

NOTICE OF MEETING

The City of Lake Elmo
Planning Commission will conduct a meeting on
Monday, September 24, 2012 at 7:00 p.m.

AGENDA

1. Pledge of Allegiance
2. Approve Agenda
3. Approve Minutes
 - a. September 10, 2012
4. Public Hearing
 - a. ZONING TEXT AMENDMENT – SHORELAND STANDARDS. The Planning Commission is being asked to consider a zoning text amendment that would change the setback from the Ordinary High Water (OHW) Mark for water-oriented accessory structures from 20 feet to 10 feet.
5. Business Items
 - a. VILLAGE PLANNING UPDATE. The Planning Commission will receive an update regarding public comment and reaction to the Village Future Land Use Plan, which was presented to the public at a Town Hall meeting on September 20, 2012.
6. Updates
 - a. City Council Updates
 - i. The City Council approved Ordinance 2012-62, adopting the updates to the Zoning Ordinance, including the new sewer residential and commercial zoning districts to be implemented in the I-94 Corridor.
 - b. Staff Updates
 - i. Upcoming Meetings:
 1. October 10, 2012. Please note that this Planning Commission meeting is on a Wednesday due to the City's observance of the Columbus Day holiday.
 - c. Commission Concerns
7. Adjourn



**City of Lake Elmo
Planning Commission Meeting
Minutes of September 10, 2012**

Chairman Williams called to order the meeting of the Lake Elmo Planning Commission at 7:01pm.

COMMISSIONERS PRESENT: Williams, Boyer, Hall, Haggard, and Fliflet;

COMMISSIONERS ABSENT: Obermueller; and

STAFF PRESENT: Planning Director Klatt and City Planner Johnson.

Approve Agenda:

Chairman Williams asked to add a discussion of the Planning Commission schedule before the updates.

M/S/P, Williams/Hall, move to approve the agenda as amended, Vote: 5-0.

Approve Minutes:

July 23, 2012 – M/S/P, Hall/Williams, motion to accept the minutes for July 23rd as presented, Vote: 5-0.

August 13 – M/S/P, Hall/Fliflet, move to accept the minutes for August 13th as presented, Vote: 4-0, Williams abstained.

August 27 – M/S/P, Williams/Boyer, move to accept the minutes for August 27th as amended, Vote: 4-0, Hall abstained.

Chairman Williams made three corrections to the minutes.

Public Hearing: *Conditional Use Permit – Gatsby Investors LLC*

Planning Director Klatt gave a presentation about the proposed grading project at 9242 Hudson Blvd. N. He provided a location map of the proposed project, showing the neighboring properties. Regarding the site, Planning Director Klatt highlighted the surrounding land uses, which are predominantly retail in nature. In the location of the proposed grading project, the Summit Board Shop has an existing small hill used for the demonstration of ski and snowboarding equipment. This proposal would enlarge the scale of this existing hill.

Planning Director Klatt noted that this proposal requires Planning Commission review due to the movement of over 400 cubic yards of material per acre of the site, requiring a conditional use permit.

Planning Director Klatt moved on to provide the history of the site. The zoning is General Business. In addition, there are some site constraints, including a BP pipeline easement, an existing septic system, and access issues.

Going into further detail, Planning Director Klatt noted that the proposed project includes grading of approximately 5 acres. The northern portion of the site will serve as a storm water retention pond. Also, the grading will extend into the adjacent property owned by Dale Properties, who is a co-signer on the application.

Regarding Staff comments, Planning Director Klatt noted that the grading limits may not extend into the existing drainfield of the septic system. In addition, an access easement must be granted to gain access to the storm water pond. To allow this application to proceed, the applicant must obtain/complete the following items:

- Written authorization from the gas line easement holder.
- So. Washington Watershed District Permit must be obtained
- Maintenance agreement must be drafted.
- Easements over the pond must be obtained.
- NPEDS Permit must be obtained.

Staff recommendation is that the Planning Commission table this item until the additional items are provided.

In addition to showing the location of the septic drainfield, Klatt went through the tree preservation/removal plan. He noted that the applicant must replace or replant 50% of the trees that are being removed.

Planning Director Klatt opened the floor to questions from the Planning Commission.

Commissioner Bloyer asked about the issue of the drainfield. In addition, he noted that sewer may be available in that area soon.

Planning Director Klatt noted that the grading cannot disturb the drainfield. In addition a holding tank scenario would only suffice for 12 months. Regarding the timeline for sewer it is not clear whether it would be available in 12 months.

Commissioner Bloyer asked if the Planning Commission could approve the proposal with the attached conditions.

Planning Director Klatt noted that the additional work necessary for this project will most likely change the project in a significant enough way to warrant the proposal to come back to Planning Commission for review.

Commissioner Haggard asked about the future land use of the adjacent properties.

Planning Director Klatt noted that there is commercial and residential uses nearby in the future land use map of the I-94 Corridor.

Commissioner Haggard asked about utilizing lighting and fences to buffer the use from the future development.

Planning Director Klatt noted that the applicant could answer these questions.

Mr. Joe Heinen, the applicant, made a small presentation. He noted that he has owned the building since 2003 and runs the Summit Board Shop. The shop includes an indoor skate park sized at over 10,000 square feet. Regarding the proposed hill intended to be used for skiing and snowboarding, the applicant noted that it is intended for skill development and demonstration. In addition, the hill will be an important part of the business' marketing strategy in terms of hosting small events. Finally the applicant noted that the size of hill will not rival any of the Metro areas ski hills. It is more intended as an opportunity for kids as an after school opportunity as opposed to a full day excursion.

Commissioner Haggard asked about fencing and lighting.

Mr. Heinen noted that they fully intend to meet the City's lighting ordinance. In addition, a fence may be helpful for safety reasons to keep people out of the area after it is closed.

Chairman Williams asked the applicant how late the shop is open.

Mr. Heinen noted that the store is open until 9pm, after which the hill would be closed.

Commissioner Hall asked if all the skiing would take place on the south-facing hill.

Mr. Heinen noted that all the skiing would take place on the southern portion of the hill.

Chairman Williams opened public hearing at 7:45pm.

Chairman Williams closed the public hearing at 7:46pm

Commissioner Fliflet asked if the amount of existing parking is adequate for the proposed use.

Planning Director Klatt noted that the site plan shows 88 parking stalls, and the applicant at the time asked to install 40 parking stalls. Since this time, parking stalls have been added and are made of crushed rock. If these stalls are going to be used moving forward, then they must be paved to come into compliance.

Chairman Williams asked if the parking should be addressed through this conditional use permit.

Planning Director Klatt noted that if the proposed use is proven to generate additional parking needs, then the conditional use permit should include provisions for additional parking.

Commissioner Haggard asked if there are any necessary permits for the events that the retail shop may host.

Planning Director Klatt noted that events that are intended to support the retail business do not require special event permits. Staff is approaching this project as a grading permit.

Chairman Williams asked why this action is not addressed through a grading permit vs. conditional use permit.

Planning Director Klatt noted that the nuance of the Code requires that we review this proposal as a conditional use permit. The use on the site is currently permitted. The only reason that this is reviewed by the Planning Commission is the magnitude of the grading permit. This proposal is not commonplace, and that is the reason that such a proposal is reviewed with this procedure.

Commissioner Haggard asked if there are any scenarios where the use of the property may not be in compliance.

Planning Director Klatt noted that within the existing Code and GB zoning district, retail stores may have events if it is associated with the retail activity. If the applicant decided to charge for the use of the ski hill, then this use would fall under a different land use category.

Commissioner Hall asked if the applicant would be allowed to have additional signage on the proposed hill above and beyond the allowance in the existing sign code.

Klatt noted that this property is already at the maximum for free standing signs. If the property owner wanted to install a new sign in the place of the existing sign, then he would still need to meet the existing sign code.

Commissioner Bloyer noted that he supports the project because it provides a unique business to Lake Elmo that would add character and provide recreational opportunities for residents.

Planning Director Klatt explained how parking requirements are calculated. These calculations are based on the square footage of retail space.

Chairman Williams asked the applicant if his grading plan would change if the sewer were available.

Mr. Heinen noted that if sewer were available, he would proceed with his existing grading plan.

Chairman Williams noted that Planning Commission should postpone consideration of this proposal until the applicant has provided the required changes and additional items.

M/S/P, Fliflet/Hall, move to postpone consideration of the proposal until the additional requirements highlighted by Staff can be resolved by the applicant, Vote: 5-0.

Business Item: Planning Commission Schedule Discussion

Chairman Williams noted that the City Clerk mentioned a proposal to reduce the Planning Commission schedule to one meeting per month with the second meeting available as demanded by the work schedule.

Commissioner Bloyer noted that he did not wish to reduce the number of meetings because it would extend the amount of time applicants and residents would have to wait to get planning and zoning items completed.

Chairman Williams noted that he supports two meetings a month because as soon as sewer is extended, development applications will greatly increase, requiring more meetings.

Planning Director Klatt noted that there are merits for both arguments. He also noted that the City Code requires the Planning Commission meet twice a month.

Commissioner Fliflet noted that recruitment for Commissioners should increase. In addition, the Planning Commission has often tabled items in need of further review or consideration. For that reason, having two meetings per month keeps things moving.

City Council Updates

The City Council approved the amendment to the shoreland standards of the City Code to allow structures used for watercraft storage up 400 square feet in size.

The City Council approved the Malmquist RAD-2 development extension for a period of 6 months.

Commissioner Bloyer asked about the consequences if the extension was not granted

Planning Director Klatt noted that the applicant would have to resubmit the proposal. In addition, it is the burden of the applicant to prove that the extension is warranted.

Staff Updates

The Planning Commission has an upcoming meeting on September 24, 2012.

The Planning Department and Village Work Group will host a town hall meeting related to Village Area planning on September 20, 2012 at 6:30pm.

Commissioner Jennifer Pelletier submitted her formal resignation from the Planning Commission. The Planning Commission is now down to 6 full voting members.

Chairman Williams asked that notice for Planning Commission vacancies be put up in the new library.

Commissioner Fliflet asked the City Staff to reach out to previous commissioners.

Commission Concerns

Commissioner Hall noted that he will be unable to attend the next meeting.

Adjournment at 8:24pm

Respectfully submitted,

Nick Johnson
City Planner



Planning Commission
Date: 9/24/2012
Item: 4a
Public Hearing

ITEM: Zoning Text Amendment – Shoreland Standards

SUBMITTED BY: Nick Johnson, City Planner

REVIEWED BY: Kyle Klatt, Planning Director

SUMMARY AND ACTION REQUESTED:

Following up from a previous application for a zoning text amendment related to shoreland standards, the Planning Commission is holding a public hearing to consider a text amendment that would change the setback for water-oriented accessory structures to 10 feet from the Ordinary High Water (OHW) mark. The current shoreland standards (§150.255) require a setback of 20 feet for these type of accessory structures. Reducing the setback to 10 feet from the OHW mark for water-oriented accessory structures would be consistent with State Statute and MN DNR standards for shoreland management.

BACKGROUND INFORMATION:

The City of Lake Elmo previously received an application for a zoning text amendment from Mr. Jim Leonard, 3012 Lake Elmo Ave., to allow for water-oriented accessory structures used solely for watercraft storage to occupy up to 400 square feet. In discussion of the State Statutes related to shoreland management, the applicant noted that he would also like the City's shoreland standards to be consistent with the State regarding the setback for these structures from the OHW mark. After approving the applicant's initial request, the Planning Commission directed Staff to prepare a public hearing on the matter of reducing the existing 20-foot setback for water-oriented accessory structures in the City's shoreland standards to 10 feet in order to be consistent with State standards.

It is important to note that the proposed amendment would only apply to water-oriented accessory structures. According to the Lake Elmo City Code, these structures include boathouses, gazebos, screen houses, fish houses, pump houses, and detached decks. Therefore, the proposed 10-foot setback from the OHW mark would only apply to these types of structures. In addition, all the existing performance standards governing water-oriented accessory structures, such as structure height, will remain in place.

Finally, Staff has reached out to the DNR to provide formal review comments regarding this proposed amendment. Unfortunately, the DNR has yet to provide these comments at the time of this packet distribution. However, in discussions with the DNR Area Hydrologist, Molly Shodeen, Staff learned that the DNR would not have any objections to a proposed amendment that would be consistent with State Statute. If Staff receives any formal review comments between this time and the meeting, they will be sure to distribute the comments to the Planning Commission.

RECCOMENDATION:

Staff is recommending that the Planning Commission approve the proposed zoning text amendment by taking the following action:

“Move to approve the proposed zoning text amendment, reducing the setback for water-oriented accessory structures from 20 feet to 10 feet from the Ordinary High Water Mark.”

ATTACHMENTS:

- 1. Proposed Ordinance Amendment
- 2. MN State Statutes for Shoreland Management

ORDER OF BUSINESS:

- Introduction.....Planning Staff
- Report by Staff.....Planning Staff
- Questions from the Commission..... Chair & Commission Members
- Open the Public Hearing.....Chair
- Close the Public HearingChair
- Discussion by the Commission..... Chair & Commission Members
- Action by the Commission..... Chair & Commission Members

PROPOSED ORDINANCE AMENDMENT - SHORELAND STANDARDS
 Lake Elmo Planning Department Draft 9-24-12

§ 150.255 SHORELAND STANDARDS.

(D) *Placement, design, and height of structures.*

(1) *Placement.* When more than 1 setback applies to a site, structures and facilities must be located to meet all setbacks. Where structures exist on the adjoining lots on both sides of a proposed building site, structure setbacks may be altered without a variance to conform to the adjoining setbacks from the ordinary high water level, provided the proposed building site is not located in a shore impact zone or in a bluff impact zone. Structures shall be located as follows.

(a) *Structure and on-site sewage system setbacks.* Structure and on-site sewage system setbacks (in feet) from ordinary high water level.

<i>Setbacks From OHW</i>		
Classification	Structures	Sewage Treatment System
Natural Environment	150 feet	150 feet
Recreational Development	100 feet	75 feet
Tributary	100 feet	75 feet

(b) *Additional structure setbacks.* The following additional structure setbacks apply, regardless of the classification of the water body.

<i>Setback From</i>	Setback (In Feet)
Top of bluff	30
Unplatted cemetery	50
Right-of-way line of federal, state, or county highways	Per underlying zoning district regulations and exceptions
Right-of-way line of town road, public street, or other roads or streets not classified	Per underlying zoning district regulations and exceptions

(c) *Bluff impact zone.* Structures and accessory facilities, except stairways and landings, must not be placed within bluff impact zones.

(d) *Significant historic sites.* No structure may be placed on a significant historic site in a manner that affects the values of the site unless adequate information about the site has been removed and documented in a public repository.

(e) *Steep slopes.* The city shall evaluate possible soil erosion impacts and development visibility from public waters before issuing a permit for construction of sewage treatment systems, roads, driveways, structures, or other improvements on steep slopes. When determined necessary, conditions must be attached to issued permits to prevent erosion and to preserve existing vegetation screening of structures, vehicles, and other facilities as viewed from the surface of public water, assuming summer, leaf-on vegetation.

(f) *Proximity to roads and highways.* Per underlying zoning district regulations and exceptions.

(g) *Use without water-oriented needs.* Use without water-oriented needs must be located on lots or parcels without public waters frontage, or, if located on lots or parcels with public water frontage, must either be set back double the normal ordinary high water level setback or be substantially screened from view from the water by vegetation or topography, assuming summer, leaf-on conditions.

(2) *Design criteria for structures.*

(a) *High water elevations.* Structures must be placed in accordance with any flood plain regulations applicable to the site. All principal structures shall have their lowest floor at a level at least 3 feet above the highest known water level or the ordinary high water level, whichever is higher.

(b) *Water-oriented accessory structures.* Each lot may have 1 water-oriented accessory structure not meeting the normal structure setback in § 150.255(D) if this water-oriented accessory structure complies with the following provisions.

1. The structure or facility must not exceed 13 feet in height, exclusive of safety rails, and cannot occupy an area greater than 250 square feet. Detached decks must not exceed 8 feet above grade at any point.

2. The setback of the structure or facility landward from the ordinary high water level must be at least ~~20~~ 10 feet on a recreational development lake and 50 feet on a natural environment lake.

3. The structure or facility must be treated to reduce visibility as viewed from public waters and adjacent shorelands by vegetation, topography, increased setbacks, or color, assuming summer, leaf-on conditions.

4. The roof may be used as a deck with safety rails, but must not be enclosed or used as a storage area.

5. The structure or facility must not be designed or used for human habitation and must not contain water supply or sewage treatment facilities.

6. As an alternative for general development and recreational development waterbodies, water-oriented accessory structures used solely for watercraft storage, and including storage of related boating and water-oriented sporting equipment, may occupy an area up to 400 square feet provided the maximum width of the structure is 20 feet as measured parallel to the configuration of the shoreline.

6120.3300 ZONING PROVISIONS.

Subpart 1. **Purpose.** To manage the effects of shoreland and water surface crowding, to prevent pollution of surface and ground waters of the state, to provide ample space on lots for sewage treatment systems, to minimize flood damages, to maintain property values, to maintain historic values of significant historic sites, and to maintain natural characteristics of shorelands and adjacent water areas, shoreland controls must regulate lot sizes, placement of structures, and alterations of shoreland areas.

Subp. 2. **Residential lot size.** All single, duplex, triplex, and quad residential lots created after the date of enactment of the local shoreland controls must meet or exceed the dimensions presented in subparts 2a and 2b, and the following:

A. Lots must not be occupied by any more dwelling units than indicated in subparts 2a and 2b. Residential subdivisions with dwelling unit densities exceeding those in the tables in subparts 2a and 2b can only be allowed if designed and approved as residential planned unit developments under part 6120.3800. Only land above the ordinary high water level of public waters can be used to meet lot area standards, and lot width standards must be met at both the ordinary high water level and at the building line. The sewer lot area dimensions in subpart 2a, items D to F can only be used if publicly owned sewer system service is available to the property.

B. On natural environment lakes, subdivisions of duplexes, triplexes, and quads must also meet the following standards:

(1) Each building must be set back at least 200 feet from the ordinary high water level.

(2) Each building must have common sewage treatment and water systems that serve all dwelling units in the building.

(3) Watercraft docking facilities for each lot must be centralized in one location and serve all dwelling units in the building.

(4) No more than 25 percent of a lake's shoreline can be in duplex, triplex, or quad developments.

C. One guest cottage may be allowed in local controls on lots meeting or exceeding the duplex dimensions presented in subparts 2a and 2b if the controls also require all of the following standards to be met:

(1) For lots exceeding the minimum lot dimensions of duplex lots, the guest cottage must be located within the smallest duplex-sized lot that could be created including the principal dwelling unit.

(2) A guest cottage must not cover more than 700 square feet of land surface and must not exceed 15 feet in height.

(3) A guest cottage must be located or designed to reduce its visibility as viewed from public waters and adjacent shorelands by vegetation, topography, increased setbacks, color, or other means acceptable to the local unit of government, assuming summer leaf-on conditions.

D. Lots of record in the office of the county recorder on the date of enactment of local shoreland controls that do not meet the requirements of items A to E and subparts 2a and 2b may be allowed as building sites without variances from lot size requirements provided the use is permitted in the zoning district, the lot has been in separate ownership from abutting lands at all times since it became substandard, was created compliant with official controls in effect at the time, and sewage treatment and setback requirements of the shoreland controls are met. Necessary variances from setback requirements must be obtained before any use, sewage treatment system, or building permits are issued for the lots. In evaluating all the variances, boards of adjustment shall consider sewage treatment and water supply capabilities or constraints of the lots and shall deny the variances if adequate facilities cannot be provided. If, in a group of two or more contiguous lots under the same ownership, any individual lot does not meet the requirements of items A to E and subparts 2a and 2b, the lot must not be considered as a separate parcel of land for the purposes of sale or development. The lot must be combined with the one or more contiguous lots so they equal one or more parcels of land, each meeting the requirements of items A to E and subparts 2a and 2b as much as possible. Local shoreland controls may set a minimum size for nonconforming lots or impose their restrictions on their development.

E. If allowed by local governments, lots intended as controlled accesses to public waters or recreation areas for use by owners of nonriparian lots within subdivisions must meet or exceed the following standards:

(1) They must meet the width and size for residential lots, and be suitable for the intended uses of controlled access lots. If docking, mooring, or over-water storage of watercraft is to be allowed at a controlled access lot, then the width of the lot must be increased by the percent of the requirements for riparian residential lots for each watercraft provided for by covenant beyond six, consistent with the following table:

Controlled Access Lot Frontage Requirements

Ratio of lake size to shore length (acres/mile)	Required increase in frontage (percent)
Less than 100	25
100-200	20
201-300	15

301-400	10
Greater than 400	5

(2) They must be jointly owned by all purchasers of lots in the subdivision or by all purchasers of nonriparian lots in the subdivision who are provided riparian access rights on the access lot.

(3) Covenants or other equally effective legal instruments must be developed that specify which lot owners have authority to use the access lot and what activities are allowed. The activities may include watercraft launching, loading, storage, beaching, mooring, or docking. They must also include other outdoor recreational activities that do not significantly conflict with general public use of the public water or the enjoyment of normal property rights by adjacent property owners. Examples of the nonsignificant conflict activities include swimming, sunbathing, or picnicking. The covenants must limit the total number of vehicles allowed to be parked and the total number of watercraft allowed to be continuously moored, docked, or stored over water, and must require centralization of all common facilities and activities in the most suitable locations on the lot to minimize topographic and vegetation alterations. They must also require all parking areas, storage buildings, and other facilities to be screened by vegetation or topography as much as practical from view from the public water, assuming summer, leaf-on conditions.

Subp. 2a. **Lot area and width standards for single, duplex, triplex, and quad residential development; lake classes.** The lot area and width standards for single, duplex, triplex, and quad residential developments for the lake classes are:

A. Natural Environment, no sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	80,000	80,000
Duplex	120,000	160,000
Triplex	160,000	240,000
Quad	200,000	320,000

Lot width (feet)

Single	200	200
Duplex	300	400

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Triplex	400	600
Quad	500	800

B. Recreational Development, no sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	40,000	40,000
Duplex	80,000	80,000
Triplex	120,000	120,000
Quad	160,000	160,000

Lot width (feet)

Single	150	150
Duplex	225	265
Triplex	300	375
Quad	375	490

C. General Development, no sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	20,000	40,000
Duplex	40,000	80,000
Triplex	60,000	120,000
Quad	80,000	160,000

Lot width (feet)

Single	100	150
Duplex	180	265
Triplex	260	375
Quad	340	490

D. Natural Environment, sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	40,000	20,000
Duplex	70,000	35,000
Triplex	100,000	52,000
Quad	130,000	65,000

Lot width (feet)

Single	125	125
Duplex	225	220
Triplex	325	315
Quad	425	410

E. Recreational Development, sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	20,000	15,000
Duplex	35,000	26,000
Triplex	50,000	38,000
Quad	65,000	49,000

Lot width (feet)

Single	75	75
Duplex	135	135
Triplex	195	190
Quad	255	245

F. General Development, sewer:

Lot area (square feet)

	Riparian lots	Nonriparian lots
Single	15,000	10,000
Duplex	26,000	17,500

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Triplex	38,000	25,000
Quad	49,000	32,500

Lot width (feet)

Single	75	75
Duplex	135	135
Triplex	195	190
Quad	255	245

Subp. 2b. **Lot width standards for single, duplex, triplex, and quad residential development; river classes.** The lot width standards for single, duplex, triplex, and quad residential development for river classes are:

Lot width (feet)

	Remote	Forested	Transition	Agricultural	Urban & Tributary	
					No sewer	Sewer
Single	300	200	250	150	100	75
Duplex	450	300	375	225	150	115
Triplex	600	400	500	300	200	150
Quad	750	500	625	375	250	190

Subp. 3. **Placement and height of structures and facilities on lots.** When more than one setback requirement applies to a site, structures and facilities must be located to meet all setbacks. The placement of structures and other facilities on all lots must be managed by shoreland controls as follows:

A. **Structure setbacks.** The following minimum setbacks presented in the following table for each class of public waters apply to all structures, except water-oriented accessory structures and facilities that are managed according to item H:

(1) Structure setback standards

Class	Ordinary high water level setback (feet)		Setback from top of bluff (feet)
	Unsewered	Sewered	
	Natural environment	150	150
Recreational development	100	75	30

General development	75	50	30
Remote river segments	200	200	30
Forested and transition river segments	150	150	30
Agricultural, urban, and tributary river segments	100	50	30

(2) Exceptions to structure setback standards in subitem (1). Where structures exist on the adjoining lots on both sides of a proposed building site, structure setbacks may be altered without a variance to conform to the adjoining setbacks provided the proposed building site is not located in a shore impact zone or in a bluff impact zone.

B. High water elevations. In addition to the setback requirements of item A, local shoreland controls must regulate placement of structures in relation to high water elevation. Where state-approved, local flood plain management controls exist, structures must be placed at an elevation consistent with the controls. Where these controls do not exist, the elevation to which the lowest floor, including basement, is placed or flood-proofed must be determined as follows:

(1) For lakes, by placing the lowest floor at a level at least three feet above the highest known water level, or three feet above the ordinary high water level, whichever is higher. In instances where lakes have a history of extreme water level fluctuations or have no outlet capable of keeping the lake level at or below a level three feet above the ordinary high water level, local controls may require structures to be placed higher.

(2) For rivers and streams, by placing the lowest floor at least three feet above the flood of record, if data are available. If data are not available, by placing the lowest floor at least three feet above the ordinary high water level, or by conducting a technical evaluation to determine effects of proposed construction upon flood stages and flood flows and to establish the flood protection elevation. Under all three approaches, technical evaluations must be done consistent with parts 6120.5000 to 6120.6200 governing the management of flood plain areas. If more than one approach is used, the highest flood protection elevation determined must be used for placing structures and other facilities.

(3) Water-oriented accessory structures may have the lowest floor placed lower than the elevation determined in this subpart if the structure is constructed of flood-resistant materials to the elevation, electrical and mechanical equipment is placed above the elevation and, if long duration flooding is anticipated, the structure is built to withstand ice action and wind-driven waves and debris.

C. Bluff impact zones. Structures and accessory facilities, except stairways and landings, must not be placed within bluff impact zones.

D. Steep slopes. Local government officials must evaluate possible soil erosion impacts and development visibility from public waters before issuing a permit for construction of sewage treatment systems, roads, driveways, structures, or other improvements on steep slopes. When determined necessary, conditions must be attached to issued permits to prevent erosion and to preserve existing vegetation screening of structures, vehicles, and other facilities as viewed from the surface of public waters, assuming summer, leaf-on vegetation.

E. Proximity to unplatted cemeteries and significant historic sites. No structure may be placed nearer than 50 feet from the boundary of an unplatted cemetery protected under Minnesota Statutes, section 307.08, unless necessary approval is obtained from the Minnesota State Archaeologist's Office. No structure may be placed on a significant historic site in a manner that affects the values of the site unless adequate information about the site has been removed and documented in a public repository.

F. Proximity to roads and highways. No structure may be placed nearer than 50 feet from the right-of-way line of any federal, state, or county highway; or 20 feet from the right-of-way line of any town road, public street, or others not classified.

G. Height. All structures in residential districts in cities, except churches and nonresidential agricultural structures, must not exceed 25 feet in height.

H. Accessory structures and facilities. All accessory structures and facilities, except those that are water-oriented, must meet or exceed structure setback standards. If allowed by local government controls, each residential lot may have one water-oriented accessory structure or facility located closer to public waters than the structure setback if all of the following standards are met:

(1) The structure or facility must not exceed ten feet in height, exclusive of safety rails, and cannot occupy an area greater than 250 square feet. Detached decks must not exceed eight feet above grade at any point.

(2) The setback of the structure or facility from the ordinary high water level must be at least ten feet.

(3) The structure or facility must be treated to reduce visibility as viewed from public waters and adjacent shorelands by vegetation, topography, increased setbacks, color, or other means acceptable to the local unit of government, assuming summer, leaf-on conditions.

(4) The roof may be used as a deck with safety rails, but must not be enclosed or used as a storage area.

(5) The structure or facility must not be designed or used for human habitation and must not contain water supply or sewage treatment facilities.

(6) As an alternative for general development and recreational development waterbodies, water-oriented accessory structures used solely for watercraft storage, and including storage of related boating and water-oriented sporting equipment, may occupy an area up to 400 square feet provided the maximum width of the structure is 20 feet as measured parallel to the configuration of the shoreline.

(7) Any accessory structures or facilities not meeting the above criteria, or any additional accessory structures or facilities must meet or exceed structure setback standards.

I. Stairways, lifts, and landings. Stairways and lifts are the preferred alternative to major topographic alterations for achieving access up and down bluffs and steep slopes to shore areas. Stairways and lifts must meet the following design requirements:

(1) Stairways and lifts must not exceed four feet in width on residential lots. Wider stairways may be used for commercial properties, public open-space recreational properties, and planned unit developments.

(2) Landings for stairways and lifts on residential lots must not exceed 32 square feet in area. Landings larger than 32 square feet may be used for commercial properties, public open-space recreational properties, and planned unit developments.

(3) Canopies or roofs are not allowed on stairways, lifts, or landings.

(4) Stairways, lifts, and landings may be either constructed above the ground on posts or pilings, or placed into the ground, provided they are designed and built in a manner that ensures control of soil erosion.

(5) Stairways, lifts, and landings must be located in the most visually inconspicuous portions of lots, as viewed from the surface of the public water assuming summer, leaf-on conditions, whenever practical.

(6) Facilities such as ramps, lifts, or mobility paths for persons with physical disabilities are also allowed for achieving access to shore areas, provided that the dimensional and performance standards of subitems (1) to (5) are complied with in addition to the requirements of chapter 1341.

J. Decks. Except as provided in item H, decks must meet the structure setback standards. Decks that do not meet setback requirements from public waters may be allowed without a variance to be added to structures existing on the date the shoreland structure setbacks were established by ordinance, if all of the following criteria and standards are met:

(1) a thorough evaluation of the property and structure reveals no reasonable location for a deck meeting or exceeding the existing ordinary high water level setback of the structure;

(2) the deck encroachment toward the ordinary high water level does not exceed 15 percent of the existing shoreline setback of the structure from the ordinary high water level or does not encroach closer than 30 feet, whichever is more restrictive; and

(3) the deck is constructed primarily of wood, and is not roofed or screened.

Subp. 4. **Shoreland alterations.** Vegetative alterations and excavations or grading and filling necessary for the construction of structures and sewage treatment systems under validly issued permits for these facilities are exempt from the vegetative alteration standards in this subpart and separate permit requirements for grading and filling. However, the grading and filling conditions of this subpart must be met for issuance of permits for structures and sewage treatment systems. Alterations of vegetation and topography must be controlled by local governments to prevent erosion into public waters, fix nutrients, preserve shoreland aesthetics, preserve historic values, prevent bank slumping, and protect fish and wildlife habitat. Public roads and parking areas, as regulated by subpart 5, are exempt from the provisions of this part.

A. Removal or alterations of vegetation, except for forest management or agricultural uses as provided for in subparts 7 and 8, is allowed according to the following standards:

(1) Intensive vegetation clearing within the shore and bluff impact zones and on steep slopes is not allowed. Intensive vegetation clearing outside of these areas is allowed if the activity is consistent with the forest management standards in subpart 8.

(2) Limited clearing of trees and shrubs and cutting, pruning, and trimming of trees to accommodate the placement of stairways and landings, picnic areas, access paths, livestock watering areas, beach and watercraft access areas, and permitted water-oriented accessory structures or facilities, as well as providing a view to the water from the principal dwelling site, in shore and bluff impact zones and on steep slopes is allowed, provided that:

(a) the screening of structures, vehicles, or other facilities as viewed from the water, assuming summer, leaf-on conditions, is not substantially reduced;

(b) along rivers, existing shading of water surfaces is preserved; and

(c) the above provisions are not applicable to the removal of trees, limbs, or branches that are dead, diseased, or pose safety hazards.

(3) Use of fertilizer and pesticides in the shoreland management district must be done in such a way as to minimize runoff into the shore impact zone or public water by the use of earth, vegetation, or both.

B. Before grading or filling on steep slopes or within shore or bluff impact zones involving the movement of more than ten cubic yards of material or anywhere else

in a shoreland area involving movement of more than 50 cubic yards of material, it must be established by local official permit issuance that all of the following conditions will be met. The following conditions must also be considered during subdivision, variance, building permit, and other conditional use permit reviews.

(1) Before authorizing any grading or filling activity in any type 2, 3, 4, 5, 6, 7, or 8 wetland, local officials must consider how extensively the proposed activity would affect the following functional qualities of the wetland:

- (a) sediment and pollutant trapping and retention;
- (b) storage of surface runoff to prevent or reduce flood damage;
- (c) fish and wildlife habitat;
- (d) recreational use;
- (e) shoreline or bank stabilization; or
- (f) noteworthiness, including special qualities such as historic significance, critical habitat for endangered plants and animals, or others.

This evaluation must also include a determination of whether the wetland alteration being proposed requires permits, reviews, or approvals by other local, state, or federal agencies such as a watershed district, the Minnesota Department of Natural Resources, or the United States Army Corps of Engineers.

(2) Alterations must be designed and conducted in a manner that ensures only the smallest amount of bare ground is exposed for the shortest time possible.

(3) Mulches or similar materials must be used, where necessary, for temporary bare soil coverage, and a permanent vegetation cover must be established as soon as possible.

(4) Methods to minimize soil erosion and to trap sediments before they reach any surface water feature must be used.

(5) Altered areas must be stabilized to acceptable erosion control standards consistent with the field office technical guides of the local soil and water conservation districts and the United States Soil Conservation Service.

(6) Fill or excavated material must not be placed in a manner that creates an unstable slope.

(7) Plans to place fill or excavated material on steep slopes must be reviewed by qualified professionals for continued slope stability and must not create finished slopes of 30 percent or greater.

(8) Fill or excavated material must not be placed in bluff impact zones.

(9) Any alterations below the ordinary high water level of public waters must first be authorized by the commissioner under Minnesota Statutes, sections 103G.245 and 103G.405.

(10) Alterations of topography must only be allowed if they are accessory to permitted or conditional uses and do not adversely affect adjacent or nearby properties.

(11) Placement of natural rock riprap, including associated grading of the shoreline and placement of a filter blanket, is permitted if the finished slope does not exceed three feet horizontal to one foot vertical, the landward extent of the riprap is within ten feet of the ordinary high water level, and the height of the riprap above the ordinary high water level does not exceed three feet.

C. Connections to public waters. Excavations where the intended purpose is connection to a public water, such as boat slips, canals, lagoons, and harbors, must be controlled by local shoreland controls. Permission for excavations may be given only after the commissioner has approved the proposed connection to public waters.

Subp. 5. **Placement and design of roads, driveways, and parking areas.** Public and private roads, driveways, and parking areas must be designed to take advantage of natural vegetation and topography to achieve maximum screening from view from public waters. They must be designed and constructed to minimize and control erosion to public waters consistent with the field office technical guides of the local soil and water conservation district, or other applicable technical materials.

A. Roads, driveways, and parking areas must meet structure setbacks and must not be placed within bluff and shore impact zones, when other reasonable and feasible placement alternatives exist. If no alternatives exist, they may be placed within these areas, and must be designed to minimize adverse impacts.

B. Public and private watercraft access ramps, approach roads, and access-related parking areas may be placed within shore impact zones provided the vegetative screening and erosion control conditions of this subpart are met. For private facilities, the grading and filling provisions of subpart 4, item B, must also be met.

Subp. 6. [Repealed, 13 SR 3029]

Subp. 7. **Agricultural use standards.** The agricultural use standards for shoreland areas are contained in items A, B, C, and D.

A. The shore impact zone for parcels with permitted agricultural land uses is equal to a line parallel to and 50 feet from the ordinary high water level.

B. General cultivation farming, grazing, nurseries, horticulture, truck farming, sod farming, and wild crop harvesting are permitted uses if steep slopes and shore and bluff impact zones are maintained in permanent vegetation or operated under an

approved conservation plan (Resource Management Systems) consistent with the field office technical guides of the local soil and water conservation districts or the United States Soil Conservation Service.

C. Animal feedlots as defined by the Minnesota Pollution Control Agency, where allowed by zoning district designations, must be reviewed as conditional uses and must meet the following standards:

(1) New feedlots must not be located in the shoreland of watercourses or in bluff impact zones and must meet a minimum setback of 300 feet from the ordinary high water level of all public waters basins.

(2) Modifications or expansions to existing feedlots that are located within 300 feet of the ordinary high water level or within a bluff impact zone are allowed if they do not further encroach into the existing ordinary high water level setback or encroach on bluff impact zones.

(3) A certificate of compliance, interim permit, or animal feedlot permit, when required by parts 7020.0100 to 7020.1900, must be obtained by the owner or operator of an animal feedlot.

D. Use of fertilizer, pesticides, or animal wastes within shorelands must be done in such a way as to minimize impact on the shore impact zone or public water by proper application or use of earth or vegetation.

Subp. 8. Forest management standards. The harvesting of timber and associated reforestation or conversion of forested use to a nonforested use must be conducted consistent with the following standards:

A. Timber harvesting and associated reforestation must be conducted consistent with the provisions of the Minnesota Nonpoint Source Pollution Assessment-Forestry and the provisions of Water Quality in Forest Management "Best Management Practices in Minnesota."

B. If allowed by local governments, forest land conversion to another use requires issuance of a conditional use permit and adherence to the following standards:

(1) shore and bluff impact zones must not be intensively cleared of vegetation; and

(2) an erosion and sediment control plan is developed and approved by the local soil and water conservation district before issuance of a conditional use permit for the conversion.

C. Use of fertilizer, pesticides, or animal wastes within shorelands must be done in such a way as to minimize impact on the shore impact zone or public water by proper application or use of earth or vegetation.

Subp. 9. **Extractive use standards.** Processing machinery must be located consistent with setback standards for structures from ordinary high water levels of public waters and from bluffs.

An extractive use site development and restoration plan must be developed, approved by the local government, and followed over the course of operation of the site. The plan must address dust, noise, possible pollutant discharges, hours and duration of operation, and anticipated vegetation and topographic alterations. It must also identify actions to be taken during operation to mitigate adverse environmental impacts, particularly erosion, and must clearly explain how the site will be rehabilitated after extractive activities end.

Subp. 10. **Standards for commercial, industrial, public, and semipublic uses.** Surface water-oriented commercial uses and industrial, public, or semipublic uses with similar needs to have access to and use of public waters may be located on parcels or lots with frontage on public waters. Uses without water-oriented needs must be located on lots or parcels without public waters frontage, or, if located on lots or parcels with public waters frontage, must either be set back double the normal ordinary high water level setback or be substantially screened from view from the water by vegetation or topography, assuming summer, leaf-on conditions. Those with water-oriented needs must meet the following standards:

A. In addition to meeting impervious coverage limits, setbacks, and other zoning standards presented elsewhere in parts 6120.2500 to 6120.3900, the uses must be designed to incorporate topographic and vegetative screening of parking areas and structures.

B. Uses that require short-term watercraft mooring for patrons must centralize these facilities and design them to avoid obstructions of navigation and to be the minimum size necessary to meet the need.

C. Uses that depend on patrons arriving by watercraft may use signs and lighting to convey needed information to the public, subject to the following general standards:

(1) No advertising signs or supporting facilities for signs may be placed in or upon public waters. Signs conveying information or safety messages may be placed in or on public waters by a public authority or under a permit issued by the county sheriff.

(2) Signs may be placed, when necessary, within the shore impact zone if they are designed and sized to be the minimum necessary to convey needed information. They must only convey the location and name of the establishment and the general types of goods or services available. The signs must not contain other detailed information such as product brands and prices, must not be located higher than ten feet above the ground, and must not exceed 32 square feet in size. If illuminated by artificial lights, the lights must be shielded or directed to prevent illumination out across public waters.

(3) Other outside lighting may be located within the shore impact zone or over public waters if it is used primarily to illuminate potential safety hazards and is shielded or otherwise directed to prevent direct illumination out across public waters. This does not preclude use of navigational lights.

Subp. 11. **Storm water management.** Local governments must consider proper storm water management in all reviews, approvals, and permit issuances under shoreland management controls adopted under parts 6120.2500 to 6120.3900. The following general and specific standards must be incorporated into local government shoreland management controls and their administration.

A. The following are general standards:

(1) When possible, existing natural drainageways, wetlands, and vegetated soil surfaces must be used to convey, store, filter, and retain storm water runoff before discharge to public waters.

(2) Development must be planned and conducted in a manner that will minimize the extent of disturbed areas, runoff velocities, erosion potential, and reduce and delay runoff volumes. Disturbed areas must be stabilized and protected as soon as possible and facilities or methods used to retain sediment on the site.

(3) When development density, topographic features, and soil and vegetation conditions are not sufficient to adequately handle storm water runoff using natural features and vegetation, various types of constructed facilities such as diversions, settling basins, skimming devices, dikes, waterways, and ponds may be used. Preference must be given to designs using surface drainage, vegetation, and infiltration rather than buried pipes and human-made materials and facilities.

B. The following are specific standards:

(1) Impervious surface coverage of lots must not exceed 25 percent of the lot area.

(2) When constructed facilities are used for storm water management, they must be designed and installed consistent with the field office technical guide of the local soil and water conservation districts.

(3) New constructed storm water outfalls to public waters must provide for filtering or settling of suspended solids and skimming of surface debris before discharge.

Subp. 12. **Mining of metallic minerals and peat, as defined by Minnesota Statutes, sections 93.44 to 93.51.** Mining of metallic minerals and peat shall be a permitted use provided the provisions of Minnesota Statutes, sections 93.44 to 93.51, are satisfied.

Statutory Authority: *MS s 16B.59 to 16B.75; 105.485; 103F.211; 326B.101 to 326B.194*

History: *13 SR 3029; 17 SR 1279; 23 SR 2042; L 2005 c 56 s 2; L 2007 c 140 art 4 s 61; art 13 s 4; L 2008 c 337 s 64*

Posted: *June 11, 2008*

Planning Commission
Date: 9/24/12
Business Item
Item: 5a

ITEM: Village Area Planning Update

SUBMITTED BY: Kyle Klatt, Planning Director

REVIEWED BY: Nick Johnson, City Planner

SUMMARY AND ACTION REQUESTED:

Staff will be presenting a verbal progress update to the Planning Commission at its next meeting regarding some work that has been performed to date by the Village Planning Work Group. The City sponsored a town hall meeting on September 20th to discuss the current status of the Village plans, and at this meeting Staff reviewed the following with those in attendance:

- The comments received from the previous Village planning open house
- A brief overview of the recent City Council approvals related to the I-94 Corridor planning efforts
- The revised land use plan that has been endorsed by the Village Planning Work Group
- Results from the septic survey conducted earlier this year and proposed adjustments to the Village area sewer service boundaries
- A proposed preservation plan for open space conservation within the Village planning area.

Staff will present a condensed version of the presentation that was made at the Town Hall meeting in order to address any questions or comments from the Commission regarding the work that is being done by the Village Work Group.

ADDITIONAL INFORMATION:

Attached is a frequently asked question sheet that was prepared for the town hall meeting in order to address some of the more common questions that Staff has received relevant to the Village planning project.

RECOMMENDATION:

No action is necessary on this item; Staff will be presenting a verbal report at the meeting.

ATTACHMENTS:

1. Village Planning FAQ Handout

ORDER OF BUSINESS:

- IntroductionKyle Klatt, Planning Director
- ReportKyle Klatt, Planning Director
- Questions from the Commission.....Chair & Commission Members
- Public Comments (if appropriate) Chair
- Action by the Planning CommissionChair & Commission Members

Village Planning Town Hall – 9/20/12

Frequently Asked Questions (FAQ) for Village Future Land Use Plan:

1. What is a mixed-use district?

The mixed-use zoning district is a district that allows a variety of land uses including residential, office, retail, and public uses in a compact downtown setting. In addition to allowing a variety of uses, mixed-use structures, containing both residential and non residential uses in the same building, are also encouraged in the mixed-use district. The goal of the mixed-use district is to foster development that will serve as a community destination and gathering space, similar to other downtown areas.

2. How will a mixed use district impact existing homes?

Existing single family homes that are located within the mixed-use zoning district will be considered a permitted use as long as they are in existence before the adoption of the zoning map change. These single family homes **will not** be considered non-conforming uses. In other words, these homes will be allowed to expand as long as the provisions of the mixed-use zoning district related to existing single family homes are met.

3. Will residential uses be allowed within the mixed use district?

The mixed-use zoning district will allow residential land uses that are high density in nature. These residential land uses include multi-family condominium and apartment structures, as well as single family attached (townhome) developments. In order to encourage a compact and walkable downtown area, single family detached homes are not allowed in this district, unless they are an existing use as noted in the previous question.

4. How does the Village Master Plan fit in to the proposed Comprehensive Plan Update?

Drafted in 2007, the Village Master Plan remains the vision driving the current planning process for the Village Area. Components of the land use plan found within the Village Master Plan have been carried through to the current proposed future land use plan.

The components include:

- Greenbelt buffer surrounding the Village
- Single family residential development areas surrounding downtown
- Incorporation of City park/playfield
- Downtown mixed-use destination area

In addition, the 13 Guiding Principles of the Village Master Plan are considered the planning values necessary to successfully manage growth and development in the Village Area.

5. What is the status of the Village Alternative Urban Areawide Review (AUAR)?

Adopted in 2009, the AUAR is an environmental review of the Village Area done in advance of any development. The purpose of this review is to determine the potential impacts of various development scenarios, thereby preparing mitigation strategies to minimize these impacts. From its adoption date (4-5-09), the AUAR is valid for 5 years. As the development community submits development proposals, the AUAR will be utilized to direct mitigation efforts related to development impacts. In addition, the City intends to recuperate the costs associated with performing the environmental review on the Village Area through the development process.

6. Is the proposed land use plan consistent with the Village AUAR?

In order to study the impacts of development in the Village, the AUAR analyzed development impact in the context of 4 scenarios. Three of these four development scenarios were based on different build outs of the land use plan contained within the Village Master Plan. Considering that the proposed land use plan for the Village is based upon the Village Master Plan, the AUAR will remain valid for the proposed future land use plan.

7. How will planning costs for the Village (including the AUAR) be recovered by the City?

A portion of the planning costs associated with work completed for the Village Area, including the AUAR, will be recovered through development activity in the form of development fees.

8. When will sewer be brought to the Village?

In order to take advantage of a grant awarded to the City from State stimulus funding in 2010, the City intends to extend forcemain sewer from the Cottage Grove Ravine Interceptor to 30th St. near Reid Park either in 2013 or 2014. Under the provisions of the grant, the City is eligible to receive \$1,000,000 to support the forcemain sewer project. However, the City must initiate the work on the forcemain sewer project no later than 2014 or would lose the grant funding. After the forcemain project to Reid Park is completed, sewer will be available for extension to the existing and new development areas within the Village. Depending on the demand of development and project costs, the City must determine how to serve the Village with sewer in the most fiscally responsible manner possible.

9. Will I be required to hook up to sewer when it is installed?

All parcels that are located within the Municipal Urban Service Area (MUSA), or Village boundary, will eventually be required to hook-up to sanitary sewer. Once the City has made a sewer service stub available to a given property, that property owner is allowed a two-year time period to hook up to municipal sewer service.

10. What is being done to manage traffic on Highway 5?

Regarding the HWY-5 safety issue, the City has been working with Mn/DOT and Washington County to study traffic patterns in the area to gain a better understanding what can be done to improve safety. Areas of concern that have been raised include the dangerous left-hand turning movements at intersections of CR-17 (Lake Elmo Ave.) and HWY-5, as well as safe pedestrian crossings near Lake Elmo Elementary. As the cooperation on this issue continues, studies produced by Mn/DOT and Washington County will be valuable in crafting measures to improve safety on HWY-5. If traffic along this corridor grows due to future development, measures to control these dangerous intersections will ultimately have to be implemented, such as signalization (traffic lights).

The City has been working on a three-phased approach to managing traffic in and around the Village Planning area, which includes the requesting of speed reductions along the Highway 5 and Highway 17 corridors, increased enforcement of speed limits in these corridors, and the incorporation of physical traffic calming measures throughout the planning area. Specific traffic calming improvements will be considered by the City either as new development occurs or as existing roads are repaired.

11. How will the proposed open space/buffer zone be created?

The City is currently working with the Minnesota Land Trust to devise a strategy to support conservation efforts within the Greenbelt or Open Space surrounding the Village Area. At this time, the MN Land Trust is recommending a hybrid strategy of open space through development and open space through conservation easement purchase in order to achieve the Greenbelt. In addition, the Land Trust has offered to work with the city on researching possible funding sources for supporting conservation easements in the Village Area.

12. How will the City ensure that new development is consistent with the character of the existing uses within Village?

As part of planned revisions to the Zoning Ordinance, the City will be considering the adoption of design standards for development within the Village area and the creation of a "form-based code" for the Village. A form-based code could place an emphasis on the location, design, orientation of a buildings as they relate to the street rather than the uses and activities taking place on the inside of buildings. A form-based code would be intended to help continue the existing development patterns that created the current downtown.