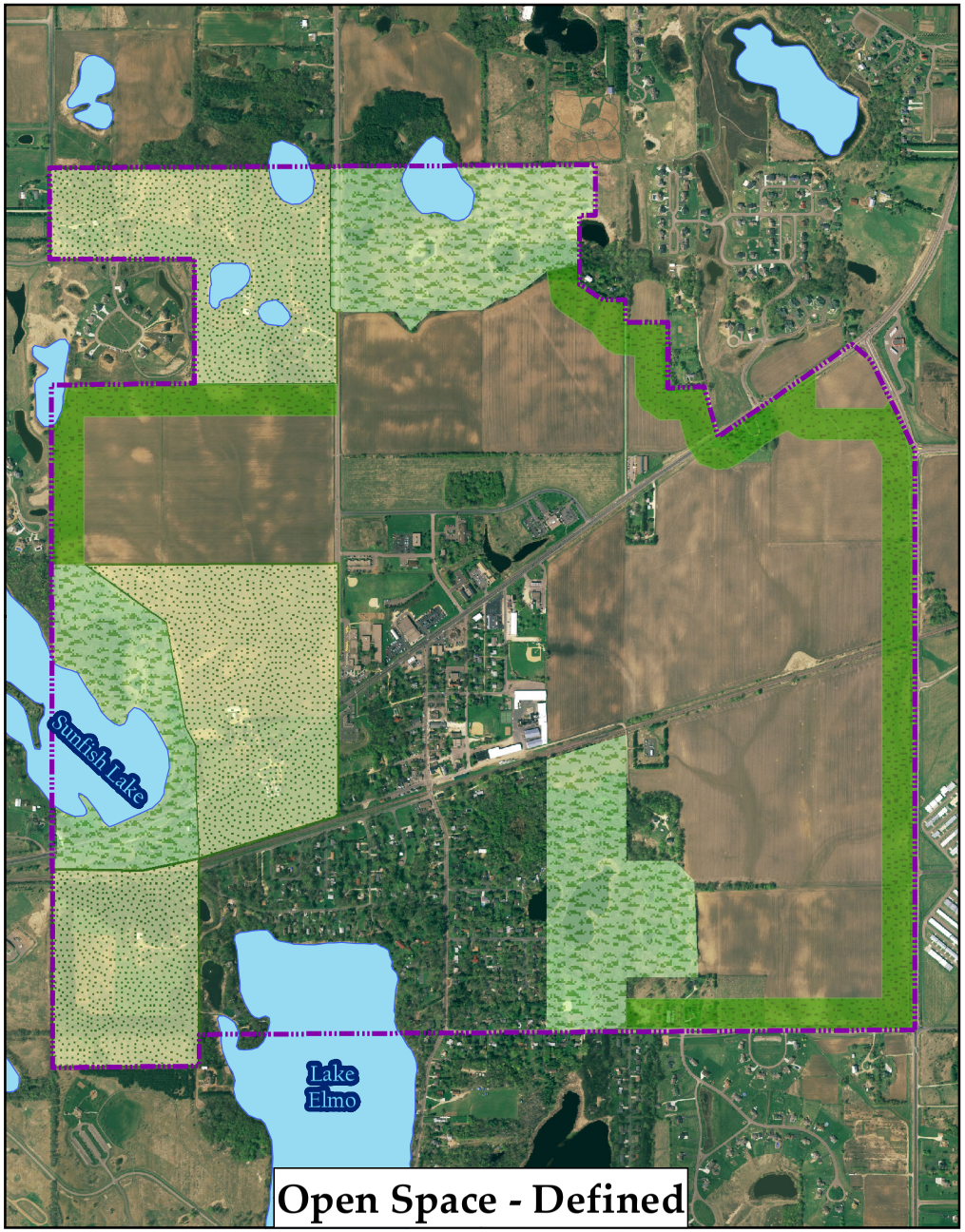
The future open space areas in the Village, as determined by the Village Open Space Plan, **Map 3-6,** will be consistent with one of the three following open space types, all offering different opportunities and purposes:

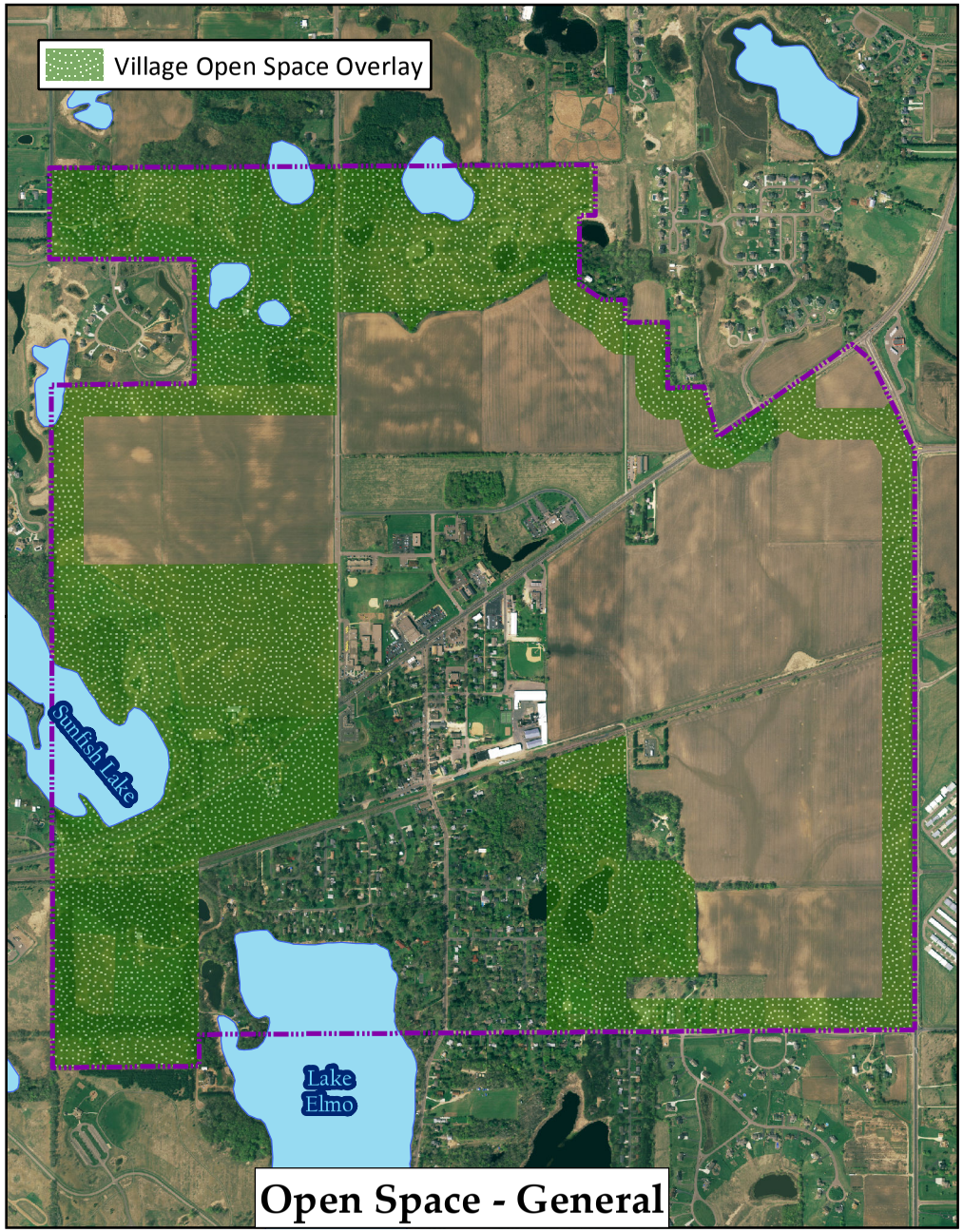
1. **Natural Resource Preservation Areas.** Natural Resource Preservation Areas are natural areas considered to be of high environmental and aesthetic value. Such areas in the Village include but are not limited to the areas adjacent to Sunfish Lake and Reid Park. These areas are considered to be of high environmental value due to the large stands of mature trees, steep slopes, wetlands, natural amenities, and the other ecologically sensitive features that are located in these areas. The Natural Resource Preservation Area may include uses such as passive recreation, trails, natural areas, and other activities or uses that are consistent with passive recreation.
2. **Rural Preservation Areas.** Rural Preservation Areas are areas within the Village historically utilized for agricultural purposes. Agriculture remains an integral part of the community's history and identity. Providing for open spaces dedicated to agricultural uses in the Village is critical for maintaining the existing character of the Village. Uses within the Rural Preservation Areas include active farming, passive recreation, trails, public gathering spaces, natural areas, natural water courses and other amenities that are consistent with agricultural use or character.
3. **Greenbelt Corridors.** Greenbelt Corridors run along the perimeter of proposed development and serve as transitional areas between future sewered growth within the Village and existing rural development. The corridor may be reduced if the design of the development includes the following: (1) a design that is mindful of the landscape features of the site, providing enhanced environmental benefit, (2) a design that is consistent with overall goals for the Village Land Use Plan, and (3) a design that meets the requirements of the underlying land use category of the parcel. At a minimum, the corridor shall be established and provided for by performance standards within the Zoning Code based upon the locations of the existing Village Boundary and area guided for commercial use in the northeastern portion of the Village. Not only will this provide a significant physical and visual amenity, but it will also encourage more residential development closer to the Village Center. Uses within the Greenbelt Corridor may include trails, passive recreation, public gathering spaces, natural areas, storm water management systems, natural water courses, small-scale or community oriented agricultural activities and other amenities intended for aesthetic enjoyment.

These open space types will comprise the Village Open Space Overlay, as detailed in the Village Open Space Plan (**Map 3-6**) and Village Land Use Plan (**Map 3-5**). The details surrounding the implementation of the Village Open Space Plan and the associated land use implications are further discussed in the section on implementation.

Parks and Trails

The City has adopted a Parks and Trails Plan, Chapters IX and X of this Comprehensive Plan, which will be used as a guide for locating new parks and trails associated with development within the Village





Village Open Space Plan

Lake Elmo Comprehensive Plan 2030

Open Space Category

- Natural Resource Preservation Area
- Rural Preservation Area
- Greenbelt Corridor

THE CITY OF LAKE ELMO

Source: Washington County and Metro GIS
3-6-13

Planning Area. Other specific objectives that are specific to the Village concerning parks and trails include the following:

- Construction of a new trail connection between the northeastern portion of the Lake Elmo Regional Park Reserve and the Village. This proposed trail connection would primarily follow existing road right-of-way and serve as a new off-road entrance into the Park Reserve.
- Utilizing 36th Street as a key pedestrian connection between the existing commercial areas along Lake Elmo Avenue and future development in the Village Center, or mixed-use area.
- Development of a grade separated trail either over or under State Highway 5 (Stillwater Boulevard) in order to promote a safe pedestrian crossing between the northern and southern portions of the Village Planning Area.
- Construction of a multi-use trail along Lake Elmo Avenue that is separated from vehicular traffic and that will serve as the primary trail connection to the I-94 corridor. Due to constraints associated with the available right-of-way and other limitation associated with its location next to Lake Elmo, this trail should be given special consideration as part of any future improvements to Lake Elmo Avenue.
- Expansion of Reid Park into adjacent prime natural areas and other property to the east of Reid Park that is not well-suited for residential development. Future trails will be encouraged to connect Reid Park with the surrounding residential neighborhoods.
- Development of a larger community recreational facility to the east of the Village Center adjacent to the railroad right-of-way.
- The establishment of trail connections between the new and existing neighborhoods located within the Village Planning Area. Sidewalks will be required for all new developments; however, the City will consider trails as a substitute for sidewalks in instances where they provide connections to other neighborhoods or other public features within the planning area.
- The City may consider the relocation of the existing ball fields located downtown to a new community recreation facility in the Village.

Transportation

The existing and planned transportation corridors that circumvent the Village Planning Area will play a critical role in shaping the character of the Village. State Highway 5 and County Highway 17 serve as the primary routes into and out of the Village and will continue to see increasing levels of traffic in the future. These routes also represent important connections for the local businesses, many of which rely on these major transportation routes for visibility and access. The Village Land Use Plan balances the need for access to local businesses with the overall objective of managing and calming the expected increases in traffic levels throughout the planning area. The general transportation goals for the planning area include the following:

State HWY-5 (Stillwater Boulevard)

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

The City is seeking design flexibility with regards to future improvements to this roadway in order to reduce speed limits, narrow travel lanes, and to consider other features that will encourage a future Main Street that emphasizes pedestrian character, traffic calming and mix of uses described in the Comprehensive Plan. A potential turn-back of the road to Washington County may help accomplish this design flexibility.

Specific considerations:

- Roundabouts may be used at the east and west ends of Stillwater Boulevard to slow traffic and mark the edges of "downtown". The redesigned road segment in between will transition from the existing rural section to a traditional Main Street design that includes:
    - Curb and gutter with associated storm sewer
    - Wider sidewalks with pedestrian scale amenities (benches, lights, street trees)
    - Narrower lanes perhaps with planted medians and center turn lanes
    - Curb-side parking if feasible, with additional parking located between or behind Main Street buildings
    - Controlled intersections, one at Lake Elmo Avenue and one at 39th Street, will provide safe crossings, slow traffic and pull the Village together as one piece, not two halves.

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

County HWY-17 (Lake Elmo Avenue)

Lake Elmo Avenue, specifically south of State Highway 5, is recognized as the existing Main Street of the Village. The existing conditions include a "T" intersection terminus and jog along State Highway 5 to connect with Lake Elmo Avenue to the north. The Comprehensive Plan does not plan for the realignment of this roadway segment, and instead recommends improvements along Highway 5 to calm traffic and reduce speeds in order to better manage the traffic through these intersections.

The City will consider modifications to Lake Elmo Avenue in conjunction with the public improvements necessary to bring public sanitary sewer service into existing buildings within the Village Planning Area. Future road improvements to Lake Elmo Avenue will include an emphasis on the pedestrian environment and incorporate appropriate features including benches, lighting, sidewalks, and other elements in order to create an inviting pedestrian environment.

Specific recommendations:

- Consideration of angled parking along Lake Elmo Avenue in order to provide additional parking for businesses and to provide additional separation between pedestrians and vehicles.
- Development of a streetscape plan for Lake Elmo Avenue that will identify the design features appropriate for Village-scale development.

- A controlled intersection, with the potential for a round-a-bout at the intersection of State Highway 5, will help calm traffic and provide opportunities to create a gateway into the Village core.

Traffic Calming

Future roadway improvements should incorporate traffic calming measures to help manage the projected traffic levels. The City will pursue both non-physical and physical measures as described in the U.S. Traffic Calming Manual (American Planning Association and the American Society of Civil Engineers) in order to help reduce the need for a major roadway expansion (in terms of additional traffic lanes) and to promote road improvements that are designed to be consistent with a Village scale. In this context, traffic calming may involve changes in street alignment, installation of barriers and other physical measures to reduce traffic speeds in the interest of street safety, livability and other public purposes.

Traffic calming measures will be considered for all existing streets that are renovated and all new streets constructed with the Village Planning Area.

New Village Parkway

A new collector road system will provide for a new north/south connection between State Highway 5 and 30th Street within the Village Planning Area. This road will serve as the backbone for much of the new development with this area and will provide for a connection back to the existing downtown via an extension of 36th Street. The City will work the Union Pacific Railway company to create a new crossing of the railroad at approximately the mid-point between Lake Elmo Avenue and Manning Avenue. The design of this street will employ a parkway style of design and serve as a collector road for new development on the east side of the Village Planning Area. Finally, the alignment of the collector road may serve as the boundary between the mixed-use (VMX) and medium density (MDR) land uses.

Street Design

The City will work to establish a unified street design for all streets (existing and new) within the Village Planning Area. As a part of this process, the City has initiated an effort to develop a common theme for public spaces within the City and will use the results of this theming work as part of future streetscape designs. The theming effort will be critical in creating a unified sense of place in the new and old areas of the Village.

Trail System along HWY-5 and CSAH-17

New trails along State Highway 5 and Lake Elmo Avenue will serve as the backbone for a trail system that connects the existing and new development within the Village Planning Area and that also connects to major destinations such as the Lake Elmo Elementary School, Stillwater Area High School, Village Center, Village Green, Lake Elmo Regional Park Reserve, and residential and commercial areas along the I-94 Corridor.

HWY-5 Pedestrian Crossings

As improvements are made to State Highway 5, the ability of pedestrians to safely cross this roadway will be given strong consideration as part of the final design. In addition to crossings at controlled intersections, the plan recommends that at least one grade separated crossing be incorporated into the sidewalk and trail network.

Phasing Plan

The Village Planning Area will initially be served by a new sanitary sewer force main that extends from the southern boundary of the City to a lift station immediately north of 30th Street and east of Reid Park. This force main is scheduled to be constructed by 2014 and will be the starting point for further service extensions into the Village Planning Area. Future sewer extensions can be divided into three distinct phasing areas as follows:

- New development areas east of existing residential and commercial development, north of 30th Street, and South of State Highway 5;
- New development areas located north of 39th Street and west of Lake Elmo Avenue; and
- Existing homes and businesses within the Village Planning Area served by a new sewer line within or parallel to Lake Elmo Avenue.

Water and other municipal services are already present in those portions of the Village Planning Area that are already developed, and these other services will be extended into future developments concurrent with sewer service.

The City intends to be flexible with the timing of each of the project phases described above in order to remain responsive to market conditions. Developments within each phase may occur independently of the other phases; however, the City's ability to efficiently serve a proposed area with municipal services (including public sanitary sewer and water) must be addressed by potential developers. In general, a development must either be contiguous as much as possible to areas that have already been served, or as an alternative, there must be an approved plan for extending services that also addresses the financing related to these improvements. All projects will be evaluated for continuity with existing service areas and whether or not the City can efficiently provide services to a site.

The Existing and Planned Land Use Table (**Table 3-B**) includes the updated projections for land use changes based on the Village Land Use Plan. Urban services will be extended to the Village starting in 2014. Following the availability of services, development is expected to occur in the Village throughout the planning time period in response to market conditions.

Implementation

The City of Lake Elmo will use a wide variety of tools to implement the vision for development within the Village Planning Area, specifically focusing on the following:

Zoning

In order to achieve the desired vision for the Village Center, the City will adopt a mixed-use zoning district. The purpose of the mixed-use district is to establish land use and performance standards with the intent of enhancing the existing "main-street" character and aesthetic found within the Old Village. The mixed-use district will allow for a variety of use classifications, as long as the various land uses can be integrated into the context of a traditional downtown. These land use classifications include various types of residential and commercial uses, as well as multiple land uses integrated into the same site or structure, such as multi-family housing above retail or office space. With the intent of maintaining a pedestrian friendly downtown in the Village Center, different use classifications will be evaluated based upon their impact on the built environment. Use classifications that are more auto-oriented in nature

and do not conform to the form found in traditional downtown developments will be subject to special performance standards to ensure that these uses can coexist in the downtown setting. The City may also identify the areas of the Village Center that are more conducive to auto-oriented uses.

It is important to recognize that there are many existing single family homes located within the Village Center. Similar to many other historic downtown areas, the City values these properties as an integral part of the aesthetic and character of the area. Akin to other historic districts, these properties will have the opportunity to transition or redevelop to other land uses. However, single family residential uses will continue in the mixed-use area as well. In order to provide the necessary protections so that these different uses can coexist in the downtown, the mixed-use (VMX) zoning district shall include performance standards aimed at buffering residential properties from other more intensive uses. In addition, existing single family homes in the mixed-use district will not be given non-conforming status. These properties may continue to be used in a manner that is consistent with their existing zoning classification.

Finally, the City will consider drafting performance standards specific to the LDR and MDR zoning districts in the Village Planning Area. These standards would be informed by the objectives and goals of the Village Planning Area, translating the vision towards implementation. To achieve the desired vision for the Village, it is important to integrate performance standards that are consistent with the vision and can be implemented into the built environment.

Form-Based Zoning

In addition to standard zoning, the City will pursue the adoption of a form-based code, or hybrid code, in the Village Center or mixed-use area. The purpose of this code is to more effectively regulate the form and street pattern in the Village Center, providing more concrete guidance for the downtown. At a base level, this form-based code will be aimed at extending the traditional main street development pattern that currently exists in downtown Lake Elmo. The City views the continuation of this development pattern as crucial to establishing downtown Lake Elmo as a destination, evoking a unique and inspiring sense of place. As part of the form-based code, the City will consider different standards for pedestrian-oriented uses and automobile-oriented uses, possibly resulting in two transects within the mixed-use area. The ultimate goal for the Village Center is to create a pedestrian-friendly district that provides excellent opportunities to live, work and play. The form-based or hybrid code may be critical in making the downtown district a success.

Design Standards

Considering the fact that it is difficult to transform the built environment once it has already been established, it is important to incorporate quality design elements from the onset. As a result, it is important to provide guidance or standards related to site and building design as the City proceeds with growth and development. To ensure that the newly developed areas of Lake Elmo are of a high quality in both form and function, the City will pursue the adoption of design guidelines or standards. These standards will be applicable to the higher intensity uses in the community. More specifically, design guidelines or standards will be established for high-density residential, commercial, business park and mixed-use development in Lake Elmo. These higher intensity uses will have a larger impact on the built environment and public spaces of the community. Creating a set of uniform guidelines ensures that everyone is playing by the same rules, thereby protecting the property values of all who invest in the community. In addition to guidelines aimed at site and building design, the design standards may encourage other guidelines related to environmentally sensitive design or site specific considerations, such as acoustical standards near the Lake Elmo Airport. These considerations will be offered as

guidance as opposed to strict standards. To ensure the success of the newly developed areas over the long-term, it is important to promote high quality site and building design.

Greenbelt/Open Space

The provision of open space is a critical component of fulfilling the vision of the Village Land Use Plan. Equally important is the method of implementation. If the implementation of the Village Open Space Plan is ineffective, than the vision for the Village may not be realized. The following section provides an overview of the details of implementation for the Village Open Space Plan.

In terms of how the Village Open Space Plan is implemented on the ground, the land that is guided for open space is designated by the Village Open Space Overlay on the Village Planned Land Use map, **Map 3-5**. While the different types of open space in the Village serve different purposes or have different physical characteristics, the implications of the open space overlay on the land itself remain uniform. The distinction in how the open space overlay affects land in the Village rests in the base land use category for each parcel.

For all parcels that are designated with rural land use categories (RAD and RS), the open space overlay does not impact the use of the property. In other words, lands that are guided and zoned for rural use may function normally under the same rural zoning districts as before the inclusion of the open space overlay. For example, parcels that are within Rural Preservation or Natural Preservation Areas will maintain their Agricultural, Rural Residential or Rural Single Family zoning designation. The regulations of these zoning districts will remain the same regardless of the Village Open Space Overlay.

For all parcels that are designated with urban land use categories (V-LDR, V-MDR, VMX and C), the open space overlay shall act as a zoning or subdivision restriction. Through restrictions via zoning or the subdivision process, the City will have multiple tools to provide for the open space areas in the urban districts in the Village. For example, the City can utilize zoning to enforce various setbacks from the existing Village Boundary. Another option would be to dedicate outlots in the open space areas through the subdivision process. As long as the end result is achieved, the City would like to take a flexible approach so that the private market can select the best solution for achieving the intent of the Village Open Space Plan.

After the open space areas have been established, it is important to pursue strategies that will provide for the long-term preservation of these areas. To accomplish preservation, the City will either pursue conservation easements with the MN Land Trust or other partners, or investigate the acquisition of land that is determined to be a significant natural asset to the community. Through a combination of both strategies, the Village Open Space Plan is more likely to succeed.

Conservation Easements: In working to pursue conservation in the Village, finding the funding mechanisms needed to create and maintain the easement will remain the most important project related to future open space work. With the foundation of the Village Open Space Plan in place, the City will investigate grants and other funding mechanisms, such as the Metro Greenways Program and Legacy Funds, to provide for conservation. To achieve positive results, finding willing private and public partners will be critical. In addition, the City may be willing to work with private property owners in the Village who wish to pursue conservation easements on their property. Finally, to make the conservation program as cost-effective as possible, the City will identify the areas of open space that are of the highest priority for conservation. Prioritizing areas for preservation will allow for an incremental approach to obtaining conservation easements.

Acquisition: Another strategy that may be pursued is the outright acquisition, either through parkland dedication or purchase, of property that is deemed to be a significant environmental or ecological asset.

If the City were to pursue this strategy, the land acquired would most likely be incorporated into parks or trails planning for the community. In other words, the land would most likely have some form of recreational component. For example, the area to the east of Reid Park could be seen as an opportunity to acquire environmentally sensitive lands that could be incorporated into recreation. In addition, the City may wish to pursue the expansion of trails around Sunfish Lake to tie into Sunfish Lake Park. These potential projects are some examples where acquisition may be in the best interest of the City.

Overall, the work of maintaining the Village Open Space Plan does not stop with the establishment of the Village Open Space Overlay. If the open space is to remain a key element of plans for the Village, the City will have to pursue strategies to incrementally preserve these open space areas. In that respect, the City can play a significant role in supporting open space amenities in the Village for decades to come.

Parks and Trails

One consistent theme of the many planning efforts focused on the Village that has continued to resonate is the need to provide access to recreational opportunities within proximity to the areas guided for growth. Lake Elmo, and more specifically the Village, has the unique fortune of having access to some of the best parks in the Metropolitan Area. As development occurs, fostering connections and access to these parks and open space will be an important part of ensuring an amenity rich residential experience within the Village and community as a whole. For that reason, the City will work to pursue the following projects related to parks and trails:

- The City will work with Washington County to develop an "East Side Access" Plan for the Lake Elmo Regional Park Reserve.
- The City will work with Washington County to incorporate a separated on-grade bicycle or multi-purpose trail along Lake Elmo Avenue when this corridor is reconstructed.
- The City will work with the Lake Elmo Parks Commission to plan for trail connection between the Village and any access points that become available to the Lake Elmo Regional Park Reserve.
- The City will work with the Lake Elmo Parks Commission to site a new regional recreation facility to the east of the Village Center, or mixed-use area.
- As new residential subdivisions in the Village are proposed, the City will require land dedication for the purpose of incorporating neighborhood or pocket parks within the new subdivisions.
- The City will consider using parkland dedication as a tool to construct an off-road/multi-purpose trail system within the Greenbelt Corridors and other open space areas surrounding the Village.
- To expand an existing asset of significant natural value, the City may investigate the acquisition of land around Reid Park to expand the park into ecologically sensitive areas.
- The City will remain open to opportunities to secure rights for a trail connection around Sunfish Lake.

Transportation

To provide for a safe and effective transportation system in the Village, the City will utilize a number of strategies to maintain and improve new and existing facilities. More specifically, the City will consider the following strategies of implementation in regards to transportation:

- Transportation related maintenance and improvements led by the City will be incorporated into the City's 5-year Capital Improvement Plan (CIP). Projects will be prioritized according to need.

- The City will investigate the use of State Aid Funds for collector road systems in the Village. These funds are critical in the maintenance of more heavily traveled corridors.
- The City will work with the State and Washington County on future reconstruction projects, including State Highway 5, Lake Elmo Avenue (CSAH-17) and Manning Avenue (CSAH-15).
- The City will continue to advocate for safety improvements to State Highway 5, especially the area adjacent to Lake Elmo Elementary School and Lake Elmo Avenue. To improve travel along this corridor, the City will work with Mn/DOT and Washington County to explore many different strategies to enhance automobile and pedestrian safety. These strategies may include traffic calming measures, at-grade crossings, recreation trails, roundabouts and signalized intersections, among others.
- The City will continue to be active in any plans or discussions by Washington County and the State regarding the turnback of State Highway 5. The potential turnback of State Highway 5 would have large impact on the future of the roadway. Therefore, the City should continue to play a prominent role in those discussions.
- The City will investigate the use of Tax Increment Financing (TIF) as a mechanism to support various streetscape improvements in downtown Lake Elmo.
- The City will partner with private developers on various street improvement projects, such as the Village parkway, related to the growth of the Village. These improvements present opportunities to improve connectivity in the Village. More specifically, the City will look at the possibility of incorporating trails into various street improvements.

Public Services

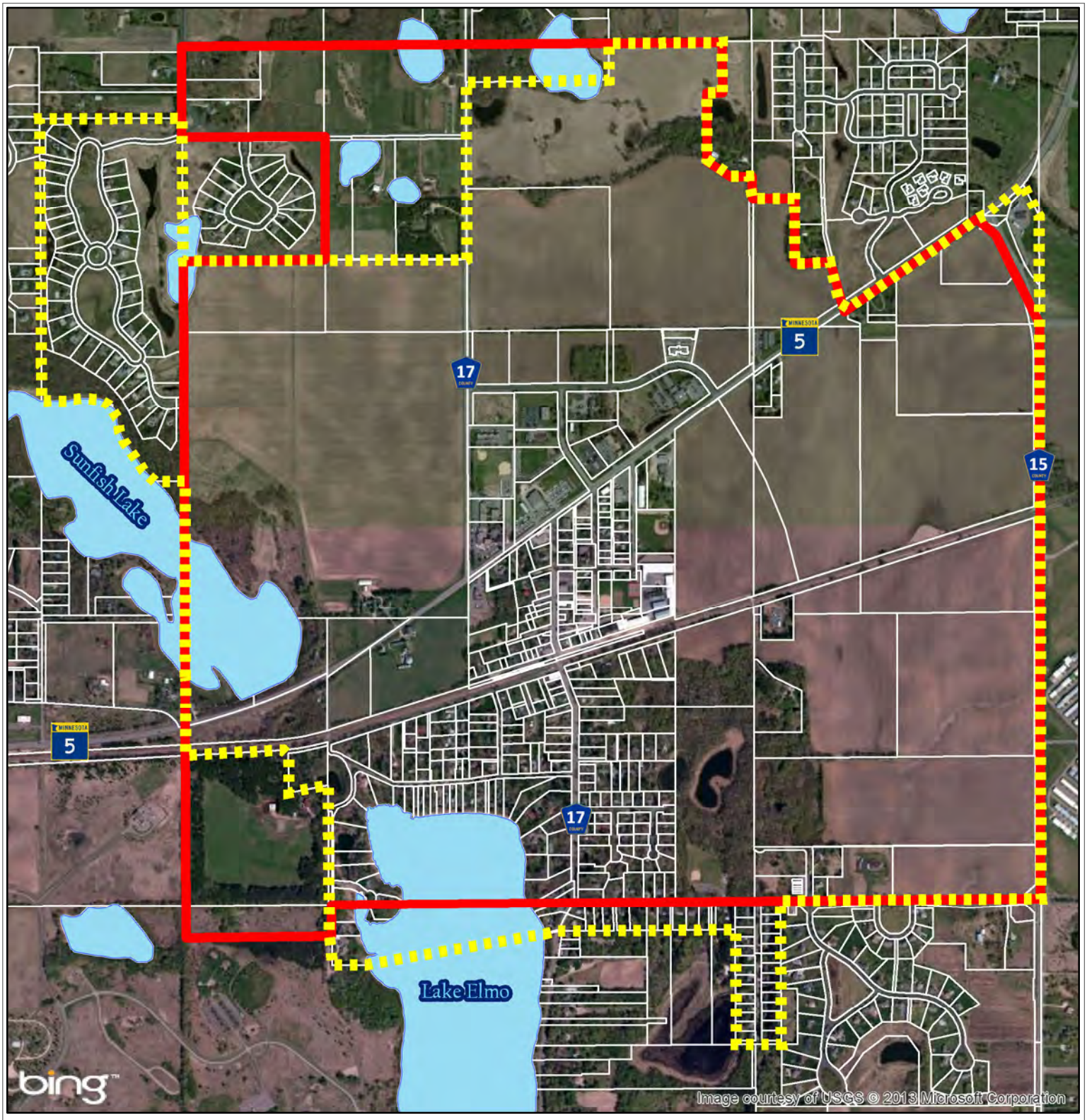
To provide for a significant amount of growth in the Village, the Village Planning Area will have to be served with the appropriate urban services. These services include water, sanitary sewer and storm sewer. While water is already currently available, the extension of sanitary sewer from the I-94 Corridor up Lake Elmo Avenue (CSAH-17) is required to support future growth in the Village. The extension of sanitary sewer to the Village will include the installation of a force main sewer to a lift station to the east of Reid Park along 30th Street. From this lift station, two gravity sewer systems will be able to serve the Village Planning Area. One of these gravity systems will serve the western portion of the Village, including the existing properties within the Old Village. The other gravity system will serve the eastern portion of the Village, where there are more opportunities for greenfield development.

To designate the lands guided for urban services, the City is required to adopt a Municipal Urban Service Area (MUSA), or boundary that designates parcels for the provision of sanitary sewer service. The current MUSA boundary for the Village Planning Area is the Village boundary itself. However, in order to include other properties adjacent to the Village that can be efficiently served by sanitary sewer, the City will amend its MUSA boundary in the Village. The MUSA amendment is found in **Map 3-7.** Many of the properties that will be added to the MUSA can be efficiently served by sanitary sewer given the close proximity to the urban service area. Many of these properties should be connected to sanitary sewer to replace aging and non-compliant individual sewage treatment systems or septic systems. These connections should provide an environmental benefit to Lake Elmo and the Village. Regarding the connection of existing properties in the Village to sanitary sewer, the priority level of future lateral service lines is still undetermined. However, the connection of existing properties in the Village will follow the natural development progression. In addition, the City intends to follow State Statutes that require hook-up within two (2) years once sewer service is available to a property.

With regards to water service, the City will have to expand its water system to serve the newly developing areas in the Village. As the supply of drinking water has been under greater strain in the East Metro in recent years, the City will continue to work with Washington County and the Metropolitan Council on regional planning issues that will impact the City's water supply. These efforts will be coordinated with the Minnesota Departments of Health and Natural Resources.

In regards to storm water management in the Village, it will be the responsibility of the private landowners to devise management systems that meet the Valley Branch Watershed District and the City's standards for storm water. Considering that the Village experiences significant storm water runoff events, it will be critical for landowners seeking to develop their land to take a proactive approach to storm water management. These efforts should be informed by the City's Surface Water Management Plan, Chapter V of the Comprehensive Plan. Landowners are encouraged to work with the City to arrive at the best solutions for storm water management in the Village. In addition, land owners may want to take advantage of the resources of the Washington County Conservation District, who offer assistance in devising rain garden systems to support on-site infiltration of storm water.

Map 3-7



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Village MUSA - Proposed

Village MUSA - Existing

Sources: Washington County & Metro GIS
2-14-13

Village MUSA Amendment

Lake Elmo Comprehensive Plan 2030

THE CITY OF LAKE ELMO

Table 3-D
Village Development Guiding Principles

PRINCIPLE	EXAMPLE
Principle #1 **Evoke a sense of place . . .** Build on existing assets to preserve the small town, rural character of Lake Elmo, maintaining the Old Village as the heart of the city.	For example: the words 'small-town America' still bring forth almost iconic images of 'place,'; images that represent a way of life steeped in civic pride, knowing your neighbor and celebrating tradition. The Master Plan seeks to build on this idea, not detract from it.
Principle #2 **Balance natural and built systems . . .** Integrate development within a green framework of parks, trails and the open space greenbelt.	For example: the Master Plan is based on the inseparable relationship between various systems working together to create the 'whole-cloth' of community. The idea of a village within a park is an attainable vision . . . with new development, infrastructure improvements and other plan components carefully conceived and constructed as if to appear part of the original settlement.
Principle #3 **Broaden the mix of local goods and services . . .** Support existing, and encourage new opportunities for retail shops, restaurants, office, civic and institutional uses, particularly along Lake Elmo Avenue and the proposed Route 5 Main Street.	For example: having a variety of visible, inviting, high quality purveyors nearby that meet the daily needs of Lake Elmo residents is a hallmark of small town life. Rather than displacement, the Master Plan seeks to enhance the climate for commercial development (including existing businesses), while creating an active Main Street and signature destination centerpiece for the Village.
Principle #4 **Provide a variety of housing choices . . .** Make life-cycle housing a top priority, specifically targeting a growing and increasingly diverse population.	For example: some existing residents would like to live in Lake Elmo long after they've left the family homestead; children born and raised in the area would like to find 'first-time-buyer' housing they can afford; new residents attracted to the Village should be able to pick from a mix of high quality, reasonably priced options for families, active living, low maintenance and special needs housing close to Main Street and in nearby neighborhoods.
Principle #5 **Invest in quality public space . . .** Construct signature parks and a destination main street as the centerpiece for community events with increased recreational opportunities and improved amenities throughout the Old Village.	For example: some of our most memorable and celebrated places are our parks . . . from the traditional town square to the world renowned Grand Rounds in Minneapolis, the contribution of these special places to our quality of life is beyond measure. The Master Plan seeks to create a network of public parks and trails available for active recreational users, casual spontaneous visits or simply an element of the Village fabric you might pass by as part of your daily routine.
Principle #6	For example: Lake Elmo seems to have sort of a quiet history represented by only a few visible reminders of bygone days,

Preserve and enhance natural and cultural resources . . . Develop strategies to insure long term protection of the qualities that make the Old Village unique.	yet the Master Plan seeks to interpret this cultural legacy in a very public expression of meaning and place. And although much of what was once natural in the Village Area is mostly gone . . . we still have a responsibility to preserve and protect what remains, seek to restore what's missing and connect with regional systems where natural areas still flourish.
Principle #7 **Improve connectivity . . .** Provide a balanced network for movement that links local neighborhoods and Village Area attractions with city-wide and regional systems, paying equal attention to cars, bicycles, pedestrians and transit.	For example: the Master Plan is not anti-car . . . but it also does not emphasize traffic management and car convenience as the primary drivers of Village design. Instead, the Plan seeks to create a safe, functional and aesthetically pleasing experience for everyone, while encouraging increased pedestrian and bicycle trips with a decreased dependency on the automobile.
Principle #8 **Build partnerships . . .** Leverage investment through public/private partnerships including expanded relationships with builder/developers, corporate, institutional, county, state and national organizations with shared interest in specific elements of the plan.	For example: you can't do this alone . . . each and every component of the Master Plan requires the knowledge and active participation of a variety of potential partners. Their success helps ensure your success, and a positive, engaging and respectful experience should be the outcome for everyone doing business with Lake Elmo.
Principle #9 **Foster public safety . . .** Create a vital and inviting Village center that encourages activity throughout the day.	For example: safe streets, safe parks, safe neighborhoods . . . much of the world we live in is 'self-policing.' The proposed mix and location of uses and amenities intentionally promotes casual surveillance (eyes-on-the-street) with easy monitoring and access by emergency services when needed.
Principle #10 **Forward a vision that can be implemented . . .** Balance economic realities and technical constraints with a mandate for quality and livability.	For example: the Master Plan becomes meaningless if it can't be built . . . implementation of the Plan must include reasonable cost in a reasonable time frame, with built-in flexibility that responds to market shifts, political reprioritization, technological advances and potential outside influences (oil prices, war, transit).
Principle #11 **Become a great model . . .** Encourage other communities to 'raise the bar' by demonstrating low impact development, best practices and sustainability.	For example: there is a growing responsibility and broader perspective that suggests that status quo is not an option. The Master Plan actively pursues opportunities to not only explore, but also put into practice, a variety of methods and approaches that reduce the negative impacts of development, minimize intrusions on our natural systems, conserve energy where possible and leave a lasting legacy for others to follow.

Principle #12	For example: there is a wealth of information and real-world examples to help small towns like Lake Elmo respond to the complex challenges of growth, development, finance,

Lead by design . . . Creative and innovative thinking locally should also be part of the regional, national and global collaboration of problem solvers.	preservation and health. The Master Plan seeks to build from this knowledge base, benefit from the experience of others and participate in meaningful problem solving for this rapidly changing world.
Principle #13 **Minimize negative impacts . . .** Promote long term stability and quality of life through effective balance of economic, environmental and social/cultural priorities.	For example: the overall health of the Village is intricately linked to the health of your local economy, the health and attractiveness of the natural and built environment, and the social fabric of rural living. Incremental growth and the attendant changes that go with it must accommodate both existing and future Lake Elmo citizens.