



MAYOR AND COUNCIL COMMUNICATION

DATE: 7/19/2016

CONSENT

ITEM #: 18

AGENDA ITEM: Street Naming Policy
SUBMITTED BY: Emily Becker, City Planner
THROUGH: Kristina Handt, City Administrator
REVIEWED BY: Stephen Wensman, Planning Director

BACKGROUND:

Currently, Chapter 153: Subdivision Regulations, Section 07: Preliminary Plat, Subd. E: Proposed Design Features mandates that street names and numbering system shall comply with the County Uniform Street Numbering System. It also states that the “name of any street used in the city or its environs shall not be used [in a proposed plat] unless the proposed street is a logical extension of an already named street, in which event the same name shall be used.”

The County Uniform Street Naming and Property Numbering System was developed by the County in 1967 and adopted by the City in an Agreement with the County in 1971. The City canceled the street naming portion of the agreement by Resolution #2000-071 in 2000 in response to the County’s refusal to record the Fields of St. Croix II plat because the street names did not correspond to the agreed-to system.

In 2005, Ordinance 97-149 was adopted reintroducing a uniform street naming system within the City that follows the general pattern (alphabetical west-to-east) of the 1971 Agreement, but which also allows some street naming latitude as long as the alphabetical range is adhered to. The purpose of this ordinance was to have the force of law for future plats in regards to street naming. This ordinance, however, no longer exists in the published Lake Elmo Code of Ordinances. The reason for this is unclear to Staff as there has been no found record of its repeal.

Without a current and clear street naming policy or ordinance, there has been recent confusion and discussion about street naming within new developments. Attached is research gathered on these discussions about street naming from Council meeting minutes in the past year. Summarily, with Staff transitions, it has not been clear what actual policy or ordinance to refer to when reviewing proposed street names.

Staff has found that a motion “that if the street dead ends, so does the name” was passed at the May 5, 2015 City Council meeting with a vote of 3-2. However, no formal document was prepared or approved. This supposed policy holds that when streets are not continuous, they should not have the same name (i.e. a street name should only be in one development within the City).

In order to provide clarity on this issue, Staff is proposing an official City street naming policy be enacted and that the policy be referred to in the City Code. Staff is also recommending repeal of City Code references to the County Uniform Street Naming and Property Numbering System

ISSUE BEFORE COUNCIL:

The Council should decide if the City should adopt a street naming policy, repealing reference to the County Uniform Street Numbering System

PROPOSAL DETAILS/ANALYSIS:

Repeal Section 540. Ordinance No. 97-149, which added Section 540 relating to the uniform system for naming streets and numbering properties and principal buildings in the City of Lake Elmo, was never found to be repealed, according to research by Staff; there is no reference to the References to Ordinances Section of the City Code. As a result, the proposed ordinance will officially repeal this Section.

Amendment to Section 153.07: Preliminary Plat, Subd. (E) (1). It is being proposed that the reference to the County Uniform Street Numbering System in Chapter 153 be repealed as well as the language stating that the “name of any street used in the city or its environs shall not be used [in a proposed plat] unless the proposed street is a logical extension of an already named street, in which event the same name shall be used.” Reference to the City Street Naming Policy should be placed here instead.

Proposed Policy. As previously explained, a number of changes have been made to how streets are named over the past years. With changes to the City, it is likely that changes will continue to happen in order to accommodate new development. Because of this, it is proposed that a street naming policy be enacted, and that this policy be referenced by ordinance. Resultantly, changes to the way streets are named can be made without ordinance amendments.

Partial Utilization of County Uniform Street Naming and Property Numbering System. There are a number of procedures from this manual that make sense and should be utilized in the City street naming policy. The following are proposed policies that follow the Uniform Street Naming and Property Numbering System:

North-South Streets. Streets running north-south are labelled as avenues. It is proposed that streets will need to be named based on alphabetical order east to west, starting with “Hi-“ on the far west side of the City and ending with “Ma-“ on the far east side of the City. A grid outlining this system is attached.

Exception. Because the City has deviated from this rule in the past (i.e. in the Wildflower, Tapestry, Whistling Valley) the Council should consider if street names that do not follow the alphabetical order but relate to the development name should be allowed.

East-West Streets. Streets running north-south are labelled as streets and are numbered, decreasing from 60th Street at the far north of the city, ending at Hudson Boulevard. A grid outlining this numbering system is attached.

All Other Streets. Such streets that do not directionally fit in to the above-mentioned categories should be named as follows:

NE to SW streets shall be called Boulevards.

NW to SE streets shall be called Roads.

Streets that relate to a base street from which it is extended shall be called Courts or Circles.

Streets that dip in form a connecting off-shoot from another street shall be called Lanes or Ways.

Meandering routes shall be called Trails.

Property Numbering System. There shall be 1000 property numbers, or 500 numbers on each side of the street, available per mile. Each 12 feet of street frontage shall be assigned a number.

Odd and Even Numbers. Odd numbers shall be used on the South and East sides of the streets and even numbers shall be used on the North and West sides of the streets.

Assignment of Numbers on Corner Lots. Property numbers should be assigned to according to what is meant to be the front lot line as defined by the Lake Elmo Code of Ordinances.

No Duplication. Any street that stops in one part of the City shall not be used in another part of the City, regardless if it is on the same grid as another street. Numbered streets are an exception to this rule.

Must End With "North." In order to keep all street names uniform, it is proposed that all street names be required to end with "North."

New Development. The City Street Naming Policy shall apply to new development. Existing street names shall remain the same.

FISCAL IMPACT:

Enacting a clarifying City Street Naming Policy may reduce Staff, Commission and Council time spent reviewing and approving street names.

OPTIONS:

The Council has the following options in regards to this Agenda Item:

- Approve the City Street Naming Policy as proposed.
- Approve the City Street Naming Policy with edits.
- Deny the City Street Naming Policy and keep existing language of Section 153.07: Preliminary Plat, Subd. (E) (1).
- Deny the City Street Naming Policy and direct Staff to prepare edits to Section 153.07: Preliminary Plat, Subd. (E) (1).
- Deny the City Street Naming Policy and direct Staff to prepare an Ordinance guiding street naming.

RECOMMENDATION:

Staff recommends that the Council approve the City Street Naming Policy as proposed.

ATTACHMENTS:

- City of Lake Elmo Street Naming Policy.
- Lake Elmo Address Map.
- Ord. No. 08-144
- Ordinance 97-149 and Staff Report.
- City Council Meeting Minutes Pertaining to Street Naming Research.

City of Lake Elmo Street Naming Policy

Title and Scope

This guide shall be known as the Lake Elmo Street Naming Policy. Its purpose is to establish standards for naming streets, assigning property numbers, and posting street signs. The goal of these standards is to assist emergency services, the United States Postal Service, and the public in timely and efficient delivery of services to residents and businesses.

Street Naming Agency

It will be the responsibility of the Planning Director or designee to assign street names and property numbers in accordance with the guidelines set forth in this Policy. The Planning Director should confer with the Fire Chief to ensure that street names and property numbers provide adequate directional assistance to emergency service providers. An inventory of City street names should also be kept so as to avoid duplication.

Street Naming Process

Streets are named and approved at the time of Preliminary Plat approval.

Street Naming Methodology

- I. *North-South Streets.* Streets running north-south are labelled as Avenues. Except as outlined in this Policy, such street names should be assigned alphabetically consistent with the Address Map attached to this Policy. The first two letters of street names should progress alphabetically from West to East along the grid.
 - i. *Exception.* Street names that relate to a specific development are allowed as approved by Council during Preliminary Plat approval. Street names must be easily identifiable with the development.
- II. *West-East Streets.* Streets running west-east are labelled as Streets. They must be numbered as outlined in the Address Map grid attached to this Policy. While proposed streets should be numbered according to the Address Map grid, chronological ordering of streets in relation to existing streets directly north and south of the proposed street takes precedence.
 - i. *Duplication.* There may be more than one street that has the same number only if the proposed street is both numbered according to the Address Map grid and is located in a logical numerical order in relation to existing streets directly to the north and south of the proposed street. If the proposed street does not meet the aforementioned criteria, the street need not be labelled Street, and a different name, as approved by Council, may be chosen, however, the street should still be assigned a number.

- III. *Deflecting Streets.* Parts of deflecting streets that run continuous may be categorized by preceding street numbers with the words “Upper” or “Lower,” depending on how the section of street relates to the grid.
- IV. *Streets Changing Direction.* Streets that run from west to east and turn to run from north to south, or vice versa, forming a logical angle and turning point for the driver, should have different names in order to match the grid. This standard shall not apply to streets that run circular, have no turning point and do not form an angle.
- V. *All Other Streets.* Such streets that do not directionally fit in to the above-mentioned categories shall be named as follows:
 - i. NE to SW streets shall be called Boulevards.
 - ii. NW to SE streets shall be called Roads.
 - iii. Streets that relate to a base street from which it is extended shall be called Courts or Circles.
 - iv. Streets that dip in form a connecting off-shoot from another street shall be called Lanes or Ways.
 - v. Meandering routes shall be called Trails.
- VI. *No Duplication.* Any street that stops in one part of the City shall not be used in another part of the City, regardless if it is on the same grid as another street. Numbered streets are an exception to this standard as provided in this Policy. Names tending to be confused as homonyms or have the same or similar pronunciation but with different spellings are also discouraged (i.e. Allen or Alan; Smith or Smyth; John or Jon, etc.).
- VII. *Theming.* If appropriate, names with the same theme (i.e. flowers, nature) are suggested for naming streets in an entire subdivision.
- VIII. *Pronounceability.* When possible, names should be easily pronounceable in order for children to read and pronounce them in emergency situations.
- IX. *Directional Suffix.* All street names must end with the directional suffix of North.

Property Numbering Methodology

- I. *Numbering System for Properties Located on Avenues.* Properties with front lot lines abutting avenues should be numbered according the Address Map grid whenever possible. In the event a street number does not correlate with the Address Map grid, properties should be numbered according to the street number above which they are perpendicularly located directly north. Each 12 feet of street frontage shall be assigned a number as demonstrated in Figure 1-1. In the case of an “Upper” and “Lower” street number prefix, or any other situation in which there may be two street numbers are adjacent to each other, property numbers should increase accordingly to the next street number. Similarly, in the case there is not enough lineal footage between numbered streets, properties shall be numbered accordingly.
- II. *Numbering System for Properties Located on Numbered Streets.* Properties with front lot lines abutting streets should be numbered according to the Address Map Grid.
- III. *Assigning Addresses.* Addresses should be assigned according to what is meant to be the front lot line as defined by the Lake Elmo Code of Ordinances.

- IV. *Odd and Even Numbers.* Odd numbers shall be used on the South and East sides of the streets and even numbers shall be used on the North and West sides of the streets.
- V. *Multi-Tenant Structures.* Multi-tenant structures including apartment buildings, office buildings, townhomes and duplexes shall be assigned a property number if all on one parcel and then unit numbers as secondary location indicators.
- VI. *Manufactured Home Parks.* Manufactured Home Parks may be assigned one number and then unit numbers for individual homes.
- VII. *Exemptions.* The following buildings and uses will be exempt from the addressing system, but may be addressed at the request of the property owner:
 - i. Unoccupied farm land or lots containing no dwellings or businesses.
 - ii. Farm buildings which are not residential or commercial.

Applicability

New Development. The City Street Naming Policy shall apply to new development only. Existing street names at the time of publication of this policy shall remain the same.

Placement/Display Requirements

Each principal building shall bear the number assigned to the frontage on the side of the building that faces the assigned frontage. In case a principal building is occupied by more than one business or family dwelling unit, each separate front entrance of such principal building shall bear a separate number.

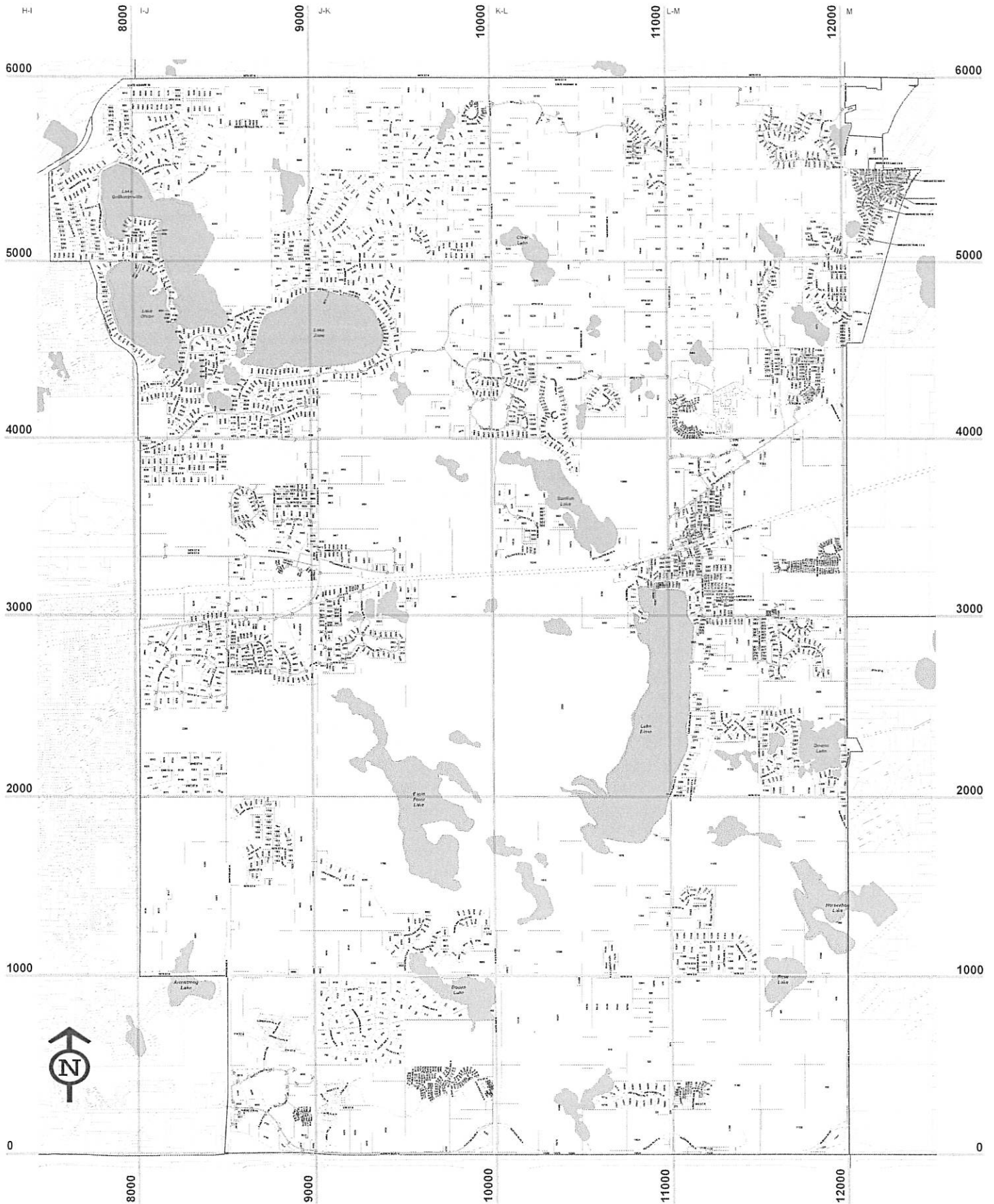
Visibility of Property Numbers. Numerals indicating the official numbers for each principal building or each front entrance to such building shall be posted in a manner as to be visible from the street on which the property is located. Numerals shall be at least four inches in height and located at a reasonable height on the building. Properties with principal buildings set back far enough for four inch numerals to be deemed illegible should bear larger numerals, while still complying with the City's Sign Code, or display property numbers both on the building and elsewhere on the property to make them visible from the street; Zoning Code regulations apply.

Street Signs. Street signs shall be displayed in accordance with City Engineer Design Standards.

Figure 1-1



The above example shows a property with front lot line frontage on Irish Avenue north, abutting 28th Street North. There is 135 feet of frontage on Irish Avenue North. 135 divided by 12 is approximately 11. Therefore, it is properly addressed as 2811; the property essentially starts at the 2800 block and is given one number for every 12 feet of street frontage.



THE CITY OF
LAKE ELMO

Lake Elmo Address Map

- Hydrant Locations
- Address Grid
- Water Pipe System

Map updated by Sambatek on 3-17-16



CITY OF LAKE ELMO
COUNTY OF WASHINGTON
STATE OF MINNESOTA

ORDINANCE NO. 08-144

AN ORDINANCE AMENDING THE LAKE ELMO CITY CODE OF ORDINANCES PERTAINING
TO STREET NAMING

SECTION 1. The City Council of the City of Lake Elmo hereby amends Section 540: Uniform Naming and Numbering System as it was adopted on the 15th Day of February of 2005 by officially repealing the Section in its entirety.

SECTION 2. The City Council of the City of Lake Elmo hereby amends Title XV: Land Usage; Chapter 153: Subdivision Regulations; Section 07: Preliminary Plat; Subd. (E) (1) to read the following:

(1) Layout of proposed streets showing the right-of-way widths, center line gradients, typical cross sections, and proposed names of streets in conformance with all applicable city ordinances and the City of Lake Elmo Street Naming Policy.

Effective Date. This ordinance shall become effective immediately upon adoption and publication in the official newspaper of the City of Lake Elmo.

SECTION 3. **Adoption Date.** This Ordinance 08-144 was adopted on this _____ day of _____, 2016, by a vote of ____ Ayes and ____ Nays.

LAKE ELMO CITY COUNCIL

Mike Pearson, Mayor

ATTEST:

Julie Johnson, City Clerk

This Ordinance 08-144 was published on the ____ day of _____, 2016.

CITY OF LAKE ELMO
WASHINGTON COUNTY, MINNESOTA

ORDINANCE NO. 97-149

AN ORDINANCE ADDING SECTION 540 RELATAING TO THE
UNIFORM SYSTEM FOR NAMING STREETS AND NUMBERING PROPERTIES
AND PRINCIPAL BUILDINGS IN
CITY OF LAKE ELMO

BE it ordained by the City Council of the City of Lake Elmo as follows:

Chapter 5 – Building

Section 540 – Uniform Naming and Numbering System:

Section 540.01 Uniform Naming and Numbering System:

A uniform system of naming streets and numbering properties and principal buildings, as shown in the manual or procedures identified by the title Uniform Street Naming and Property Numbering System is adopted for use in the City. This map and all explanatory matter on the map is adopted and made a part of this section.

Section 540.02 Assignment of Names and Numbers:

Subd. 1 Conformance.

All properties or parcels of land within the City of Lake Elmo shall hereafter be identified by reference to the uniform numbering system adopted herein. Except as herein prescribed, the names of all streets in the City of Lake Elmo shall be designated by the Uniform Street Naming System.

Subd. 2 Placement/Display

Each principal building shall bear the number assigned to the frontage on which the front entrance is located. In case a principal building is occupied by more than one business or family dwelling unit, each separate front entrance of such principal building shall bear a separate number.

Subd. 3 Visibility.

Numerals indicating the official numbers for each principal building or each front entrance to such building shall be posted in a manner as to be visible from the street on which the property is located.

Subd. 4 Naming Assignment

Naming of North/South streets shall be governed by the referenced **Uniform Street Naming System** only to the extent that said street names are assigned alphabetically consistent with the System's 1 mile grid of street names Ideal, Jamaca, Keats, Lamar and Manning. Names of North/South streets located geographically between these streets need not be from the list provided in the Uniform Street Naming System, but must be within the alphabetical range between said mandatory street names.

Subd. 5 Number Assignment

The Building Official shall assign to nay property owner in the City upon request a number for each principal building or separate front entrance to the building. In doing so, the Building Official shall assign only the numbers assigned to the building under the provisions of this section. The Recorder may assign additional numerals in accordance with the official numbering system whenever a property has been subdivided, a new front entrance opened, or undue hardship has been worked on any property owner.

Section 540.03 Administration:

Subd. 1 Responsibility for Maintaining System.

The Building Official shall be responsible for maintaining the numbering system. In the performance of this responsibility he shall be guided by the provisions of Section 2 of this ordinance.

Subd. 2 Records

The Building Official shall keep a record of all numbers assigned under this ordinance.

Section 540.04: Penalties: Violation of this ordinance shall be a misdemeanor. Each separate day such violation is continued shall constitute a separate offense.

Section 540.05: Effective Date: This ordinance shall become effective upon passage and publication according to law.

ADOPTED, by the Lake Elmo City Council on the 15th day of February, 2005.

Dean A. Johnston
Mayor

ATTEST:

Martin J. Rafferty, Administrator

<p>Lake Elmo City Council February 15, 2005</p>	<p>Agenda Section: Planning, Land Use & Zoning</p>	<p><u>No.</u> 9C</p>
<p><u>Agenda Item:</u> Street Naming Ordinance</p>		
<p><u>Background Information for February 15, 2005:</u></p> <p>On February 8 the Council's Public Health and Safety Committee considered the present City policy for the naming/numbering of streets. The City Planner explained that the City continues to use the street/address <u>numbering</u> system that was developed for Washington County in 1967, and adopted by the City in an Agreement with the County in 1971. He explained that the City canceled the street <u>naming</u> portion of the Agreement by Resolution #2000-071 in 2000 in response to the County's refusal to record the Fields of St. Croix II plat because the street names did not correspond to the agreed-to system.</p> <p>The Committee directed staff to draft City Council action that would reintroduce a uniform street naming system within the City that follows the general pattern (alphabetical west-to-east) of the 1971 Agreement, but which also allows some street naming latitude as long as the alphabetical range is adhered to. The City has never had an <u>ordinance</u> establishing street naming – only the 1971 Agreement. If street naming is to have the force of law for future plats, it must be addressed by ordinance. Staff has prepared a draft ordinance that would, by reference, adopt the County-wide street naming/numbering system – but with a slight modification to provide the street naming latitude noted above.</p>		
<p><u>Action items:</u></p> <p>Motion to adopt draft Ordinance #97 - , adopting a uniform street naming and numbering system.</p>	<p><u>Person responsible:</u></p> <p>City Planner</p>	
<p><u>Attachments:</u></p> <ol style="list-style-type: none"> 1. Draft Ordinance #97 – 2. Copy of the County-wide system (portion) 	<p><u>Time Allocated:</u></p>	

Street Naming Research 06/06/2016

153.06.E.1 in relation to subdivision general regulations

- Layout of proposed streets showing right-of-way widths, center line grade, typical cross sections, and proposed names of streets in conformance with all applicable city ordinances and policies; the name of any street used in the city or its environs shall not be used unless the proposed street is the logical extension of an already named street, in which event the same name shall be used. The names and number shall comply with the County Uniform Street Numbering System.

City Council Meeting 5/5/2015 Minutes

- Street naming for Hunters Crossing was discussed, and a motion was passed moved by Council Member Fliflet and passed 3-2: "That if the street dead ends, so does the name."

City Council Meeting 7/21/2015 Minutes

- Street naming was also discussed, with Mayor Pearson questioning the use of unique street names versus using the county system of naming streets.

City Council Meeting 8/4/2015 Minutes

- **Councilmember Fliflet, seconded by Councilmember Lundgren, moved TO ADOPT RESOLUTION 2015-63 APPROVING THE DEVELOPER'S AGREEMENT FOR WILDFLOWER AT LAKE ELMO. Motion passed 5 – 0.**
- Councilmember Lundgren stated that she would like to change her vote on the street naming in Wildflower after reconsidering what the developer had initially proposed.
- **Councilmember Lundgren, seconded by Councilmember Fliflet, moved TO RECONSIDER STREET NAMES IN WILDFLOWER TO USE THE NAMING SYSTEM PROPOSED BY THE DEVELOPER ON HIS INITIAL PROPOSED PLAT. Motion passed 3 – 2. (Pearson, Bloyer – Nay)**
- Discussion held concerning enforceability of changes to the plat that has already been approved. Attorney Snyder stated that the developer cannot be held to the changes but can make them if he chooses.
- Mayor Pearson stated that he felt it was better to abide by the recommendations of safety professionals and use the county street naming system.

City Council Meeting 3/15/2016 Minutes

- ITEM 10: Savona 4th Addition Final Plat
- Planning Director Wensman presented an overview of the Savona 4th Addition plat, zoning, site information and issues discussed by the Planning Commission. Discussion was held concerning street naming and avoiding duplication of street names for streets elsewhere in the City that do not connect to Savona.
- **Mayor Pearson moved TO APPROVE RESOLUTION 2016-16 GRANTING APPROVAL OF SAVONA 4TH FINAL PLAT WITH CONDITIONS. Motion failed – no second.**
- **Mayor Pearson, seconded by Councilmember Bloyer, moved TO DENY THE SAVONA 4TH ADDITION FINAL PLAT. Motion failed 0 – 5.**

- Mayor Pearson, seconded by Councilmember Smith, moved TO APPROVE RESOLUTION 2016-16 GRANTING APPROVAL OF SAVONA 4TH FINAL PLAT WITH EIGHT CONDITIONS.
- Councilmember Fliflet, seconded by Councilmember Smith, moved TO ADD A 9TH CONDITION THAT THE PLAT FOLLOW THE CITY STREET NAMING CONVENTION POLICY. Motion passed 3 – 2. (Pearson, Bloyer –nay)
- Primary motion passed as amended 3 – 1- 1. (Bloyer – nay; Fliflet - abstain). Councilmember Bloyer stated he was opposed to forcing a naming policy on the developer.

City Council Meeting 4/19/16 Minutes

- ITEM 19: Village Preserve 2nd Addition Final Plat
- City Planner Wensman presented the final plat for Village Preserve 2nd Addition and Planning Commission recommendations for approval. Street naming was discussed to address potential conflicts with the use of Laverne as a street name.
- Councilmember Smith, seconded by Councilmember Fliflet, moved TO APPROVE RESOLUTION 2016-35 GRANTING APPROVAL OF THE VILLAGE PRESERVE 2ND ADDITION FINAL PLAT WITH 13 CONDITIONS BASED ON THE FINDINGS OF FACT IN THE STAFF REPORT.
- Councilmember Fliflet, seconded by Councilmember Smith, moved TO STRIKE CONDITION #8 AND REPLACE IT WITH A CONDITION STATING THAT ALL STREETS WILL COMPLY WITH THE CITY’S STREET NAMING CONVENTION POLICY. Motion passed 4 – 0.
- Primary motion passed 4 – 0 as amended.
- ITEM 20a: Inwood 3rd Addition Final Plat
- Planning Director Wensman reviewed the plat for the Inwood 3rd Addition and the proposed conditions of approval recommended by staff and the Planning Commission. Council added condition 11 by consensus that all streets follow the City’s naming convention.
- Councilmember Smith, seconded by Councilmember Lundgren, moved TO ADOPT RESOLUTION 2016-34 APPROVING THE FINAL PLAT FOR INWOOD 3RD ADDITION WITH THE FINDINGS IN THE STAFF REPORT AND THE ADDITION OF CONDITION 11. Motion passed by unanimous consent.