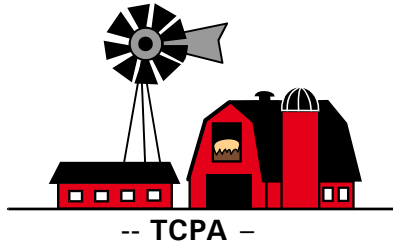


# TOWNSHIP COOPERATIVE PLANNING ASSOCIATION

4111 11<sup>th</sup> Avenue SW Room 10  
Rochester, MN 55902

Phone: (507) 529-0774



Ethan Kaske, Administrator  
Janelle Finck, Administrator

ethan@tcpamn.org  
janelle@tcpamn.org

Date: April 14, 2026

To: Oronoco Township Board of Supervisors

RE: Lake Zumbro Park Phase 2 – Olmsted County Conditional Use Permit and Shoreland Variance

## Legal Description/Location:

Parcel IDs: 841111040157 and 841112039715  
Northeast Quarter of Section 11, T108N R14W, Oronoco Township. Located at 9 Fisherman Drive NW, Oronoco, MN 55960, on the west shore of Lake Zumbro.

Owner & Applicant: Olmsted County

Current Zoning: Recreational Commercial (Oronoco Township)

Attachments:

1. Olmsted County Variance Application
2. Letter of Townboard Action
3. Applicant CUP & Variance Application Checklist

## Background:

Olmsted County Parks and Trails is completing Phase 2 of improvements to Lake Zumbro Park, a county-owned public park located on a peninsula along the west shore of Lake Zumbro. The Phase 2 work includes removal of existing parking and structures from the floodplain, construction of a new parking area and accessible walkways, a two-stall vault restroom, a fishing pier and boarding dock, and a new open-air group picnic shelter. The overall project results in a net reduction of 7,073 square feet of impervious surface and is consistent with the adopted Olmsted County Lake Zumbro Master Plan.

The property is zoned Recreational Commercial under the Oronoco Township Zoning Ordinance. Based on prior staff determination, public park and recreational use is permitted within that district and does not require a conditional use permit at the township level.

## Variance Request:

The variance request before Olmsted County pertains to the proposed picnic shelter. Under Section 6.07 C of the Olmsted County Floodplain and Shoreland Ordinance (Chapter 3750), water-oriented accessory structures (picnic shelter) are limited to a maximum height of 10 feet and a maximum area of 250 square feet. The proposed shelter substantially exceeds both standards — it is approximately 75 feet wide and taller than 10 feet.

Olmsted County Planning Department has confirmed a variance to Section 6.07 C.1 is required for the shelter's size and height.

The shelter is proposed on an existing level pad at the site of a former building — a previously disturbed location. The applicant evaluated alternative locations during site design and determined that moving the shelter was not feasible without eliminating the proposed parking layout, creating ADA route conflicts, or causing negative impacts to the adjacent residential property.

**Role of the Townboard Letter:**

Olmsted County requires a Letter of Townboard Action from the host township as part of the shoreland variance application. This letter is not for the Oronoco Township Board to approve or deny the variance — that authority rests with Olmsted County following a public hearing — but to voice support or opposition. The Board's position will be included in the record considered by Olmsted County. Staff has no objection to the Board providing a letter of support.



Application Number: \_\_\_\_\_

Related Records: \_\_\_\_\_

**Olmsted County Planning Department**

2122 Campus Dr SE, Suite 100

Rochester, MN 55904

P: 507-328-7100 F: 507-328-7958

planningweb@olmstedcounty.gov

**LAND DEVELOPMENT APPLICATION**

**Type of Application**

Is this an amendment to an existing application?	Yes	No
Appeal		
+Conditional Use Permit		General Development Plan _____
Temporary Construction		(name)
Home Occupation (CUP)		Land Use Plan Amendment _____ to _____
Erosion Control/Grading		*+Metes & Bounds:
*+Final Plat - # lots _____		*^+Preliminary Plat - # lots _____
Floodplain/Shoreland Development		+Variance
		Rezoning _____ to _____

*\* Relates to GIS Impact & E911 Addressing Fees*

*+ Relates to Environmental Review Fees*

*^ Relates to Subdivision Review Fees*

**Site Location**

Legal Description Attached	
Site Address:	# of Acres:
PIN(s):	Township/Section:

**Proposal (Full documentation must accompany application)**

Describe project in detail: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Applicant**

Full Name:	Phone:	Email:
Mailing Address:		
Typed/Printed Name:	Signature:	Date:

**Property Owner**

Full Name:	Phone:	Email:
Mailing Address:		
Typed/Printed Name:	Signature:	Date:

Application Number: \_\_\_\_\_

Related Records: \_\_\_\_\_

**Consultant**

Full Name:

Phone:

Email:

Mailing Address:

Typed/Printed Name:

Signature:

Date:

**PLANNING DEPARTMENT SUBMITTAL – For office use only**

Note: Applications only accepted with ALL required support documents.

Deadline for agency action:      60 days - \_\_\_\_\_      120 days - \_\_\_\_\_

Received & reviewed by: \_\_\_\_\_ Date: \_\_\_\_\_

Development Application Fee: \_\_\_\_\_

Environmental Review Fee (CUP, Plats, M&B, Variance): \_\_\_\_\_

GIS Impact Fee (M&B, Plats): \_\_\_\_\_

E911 Addressing Fee (Final Plats, M&B): \_\_\_\_\_

Subdivision Review Fee: \_\_\_\_\_

**Total fees due:** \_\_\_\_\_

COUNTY OF OLMSTED, MINNESOTA

LETTER OF TOWNBOARD ACTION

DATE: \_\_\_\_\_

TO: County of Olmsted  
Rochester – Olmsted Planning Department  
2122 Campus Dr. SE, Suite 100  
Rochester, Minnesota 55904

RE: Report of Action by the Townboard of Oronoco Township on the  
Application by Olmsted County Parks (Applicant),  
Located in the NE Quarter of Section 11.

TYPE OF APPLICATON: Variance to conditional use permit

The Townboard of Oronoco Township met on \_\_\_\_\_ (date) and  
considered the application of Olmsted County Lake Zumbro Park (applicant)  
on the above referred property.

The Townboard has reviewed this application and makes the following comments:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Sincerely,

\_\_\_\_\_  
Clerk of \_\_\_\_\_ Township (Signature Required)

Townboard Members (Signature Required)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

DISTRIBUTION:  
Planning Department: (white copy)  
Townboard (canary copy)  
Applicant (pink copy)

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## CUP & Variance Application Checklist

From: Candace Amberg, WSB  
Date: April 3, 2026  
Re: Lake Zumbro Park Improvements – Phase 2  
WSB Project No. 031052

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The Olmsted County Parks and Trails Department request a Conditional Use Permit and a variance to the CUP and Floodplain and Shoreland Permit for the Phase 2 construction project that includes an open-air picnic shelter at Lake Zumbro Park for its location that is not outside of the building setback.

### Application Checklist:

- ✓ **Land Development Application Form** (attached)

- ✓ **Narrative**

The Lake Zumbro Park Improvements redevelop the existing site to combine several parcels, including some abandoned road right-of-way, into one park parcel through two phases of development.

Phase One construction began in 2025 with the redevelopment of the boat launch with boat trailer parking area, anticipated to be complete by early summer of 2026.

Phase Two construction is the anticipated completion of remaining park improvements in alignment with the master plan with a focus on improved accessibility that will greatly benefit the community and park users with high-quality recreational experiences to include the following:

#### REMOVALS & IMPERVIOUS SURFACES

- Removal of the existing parking area, portable restroom structure, and wooden fishing decks currently located on the peninsula and located within the floodplain.
- There is a total reduction of 7,073 sf of impervious surfaces for Phase 1 and Phase 2 improvements combined.
- While there is a total net increase in impervious surfaces of 3,212 sf within the overall Phase 2 project, there is a net decrease of 3,059 sf of impervious surfaces within the Phase 2 Shore Impact Zone (SIZ).

#### STORMWATER

- Phase 1 development included development of oversized stormwater treatment basins in anticipation to account for both Phase 1 and Phase 2 impervious surfaces. Phase 2 includes modifications of the existing stormwater with new pipes and structures from the proposed parking lot and also includes cleaning out the existing road culvert that is partially filled with soil.

#### PICNIC SHELTER

- New open-air group picnic shelter (gazebo style structure) with seating is situated at the previous location of a restaurant building, currently a level pad with some aggregate surfacing.

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- The shelter design includes some detailing to recall the previous bridge to highlight some local history.
- The shelter finished concrete pad elevation sits at the current existing finished grade elevation of approximately 930.50 which is 7.3 feet above the 100-year floodplain of 923.0 and 7.6 feet above the Regulatory Floodplain Elevation of 922.86 which exceeds the minimum 3-foot separation.
- The shelter seeks a variance for its location that does not meet the 100' building setback. Additionally, a portion of the building is located within the Shoreland Impact Zone (SIZ).
- The shelter roof line is located approximately 33 feet from the OHWL and the structural columns are approximately 38 to 40-feet from the OHWL. The roof at its lowest point is 9-feet above the finished grade elevation and 15'-10" feet from its highest point.
- The shelter has no associated sanitary needs. The shelter has electrical lights in the ceiling.
- The use of salvaged limestone and new limestone will be used as an edger along the concrete shelter pad to delineate the shelter pad from native areas.
- The proposed shelter location provides optimal access for users and maintenance purposes while avoiding impacts to the site, existing mature trees, adjacent properties, and avoids fill situations that would occur if this structure were located elsewhere. The proposed location does not affect flood zones.
- Due to poor existing soils, the existing fill soils beneath the proposed shelter location will be removed and replaced with structural fill and draitile with no changes to finished elevations / topography.
- Initial site plans explored varying locations for the shelter and parking. However, moving the shelter out of the 100' setback would have eliminated the parking as shown, as moving it towards the northern shoreline impacted ADA access routes to the peninsula. Additionally, moving the group picnic shelter adjacent to the residential lot would have negatively impacted the residents and would have resulted in the shelter being directly adjacent to the vault restroom which would impact shelter users.

## PARKING

- A small parking area with 11 standard and 1 ADA stall with access aisle is developed along the road to serve the park and shelter needs. This removes existing parking and vehicles from the highly visible location on the peninsula which is also below the 100-year floodplain elevation.
- The proposed parking location shown provides optimal access and circulation as it relates to the existing roadways.
- Existing site drainage currently directed overland through a swale, which can cause erosion concerns, is now connected to stormwater pipe.
- Impervious surfaces and related treatment were accounted for in the Phase 1 project area with oversized BMP's to meet the total Phase 1 and Phase 2 needs.

## VAULT RESTROOM

- The vault restroom structure (2 restroom stalls) is located outside of the 100-year floodplain elevation, outside of the SIZ, and outside of the building setback.
- The finished floor elevation of 930.61 is 7.6 feet above the 100-year floodplain elevation of 923.0 and 7.75 feet above the Regulatory Floodplain Elevation of 922.86 which exceeds the minimum 3-foot separation
- The lowest elevation of the vault beneath the restroom structures is 6-inches below the 100-year elevation of 923.0 and therefore, the vault will be waterproofed inside and out.

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- Overall vault capacity is 3,400 gallons.
- Each restroom has a vent pipe and solar vent fan.

#### DOGHOUSE / SHED

- The plans indicate a concrete pad for the water assembly area adjacent to the water well. The County will be installing a doghouse shed over the water assembly area for protection. This meets all building location setbacks, and therefore, no variance is requested.

#### UTILITIES

- An existing water well on site will be reconstructed by the County's well contractor to provide potable water to the drinking fountain and boat wash-down area.
- There are no park sanitary services (existing or proposed).
- Electrical modifications include continued burying and relocating existing power lines and poles and providing electrical service to the vault restroom and picnic shelter. The lights in the picnic shelter are in the ceiling and there will be an add alternate for some countertops adjacent to the shelter with outlets to plug in small appliances which are located outside of the SIZ.
- There is riprap noted for storm outlet locations to control erosion, and an alternate for added riprap to topdress existing riprap areas along the peninsula, only as needed to correct existing bare locations to control erosion.

#### SITE AMENITIES

- The drinking fountain adjacent to the shelter is located outside of the SIZ.
- There is a large group grill adjacent to the shelter located outside of the SIZ.
- There are alternate 42" high walls for wind protection on the east and west sides of the shelter.
- There are alternate 42" high walls with countertops and electrical outlets for food located adjacent to the shelter and outside of the SIZ.
- A fishing pier along the north side of the peninsula provides improved fishing opportunities.
- A boarding dock along the north side of the peninsula improves access to the recreational park features by boat and helps meet the needs of the rowing club when using Lake Umbagog.
- Relocation of the existing ADA kayak launch is meant to find more suitable water depth conditions, which currently sits in muck. It also currently lacks trail access. While the overall size of this launch platform exceeds the DNR 170 sf limit, the platform is designed to provide adequate access, turning space, and wheelchair parking for users by creating a platform the length of the railed boat launch. The boat launch is designed to provide access into and out of watercraft with a launch platform to hold watercraft in place to prevent tipping and rails for added support.
- An added kayak rental unit will allow visitors to rent kayaks for improved access to recreational opportunities.
- There are alternates for the construction of setting stones with flat surfaces into the existing riprap to create steps and platforms at the end of the peninsula with minimal adjustments to elevations to improve shoreline fishing opportunities.

#### SIGNS

- Parking Signs: The ADA parking stall includes a 12"x18" HC Parking sign and 12" x 6" Van Accessible sign mounted on a tubular post a minimum of 5' from finished grade surface at the parking lot and outside of the SIZ.

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Lake Umbagog Park Improvements Phase 2  
Permit

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- ADA Route Sign: A 12"x18" HC route sign mounted on a tubular post a minimum of 5' from finished grade along a concrete walk and is located outside of the SIZ.
- Park Information Sign: An existing park informational sign is relocated by the parking lot. It is approximately 4' wide x 5'-6' high.



- Monument Sign: An existing granite stone monument is proposed to be relocated near the picnic shelter and is located outside of the SIZ. The concrete pad is approximately 6' long x 24" wide, and the vertical monument is approximately 4' high x 6" wide x 4' long setting on a 12" wide x 5' long stone base



### WALKS & MISC

- 8' wide walks from the boat launch parking and new parking areas provide accessible access to the proposed picnic shelter, vault restrooms, fishing pier, boarding dock, and ADA kayak launch. Due to the grade difference from the parking areas to the waterfront locations, the walks have incorporated a curvilinear design to lengthen runs as much as possible to stay within requirements for accessible running and cross-slopes.
- An alternate for concrete steps for more direct access from the boarding dock up to the walkway is identified. The steps are 8' wide overall with tubular handrails.
- Picnic tables and benches are shown throughout the site and will be surface mounted to allow for easier removal or replacement, as needed.

### RESTORATION AND EARTHWORK

- There is an overall cut situation across the Phase 2 project site and within the 100-year floodplain to include approximately 400 cy of cut below the 100-year

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floodplain elevation and an additional 200 cy of cut above the 100-year floodplain elevation.

- Restoration of park areas converted from previous impervious surfaces and riprap areas were included in Phase 1 and proposed in Phase 2 for reduced erosion, conversion of riprap to native restoration, various seed types, and added landscape plantings. Additionally, areas along the existing shoreline are shown to include native seeding for enhanced shoreline native buffers rather than mowed turf up to the water's edge.

## FLOODPLAIN / SHORELAND PERMIT

- 3.06.A: The awarded Contractor will submit for a building permit for the construction and installations of the picnic shelter and vault restroom building at the time of construction.
- 3.06.B: There is no proposed sewage system included in the project. The vault restroom building is contained and will be serviced similar to portable restrooms.
- 3.06.C: The Zoning Administrator is responsible for issuing a certificate of zoning compliance.
- 3.07: A Land Development Permit Application is attached covering Shoreland and Floodplain Development and includes owner information and legal descriptions, also provided at the end of this document checklist. A link with access to all construction plans for Phase 2 has been provided.
- 3.10.A: A Conditional Use Permit and Variance is attached with and Oronoco Letter of Townboard Action.
- 3.10.B: The plans and specifications provide strict stormwater and pollution prevention plans and details to protect the site and water body from erosion during construction and re-establishment of vegetation. The proposed development is compatible in relation to the suitability of watercraft accessing the site with the Phase 1 construction to include a boat ramp and parking lot and the proposed boarding dock.
- 3.10.C/D: A variance for the location of the open air picnic shelter is requested due to the extraordinary site conditions with a long narrow parcel that restricts the location of the picnic shelter to be above the 100' building setback. The shelter is partially located within the shoreland impact zone, though the building location is proposed on an existing level pad located 7.3 feet above the regulatory floodplain elevation. The variance would not be detrimental to the public welfare or other property, will not alter the essential character of the locality, and is consistent with the intended public park use of the site in alignment with the previous Olmsted County Lake Zumbro Master Plan. The shelter design recalls elements of the previous historic bridge design to reflect historic qualities appreciated by the local residents.
- 4.05: Floodplain Development Permit requirements. The proposed picnic shelter is located 7.3 feet above the regulated floodplain and will be built on concrete foundations and footings with no electrical utilities located within the shoreland impact zone or the regulated floodplain. The proposed vault restroom finished floor elevation is 7.6 feet above the floodplain elevation and is completed outside of the building setback. The vault restroom building contains an underground storage vault that will extend approximately 6-inches into the regulated floodplain elevation and therefore will be waterproofed.
- 4.07: The Lake Zumbro Park is noted as containing Flood Fringe Type A and B areas as noted on the attached plan exhibits. The buildings are not proposed within the flood fringe areas and do not pose impacts to flood flow areas as they both have a finished floor elevation a minimum of 7.3 feet above the regulated

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floodplain elevation. The vault under the restroom structure will extend 6-inches into the floodplain elevation and therefore, will be waterproofed.

- 4.07: The overall earthwork on the site and within the existing regulated floodplain results in a cut situation. There is approximately 400 cy of cut within the floodplain and an additional 200 cy of cut above the floodplain.
- 4.09: Public Utilities. The proposed electrical to the picnic shelter, countertop areas, and vault restrooms are all located above the floodplain and RFPE. The new well providing water supply to the yard hydrant and drinking fountain is not located within RFPE.
- 5.04: No structures are proposed within flood prone areas. The construction of the picnic shelter will include soil remediation but will not result in a fill situation, as the shelter is being constructed at the existing site grades / elevation.
- 6.02: Land Uses. Lake Zumbro Park with recreational development is considered a conditional use along Lake Zumbro 55-4.
- 6.03: There is one sign illustrating the ADA access route path along the trail located right outside the edge of the shoreland impact zone and outside of the floodplain elevation. The sign meets the size and height requirements. The proposed boarding dock and fishing pier meet DNR requirements and are located to avoid primary navigation areas.
- 6.05: A variance is requested for the open air picnic shelter that currently does not meet the 100 foot setback from OHWL but does meet the required 3 foot elevation separation from the floodplain elevation. The variance is requested due to a park parcel that is primarily a narrow peninsula, resulting in lack of buildable space. The shelter is proposed to be built on an existing level pad located 7.3 feet above the floodplain elevation. The vault restroom is proposed above the required building setback and 7.6 feet above the floodplain elevation but the underground vault structure will extend 6 inches into the floodplain elevation, and therefore, will be waterproofed.
- 6.06.A: There is only one tree expected to be removed within the floodplain with much of the site being converted from paved areas to green space with a mixture of vegetation to include native shoreline grasses and perennials.
- 6.06.B: Grading will be taking place to alter the existing site grades for walks that meet ADA requirements for accessible routes to proposed recreational amenities. Overall, there will be cut conditions, not fill. Plans indicate strict adherence to covering and protecting

✓ **Grading Plan** (attached)

✓ **Legal Description**

The Lake Zumbro Park parcels include the following (see attached site plan):

- ID# 841111040157: 16,104.90 SF
- ID# 841112039715: 138,175.97
- No ID# (previous right-of-way): 14,288.23 (shoreline at point)

✓ **Floodplain Site Plan** (see attached exhibit)

✓ **Ordinary High-Water Level** (see attached exhibit)

✓ **Shoreland Impact Zone** (see attached exhibit)

✓ **Base Flood Elevation** (100-year; see attached exhibit)

✓ **Regulatory Flood Protection Elevation** (see attached exhibit)

✓ **Floodplain / Shoreland Setbacks** (see attached exhibit)

✓ **Septic System and Drain Fields**

Not applicable / none exist or proposed

✓ **Fill Proposed**

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Not applicable. There is an overall cut of approximately 400 cy within the floodplain and an additional 200 cy of cut above the floodplain. These calculations are to finished grade conditions.