

COMPREHENSIVE PLAN

Adopted: August 1, 2000

Amended: April 14, 2009

Amended: March 2018



The Detroit Lakes Comprehensive Plan was originally adopted in 2000 and amended in 2009. A comprehensive future land use update was completed in 2018 that included an analysis of existing land uses, projections of future population, and projection of future land use needs. As a result, the land use plan map was comprehensively updated to meet Detroit Lakes' future needs and development priorities. In coordination with the updated land use plan map, various portions of the plan narrative were also updated. Many of the original visions of the 2000 document remain. However, if conflicts arise between principles described in this plan and the 2018 land use plan maps, the land use map should supersede.

COMPREHENSIVE PLAN



Issues Identification

Inventory

Policy Plan

Development Framework

Implementation

2000

Northwest Association Consultations Inc.

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INTRODUCTION

As an initial means of shaping the Comprehensive Plan, a series of individual interviews with community leaders and residents were held. A wide cross-section of area residents was chosen representing business owners, property owners, institutional directors, developers, City staff and elected and appointed City officials. A Comprehensive Plan open house was held in May of 1999 to discuss goals and the future direction of the community. The meeting was well attended with over 30 residents, business owners, and City representatives participating. The meeting was considered a successful beginning to the community planning process. It is felt that the representation of these people will provide the insight and initial direction for the process. The community involvement will continue throughout the comprehensive planning process with public meetings at the end of each stage.

This report provides a summary of the issues and directions which community officials and residents have identified. As such, it will be utilized in conjunction with the technical data compiled in the Comprehensive Plan Inventory to formulate the policies as well as physical layout of the community. Throughout the interview process, it was realized that there is agreement on most of the issues but also differences in the philosophy and details of the approaches to be taken. An additional purpose of this report is therefore to highlight these matters so that they can be addressed as part of the planning process.

The presentation of information in this report is provided in three sections. The first identifies the individuals participating in the individual interviews. The second section is titled Community Views. This section summarizes the comments and direction raised by the participants. The third section includes a diagram of the planning process and cites the direction for the focus of the Comprehensive Plan.

CREDITS

The identification of community perspectives for the City of Detroit Lakes is a critical foundation for directing the Comprehensive Plan as well as providing insight and direction for focusing community growth. While the professional planner can contribute to the evolution for the community, it is the community itself which must set goals and prioritize its needs and objectives. In this regard, the Detroit Lakes officials and community representatives have taken time to meet on an individual basis with representatives of Northwest Associated Consultants, Inc. Additionally, a Comprehensive Plan open house was held on May 27, 1999 to discuss goals and future direction of the community. These efforts have provided extensively valuable local insight into the community which is a critical function in the planning process. The individuals participating in the issue identification process were:

Mayor and City Council

Mayor, Larry Buboltz
Dave Aune
Gene Berg
Matt Brenk
Leonard Heltemes
John Hoeglund
Dixie Johnson
Janice Ness
Sally Oja
Dale Poffenberger

Planning Commission

John Hoeglund, Chair
Mara Bergen
Curt Briggs
Duane Erickson
Ginny Imholte
Don Maristuen
Don Marty
Ben Reem
Dan Wenner

Community Representatives

Dave Hochhalter, Detroit Lakes Chamber of Commerce
William Leff, Northwest Technical College, Detroit Lakes
Sally Hausken, Resident
Lynn Hummel, Detroit Lakes Development Authority
Dick Lundeen, Detroit Lakes Public Schools
Steve Evans, Business Owner
Janet Green, Emmanuel Nursing Home
Craig Caulfield, Business Owner, Park Board
Dennis Schurman, Develop Detroit Lakes
Duane Wething, Airport Authority
David LaBarre, Northland Realty

Detroit Lakes Staff

Richard Grabow, City Administrator
Gary Nansen, City Engineer
Larry Remmen, Community Development Director
Gordon Grabow, Detroit Lakes HRA
Kelvin Keena, Police Chief
Jeffrey Swanson, Fire Chief
Roy Estes, Street Superintendent

It has been through the input and assistance of the aforementioned individuals that this study and report were made possible. Their courtesy, cooperation and contribution is greatly valued and appreciated.

COMMUNITY VIEWS

As a means to establish the direction of the Detroit Lakes Comprehensive Plan, the interviews with City officials, residents and community representatives has resulted in an assessment of issues and objectives. This evaluation was accomplished through a combination of individual and group interviews. This chapter summarizes the results of these efforts.

PERSONAL AND GROUP INTERVIEWS

A wide cross-section of people representing many facets of the community were chosen for their insight and perspective as part of the individual interviews and group meetings. The focus of the discussions was on the existing, developing portions of the community and in areas surrounding the City which constitutes the future growth areas for Detroit Lakes.

Those participating were asked to identify which community concerns were most important as well as what action or direction the City should be taking, especially as it relates to land use. To a significant degree, the interviews revealed that there is an overall consensus among City officials and community representatives on both issues as well as objectives. Simultaneously, there are, however, some uncertainties on the part of some individuals and some differences of opinion on approach and philosophy. This is not an unusual occurrence and in fact is seen as a positive in that it may help insure a more detailed consideration and discussion of the plan and its components. In this regard, it must be recognized that differences need to be resolved and that a consensus be reached on the course for the plan which is to be implemented.

Before proceeding further with a discussion of issues and objectives, additional background explanation and qualification is required. In the paragraphs which follow, the comments which were made by community leaders have been generalized so as not to credit any one person with a statement or position. Whenever differences of opinion were encountered on a specific subject, it has been expressed as a majority or minority opinion. Note should also be made that the focus of the interviews and hence the discussion in this section of the Issues Identification report, is positive although negative comments were received. This negative theme and characterization of the community should not be interpreted as the prevailing opinion of the City. To the contrary, the community leadership and staff view Detroit Lakes as offering a unique and quality living environment. The objective is identifying Detroit Lakes' problem is to ensure that these matters are properly addressed and resolve so that the benefits offered are maintained and increased. The identification of each and every issue raised as part of the interviews with community representatives is not attempted by this report. Such would be beyond the scope and purpose of this effort. The issues which are raised are a broad categorization of topics

receiving attention. Identifying and dealing with this more basic framework of concerns will facilitate the organization of responses which, in the long run, will comprehensively address all concerns, including the sub-issues which have not been specifically cited.

Also to be noted is that the following discussion is not a priority listing of objectives or issues. In the Issues Identification section, only a comprehensive statement of topics raised by community leaders is attempted. Finally, it needs to be stated that the summary of individual interviews avoids opinions and positions of the planner. Within the Policy Plan and Development Framework sections, planning recommendations and alternatives will be offered for consideration.

In order to provide a meaningful presentation of the interview discussions, the topics which were raised have been organized into a listing of broad issues and subsequently divide into sub-topics. The outline of the issues summary is follows:

- Community Attitude
- Regional Planning/Cooperation
- Social Issues
- Environment
- Land Use
 - Developable Land/Annexation
 - Residential Development
 - Single Family
 - Multiple Family/Student Housing
 - Housing Supply and Condition
 - Commercial Development
 - Highway 10 Corridor
 - Highway 34 Corridor
 - West Lake Drive
 - Washington Avenue
 - Central Business District
 - Central Business District Expansion
 - Industrial Development
- Transportation
 - Highway 10
 - Bypass
 - Intersections/Railroad Crossings
 - Highway 59/Highway 34
 - Street Systems Improvements/Maintenance
 - Sidewalks/Trails
 - Mass Transit
- Community Facilities

- Community Center
- City Facilities
- Utilities
- Storm Water
- Parks/Open Space
- Administration
 - Financial
 - Staff
 - Communications
 - Safety Issues
 - Regulations/Design Guidelines

COMMUNITY ATTITUDE

An overriding theme that was expressed by the residents of Detroit Lakes during this issue gathering process was their positive attitude about the community and the long-term prospects for continued growth and improvement. Residents cited the quality of life in the lakes area, the existing and expanding potential for commercial and industrial opportunities, established and comfortable neighborhoods, and an excellent school system that contributes to making Detroit Lakes an attractive place to live. Those interviewed thought that Detroit Lakes must continue to grow and expand its boundaries, although concerns were expressed that growth must be well planned and environmentally sensitive so as not to place a significant burden on the community, its residents or the natural environment. Business owners indicated that Detroit Lakes provides a positive environment for continued commercial growth and the potential for expanding the tourism business. Overall, those interviewed felt that the level of services, including streets, utilities, police, fire, library, airport, and other facilities were of high quality and equal to or better than any community in the area.

There were a few negative comments made by residents and most dealt with issues related to Highway 10 and rail crossings. Access, traffic and rail overpass issues predominated most of the concerns expressed. Residents were hopeful that the Transportation Action Model process being conducted by the City and the Minnesota Department of Transportation (MnDOT) in 1999 will address many of these issues. Additionally, residents expressed concerns about the potential for development and improvements in certain areas of the community. The downtown, Washington Avenue South, and West Lake Drive areas were most often raised as the areas of the community that most needed attention. Finally, the issue of a community center was one of the most dominant issues raised as part of the interview process. The community attitude toward this center was positive, but where it should be located and how it is to be paid for brought out numerous opinions and suggestions.

REGIONAL PLANNING/COOPERATION

Detroit Lakes functions as one of the primary communities of the western Minnesota lakes area. Residents indicated that it was important to work cooperatively with area communities and Becker County on promotional, transportation, housing and economic development efforts. One cooperative effort that was discussed was the concept of a regional jail. Such efforts to combine resources for joint facilities can have positive financial and service effects for all of the entities involved.

Additionally, community leaders stressed the importance of Detroit Lakes working closely with representatives of Detroit, Lake View, and Burlington Townships on issues that affect these jurisdictions. Most importantly, a dialogue addressing the issues of future annexation and orderly annexation agreements should be begin as the City faces development pressures and requests by area homeowners for utility service.

SOCIAL ISSUES

Those interviewed raised issues related to the long-term demographic makeup of the community and the existing and potential impacts of an increasingly elderly population within the County and City. As indicated in the Inventory section of the plan, the population projections for Becker County highlights the significant growth of people 60 years and older in the next 25 years. Projections suggest a 65 percent increase between 2000 and 2025 in the County for that age group. This increase will have a significant impact especially in Detroit Lakes and communities throughout the County that provide health, transportation and other services for older residents. Within Detroit Lakes, the primary issue may be the supply of adequate housing, not in the short term but long term, to accommodate its residents.

The demographic projections also indicate that in the next 25 years, the numbers of young residents (0 to 18 years) tends to decline and level off. This will have an impact on schools and services that are programmed for this age group.

ENVIRONMENT

The City of Detroit Lakes is situated in an area of lakes and wetlands at a point where the prairie meets the forests of central Minnesota. The lakes, wetlands and streams within and surrounding Detroit Lakes have defined the community and are its most important natural resource. Residents agreed that proper measures need to be taken to ensure that water quality is protected during new construction and redevelopment. Additionally, residents were concerned about the impact of septic systems, especially those around area lakes and the long-term effect those systems would have on water quality.

Many residents commented on the need to protect open space and natural settings as part of the development process. Tree protection and planting programs were also raised as important regulations and should be considered as part of the development process in the City.

LAND USE

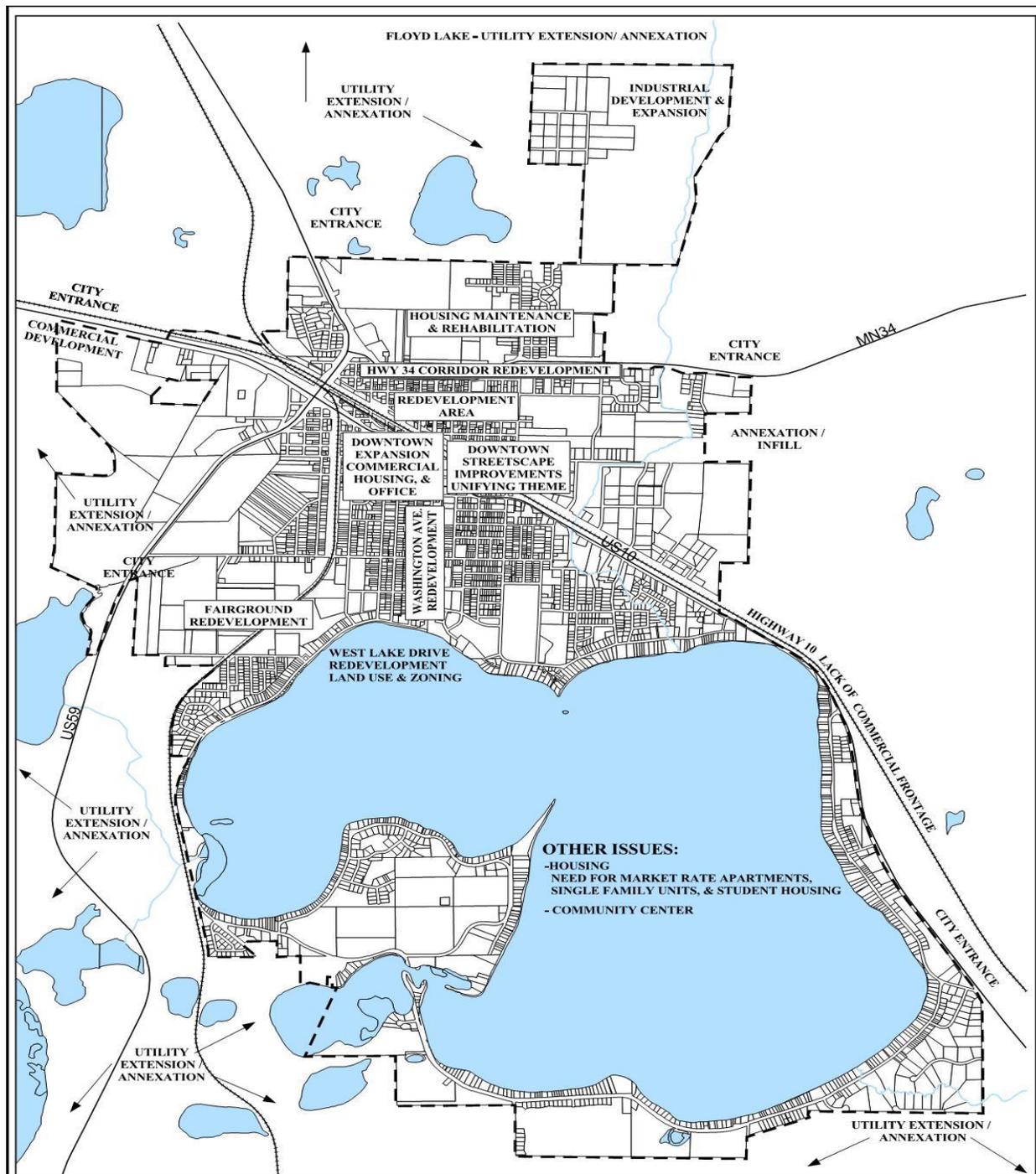
The map on the following page highlights many of the primary land use issues discussed in the following text.

Developable Land/Annexation

Throughout the 1990s, the City experienced significant annexation of territory on all sides

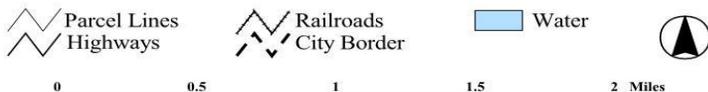
of the community. The largest annexation in terms of area and population was the addition of Detroit Lake and surrounding properties in 1991 and 1992. That annexation included additional property appropriate for single family development. In the last five years, much of the new residential development in Detroit Lakes has occurred in this area south of the lake. City staff and those in the development community indicated that this supply of developable land in Detroit Lakes will soon be depleted and that property owners will request additional annexation along the southerly border of the City. Others felt that it was important to annex the southerly lake areas, especially Dead Shot Bay to eliminate septic systems and further improve the overall lake quality in the area.

The City has indicated an interest in annexation of other areas to the east, west and north of its current City limits. These areas would include the airport and additional land for residential, commercial, and industrial development. The City currently has a policy that it will not extend its utility service without annexation. This policy was almost unanimously endorsed by City officials as part of this interview process. The issue has been raised about the potential for Floyd Lake and/or Long Lake requiring sanitary sewer service. Long Lake is close to the existing westerly boundary of the City, but Floyd Lake is approximately two miles to the north. Service to Floyd Lake would require a significant annexation area. The City will review its potential for growth and long-term planning issues with annexation as part of the comprehensive planning process.



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Issues & Opportunities - Land Use



Source: Short, Elliott, Hendrickson Inc., MNDOT, U.S Department of Transportation & Northwest Associated Consultants. February 2000



Residential Development

Single Family

Residents of Detroit Lakes take pride in their neighborhoods and recent studies have shown there is a great deal of diversity in housing styles, ages and price ranges. The demand for existing single-family housing is high and in recent years between 20 to 30 single family homes have been constructed each year. Those interviewed indicated that there is a need for additional low and moderately priced homes. This demand could be met if more existing single-family homes came into the market and if housing developments were created to meet this need. Residents felt that if additional market rate elderly housing was created in the community, single family homes would be open for sale to new and existing residents.

Residents, City officials, and realtors indicated a need for mid-range valued single family homes. People who had moved into the community indicated a significant shortage of homes within the \$100,000 to \$200,000 range. It was felt that potential move up buyers have also had a difficult time in finding homes in this mid-range. The supply of higher valued homes for sale has kept up with demand, but realtors indicated that there are few lakes lots or marginally developed lake lots that come up for sale for higher valued single-family construction.

Developers and realtors indicate that there is a limited supply of single family lots within the City which forces potential homebuyers to other cities or the rural areas of the region. The demand for single family lots is expected to remain strong in the area as long as factors such as a strong economy and low interest rates remain. Detroit Lakes officials want to see Detroit Lakes grow and provide single family opportunities for new households. City officials indicate that working with landowners to provide additional sewerred lots and plan for annexation of developable land is necessary.

Multiple Family/Student Housing

Detroit Lakes residents recognize the need for a diversity of housing styles and price ranges. Multiple family housing is an important source of affordable and transitional housing. Recent housing studies of the community have also recognized the significant demand and need for construction of multiple family housing. City officials felt that the demand for subsidized housing for all age groups has been met with the existing and newly developed units that are available. The greatest need is market rate housing, especially two and three-bedroom units at all affordability levels. Residents and realtors also indicated a continuing need for townhome developments.

Existing residents as they retire, or others moving into Detroit Lakes during their retirement years often look for townhome developments, primarily those constructed on one level. Few developments of this type have been constructed in the City, but it is anticipated that the demand will grow as the numbers of people in retirement age increases.

Student housing has been identified by City officials and in housing studies as one of the primary housing needs in the community. Officials at Northwest Technical College in Detroit Lakes have indicated that lack of housing is one factor that deters potential students from their campus. City and college officials are in the process of working on the creation of additional housing to meet this need.

Housing Supply and Condition

The City of Detroit Lakes and the Housing and Redevelopment Authority have each worked to address many of the housing shortages within the community. By providing housing of all types and price ranges, the City can remain an attractive place for people as they proceed through their life cycle. In terms of market rate housing, the City must assure that adequate area for lot development with availability of City utilities and streets is sufficient to meet the housing needs of the community.

Maintenance of the existing housing stock is also important as a means of keeping an adequate, safe and modern housing stock. Residents indicated a need to encourage upkeep and investment in housing to the west and north of the downtown. Much of this housing stock constitutes what is considered affordable within the community but is also some of the City's oldest housing units. The City and the Housing and Redevelopment Authority should continue to encourage programs to provide funding sources for maintenance of this housing. Additionally, programs should be continued to encourage private redevelopment of those areas most in need of investment for low and moderate income resident housing.

Commercial Development

Highway 10 Corridor

Although residents had negative comments about Highway 10 and how it functions, most were positive about the Highway 10 corridor in terms of land use. Residents see the corridor as the primary area for hotels, restaurants and service commercial uses. City officials indicated that there is a lack of Highway 10 land for additional commercial development and the demand is high for locations with good visibility and access. Recent development along the corridor, primarily in the downtown area, is seen as highly positive by those interviewed and most felt that this would only strengthen the central area. City officials are interested in promoting additional redevelopment efforts along the corridor to further enhance and improve the primary commercial area of the community.

Highway 34 Corridor

Business owners and residents also see the Highway 34 corridor as having potential for additional commercial activity, especially businesses that cater to travelers, college commuters and residents in the area. Highway 34 is a major corridor for people traveling to cabins, resorts and attractions to the east of Detroit Lakes. Recent development in this area is seen by City officials as the beginning of additional investment and business activity. City officials expressed an interest in looking at potential rezoning to encourage redevelopment of older houses into areas for commercial development.

West Lake Drive

Residents of Detroit Lakes reluctantly agree that the era of small cabins and the family summer resort atmosphere of West Lake Drive is quickly fading, and the redevelopment of this area is inevitable. Numerous opinions were expressed about what this area should become, but most agreed that continued public access to the beach and the preservation of West Lake Drive in its current location is very important. Some discussed the need for large hotel development and others felt that commercial development of retail shops and restaurants was most appropriate. Many felt that the City should prevent this area from becoming only residential in nature with development of condominiums and townhomes. Residents also see that plans for this area should be tied to and consistent with the City Park and pavilion area as well as Washington Avenue South. In planning this area, residents felt that any redevelopment needs to be sensitive to the existing residential neighborhoods to the north and west of this corridor.

Residents also discussed the potential for moving the Becker County Fairgrounds outside of the City and redeveloping the area for residential and park related uses. City officials indicated that the cost of replacement land and buildings would be significant.

Washington Avenue

Closely related to West Lake Drive is the area of Washington Avenue between Willow Street and Detroit Lake. Residents saw this area in need of redevelopment efforts, especially on the west side of Washington Avenue. Everyone commented on the potential for this area especially considering its proximity to the lake, City Park and pavilion.

Central Business District.

Residents of Detroit Lakes expressed some concern but also a predominantly positive attitude about the Central Business District or downtown. They felt that the downtown had a historic small-town appearance that should be enhanced. It was suggested that streetscape improvements be made with benches, historic light fixtures, and aesthetic/pedestrian friendly improvements with a unifying theme. Residents felt that downtown business owners should be given incentives to restore the historic facades of their buildings and to encourage enhanced office space and residential uses in the upper floors. Residents were positive about the investment in the Graystone Building for retail and residential uses and hoped that this would encourage other property owners to make similar improvements.

Some residents were not positive about the availability of downtown parking spaces and felt that the parking lot west of the mall was too remote for easy access to some of the businesses. City officials felt that it will be necessary to address concerns such as parking and downtown improvements.

Central Business District Expansion

The area directly to the west of the downtown including the Holmes School site is seen by residents as having potential for redevelopment and expansion of the Central Business District. The City is exploring the potential of the Holmes School site for a community center, and if that project moves forward in this location, the impact to the area would be significant. Residents felt that much of the area to the west of the downtown was appropriate for redevelopment for office, service, and residential uses that would be compatible with the commercial uses to the north and east and the residential to the west and south. Additionally, areas for parking would need to be provided to accommodate the community center use.

Industrial Development

Throughout the 1990s, even with the closing of the Swift turkey processing facility in 1992, the City of Detroit Lakes has experienced growth in its employment base in every year since. Local companies have continued to grow and add employees which is expected to continue into the next decade. The addition of industrial land on the northeast side of the City assures adequate area for growth of existing business and the potential to attract new industry. City officials and residents were optimistic about the growth of business and industry in their community and supported efforts by the City through its Economic Development Authority to work on continued development efforts. Residents felt the City should develop speculative buildings to assist small industry to grow and prosper.

TRANSPORTATION

The map on the following page highlights many of the primary transportation issues discussed in the following text.

Highway 10

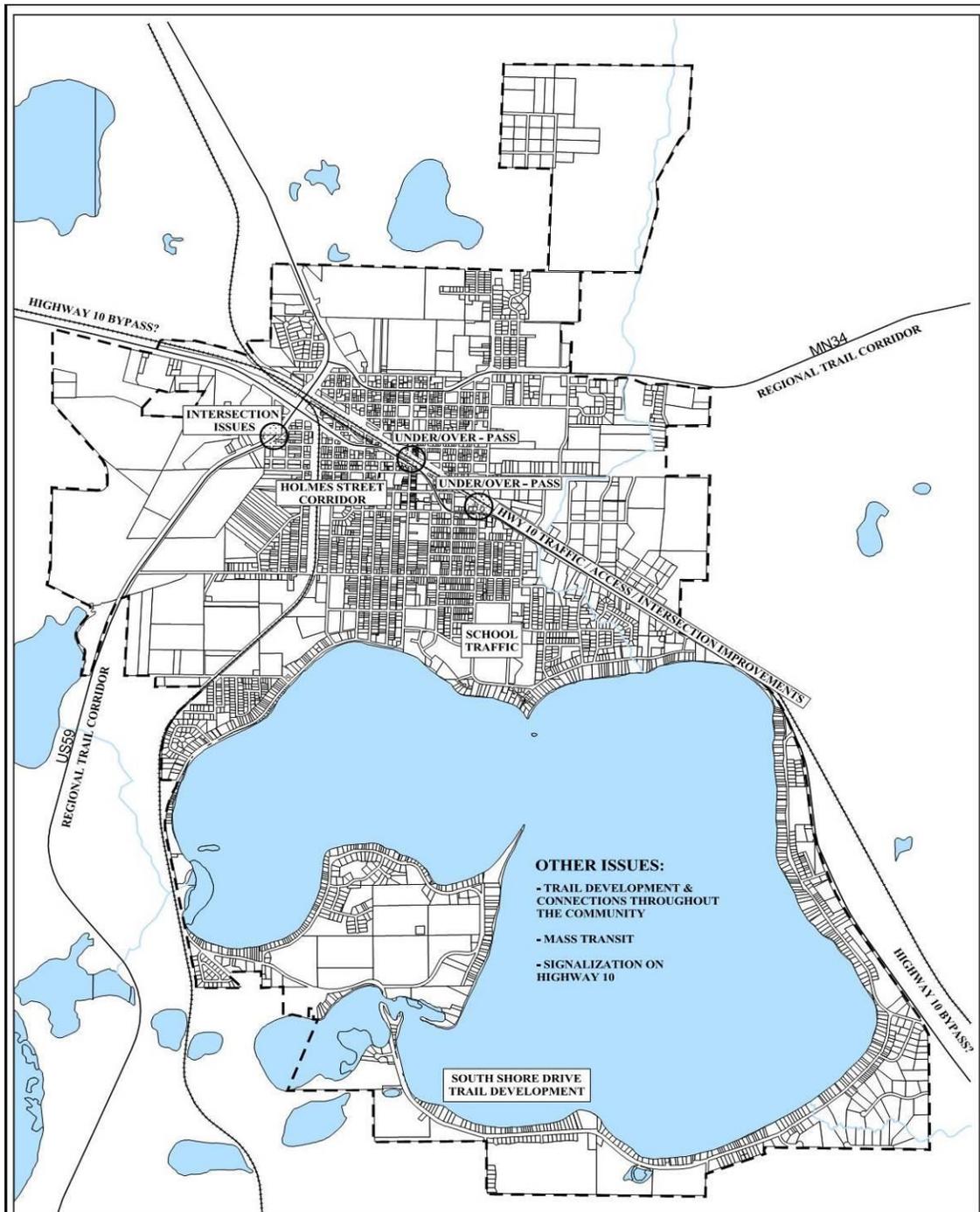
Bypass

The issue of a bypass around Detroit Lakes, either to the north or south of the community was discussed by City officials and business owners. Those who addressed a bypass were firmly against the idea and felt that it would be disastrous for the Detroit Lakes business community. Although many recognized the negative impacts of Highway 10 in terms of traffic and congestion, the concept of a bypass was not acceptable. City officials felt that the issue would be discussed further as part of the Transportation Action Model process occurring in 1999 and 2000.

Intersections/Railroad Crossings

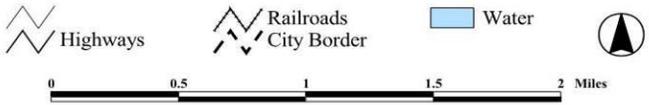
One of the most discussed issues by Detroit Lakes residents was the north/south intersections of Highway 10 which are also affected by the adjacent tracks of the Burlington Northern Santa Fe railroad. Residents complained about the traffic delays caused by Highway 10 and the railroad. Public safety officials expressed concern that both the police and fire stations are located on the south side of Highway 10 and access to the north side can only be provided by the overpass on Highway 59 when trains are present. The Highway 10 intersections at Roosevelt Avenue, Washington Avenue, and Holmes Street were cited as being candidates for over/under passes.

Residents also commented on Highway 10 signage and felt that MnDOT should better identify connections to Highway 34 for travelers entering Detroit Lakes from the east. Additionally, the issue of developing a complete system of frontage roads on the south side of Highway 10 adjacent to the east commercial area was raised and discussed. Many of these issues are to be discussed as part of the Transportation Action Model process through 1999 and into the year 2000.



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Issues & Opportunities - Transportation



Source: Short, Elliott, Hendrickson Inc., MNDOT, US Department of Transportation & Northwest Associated Consultants. February 2000



Highway 59/Highway 34

From a transportation perspective, residents had few comments about Highways 59 and 34. Residents did feel that the City or Chamber of Commerce should develop a system of welcoming signage to enhance the City entrances along these two highways as well as Highway 10. The primary comment related to Highways 59 and 34 is that they are major corridors for people passing through the area to other destinations and additional commercial development along these routes may be desirable.

Street Systems Improvements/Maintenance

Residents of Detroit Lakes were very satisfied with the local street system and the ongoing maintenance programs. City officials indicated that service and maintenance will only improve with the redevelopment of the public works facility within the City. Areas of concern centered around traffic issues related to the high school and Roosevelt Avenue and the crossing of Highway 59 at Main Street. Some residents felt that Holmes Street could be developed as an east/west collector starting at the airport to an over/under pass at Highway 10. Others felt that Highland Drive could be developed as a north/south collector, also with an over/under pass at Highway 10.

Sidewalks/Trails

Residents expressed a need for the development of trails and connections to the existing sidewalk system. City officials and residents commented on the increasing number of people who walk for exercise or as an alternative to driving. Of particular importance is connections between residential neighborhoods to commercial areas, to schools, the library, and the park system. Residents also felt that the park system, interconnected with a trail system which extended completely around Detroit Lake would be desirable. Those interviewed stated the City should develop a plan for sidewalks and trails within the established areas of the community and in new developments. Business leaders commented on the need to explore possible development of regional trail connections. A trail along Highway 34 to Park Rapids to provide a connection to the Heartland Trail was mentioned most frequently. Others felt that trails along Highway 59 to the south and Highway 10 to Perham should be explored for feasibility.

Mass Transit

Residents indicated that with an increasing elderly population, affordable transportation options must continue to be made available in the community. The importance of the dial-a-ride system and a private taxi service was highlighted by service providers as being vital to the community not only for the elderly, but others with limited mobility.

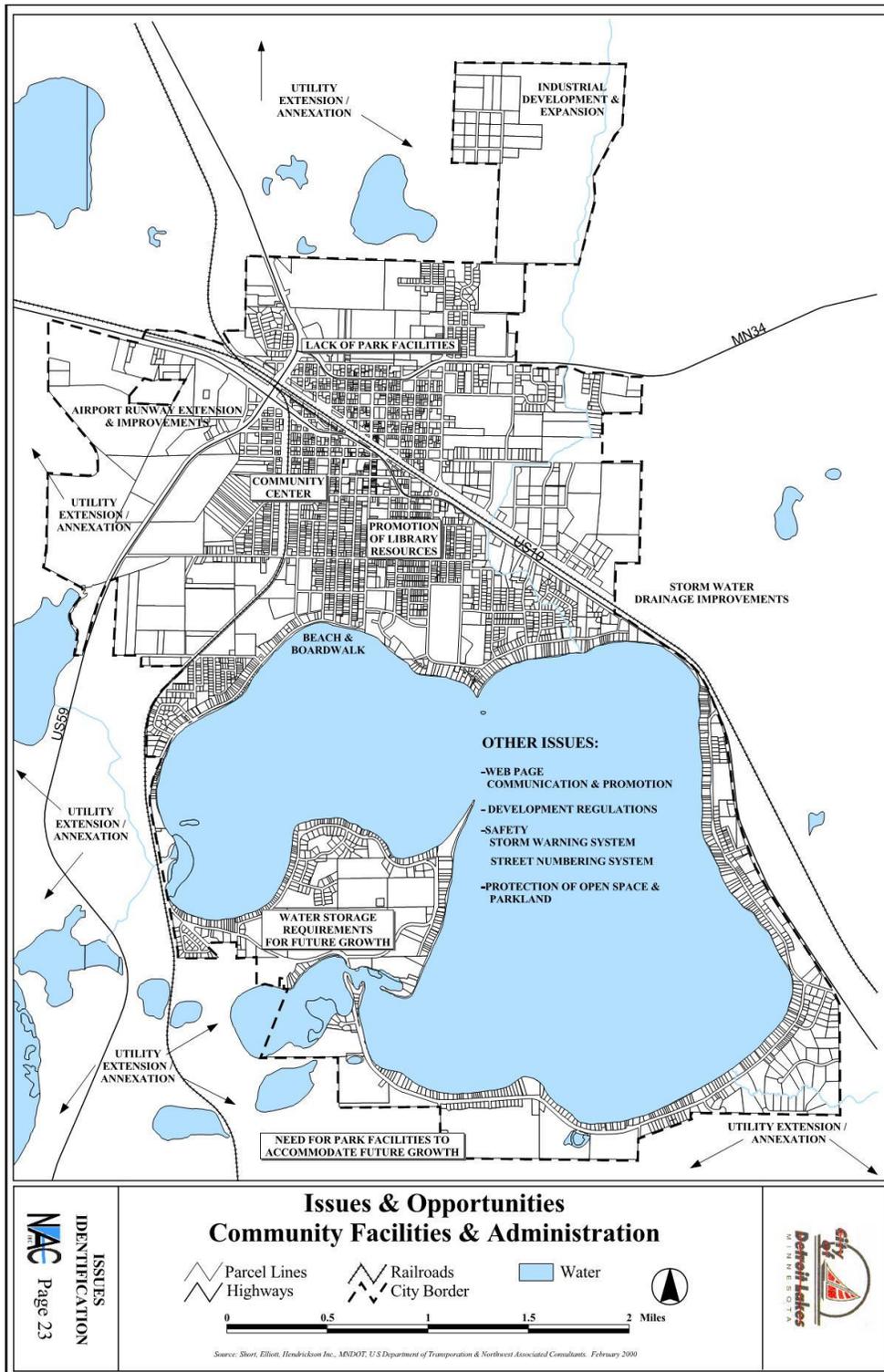
COMMUNITY FACILITIES

The map on the following page highlights many of the primary community facility issues discussed in the following text.

Community Center

A wide range of opinions were expressed about the need for and location of a community center in Detroit Lakes. Many residents discussed the renovation of the Holmes School site just to the west of the downtown and felt that this location would be beneficial for both the rejuvenation of the area as well as its location close to the Central Business District.

Residents expressed their desire for a community center that had a theater, auditorium, pool and room for meetings, arts space and senior center. A task force was formed to review options for the community center.



City Facilities

Residents and City officials in Detroit Lakes were satisfied with the City Hall facility, police department, fire department, library and airport. Recent improvements to the fire department building, the public works facility as well as projected improvements to the airport runways will enhance the viability of these facilities for the City.

Utilities

City officials indicated that the waste water treatment facility is adequately sized for existing demand and to accommodate significant additional capacity demands. The water system is also adequate to meet current needs. City officials indicated that additional growth to the south of Detroit Lakes would create the need for water storage needs. Due to concerns about lake quality, residents felt that the City should give consideration to the annexation of the area around Dead Shot Bay and work with homeowners to extend sewer and water utilities. The issue of sewer and water extension has been raised with other lakes in the general area. City officials indicated the policy of requiring annexation for any type of utility extension will apply to all potential surrounding areas in both Detroit, Lake View, and Burlington Townships.

Storm Water

Storm water management issues are becoming increasingly more important as City officials try to balance water quality and environmental concerns with development needs. City officials discussed the need for storm water regulations that provide appropriate flexibility but still maintain and improve water quality. Related to storm water quality is the protection of open space in the community and existing stands of trees and all environmental concerns. The City is currently in the process of developing a storm water management plan.

Parks/Open Space

Overall, the comments regarding the current park system were very favorable. A majority of those people interviewed thought that the existing park system was adequate with minor improvements, but also felt that there was a lack of facilities on the north side of the City. Some residents felt that the City should be more proactive in upgrades to some of its facilities including playground equipment and remodeling of restroom facilities at the beach.

Some residents felt that the beach area should be given more of a boardwalk feel with continuous lighting year-round to promote this amenity's use. The pavilion has been a landmark at the end of Washington Avenue for many years and should be maintained for future generation or users.

Some residents felt that it is important to preserve open space within the existing City and in newly annexed areas that are being developed. Residents felt that future park areas should be planned for as residential subdivisions occur. City officials noted that subdivision regulations do require park land dedication.

ADMINISTRATION

Financial

City officials were extremely positive about the financial condition of the City of Detroit Lakes and do not foresee any major issues ahead. Some expressed caution related to the costs of future development, especially related to significant roadway or utility extension. Residents felt that the City should proceed carefully in discussions with area landowners and their potential requests for City utilities. Existing residents of the City do not want to finance the costs of utility extensions that will benefit only a few. City staff feels that the City should continue its policies related to transferring most of the costs of new utility construction to developers of property.

Communications

Residents stressed the importance of the City maintaining good communications with its citizens. They felt it was important that residents are well notified of changes to their neighborhoods or about decisions with City-wide consequences. The need for a City web page was mentioned by a number of people who felt that it would provide exposure for the City and would provide an effective communication device for residents. The City has developed a web page and plans to update it periodically.

Safety Issues

Public safety officials indicated that the City should explore the possibility of installing a storm warning system to notify the populace quickly of storms or other emergency situations.

Comments were made by public safety officials that the City should consider implementing a numbering system for its street network. Almost all of the streets are identified by names and not numbers. It was suggested that the City develop a coordinated numbering system that would be added to City maps and gradually updated on the street signs.

Regulations/Design Guidelines

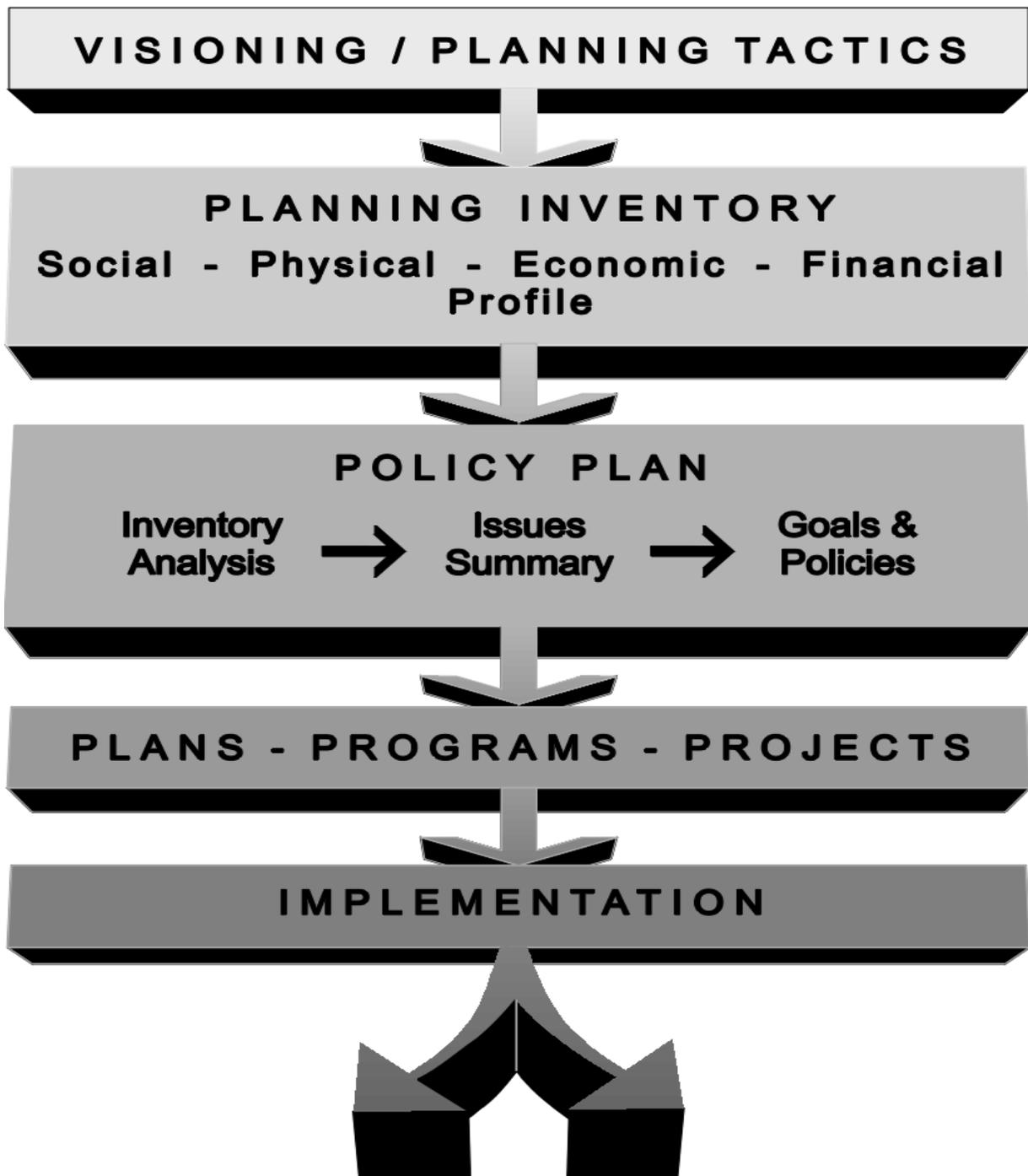
As a follow up to the Comprehensive Plan, the City will review its zoning regulations and make updates as needed. A review of shoreland regulations will be included in the overall review of the Zoning Ordinance. The City will also review its subdivision regulations to determine if any amendments are needed.

PLANNING PROCESS

The community-based information and directives summarized in this section serve to set the stage for the completion of the Comprehensive Plan. Complementing the Issues Identification stage of the process will be the technical inventory of the community. These two sections will provide decision-makers with a basis from which problems and issues can be identified, objectives discussed, and corrective actions implemented. The results of this effort will be goals and policies as well as plans that are developed on a City-wide basis and for specific neighborhoods or planning districts. A diagram that indicates the entire planning process for this Comprehensive Plan is found on the next page.

It should be noted that the Issues Identification study is only an initial forum for community input into the planning process. As draft material is prepared, meetings will be held with the Planning Commission, which will be the primary group to hold public hearings and discussion on the plan. The Mayor, City Council, staff, general citizenry and business interests will also be provided ample opportunity for review and discussion. While such involvement will be demanding, it is essential for completion of a Comprehensive Plan Update which is truly reflective of Detroit Lakes' goals and objectives.

COMPREHENSIVE PLANNING PROCESS



HISTORY FOR CITY OF DETROIT LAKES

The City of Detroit Lakes is located in Becker County, Minnesota on the banks of Detroit Lakes. The area was first settled in 1871 during the building of the Northern Pacific Railroad. The new community, founded by Colonel George Johnston, was called Tylerville or Tyler Town. Tylerville consisted of a collection of buildings near the cabin of Merwin Tyler, located near the Northern Pacific line where the Pelican River meets Detroit Lake. In 1877, the City, which was called Detroit by that time, became the county seat of Becker. In 1881, the village was incorporated. By 1884, business in Detroit included the elegant Hotel Minnesota, the Lakes Hotel, a bank, a newspaper and an opera house. The first major industry was the Fargo-Detroit Ice Company, which bottled and sold pure spring water. The original settlement of the town was on the north side of the railroad. Over the years, the town grew gradually toward the lake and became known for its summer resorts. In 1926, Detroit was renamed Detroit Lakes to eliminate postal mix-ups with Detroit, Michigan.

Through this century, the City has continued to grow as a place with strong ties to the lakes and farmlands in Becker County. The appeal of Detroit Lakes has been its small-town atmosphere, its accessibility to rail, air and highway transportation systems and the surrounding natural amenities of lakes and streams. This small City has developed with a strong commercial and industrial base, impressive public facilities, and quiet, attractive residential neighborhoods. Projections would suggest that this trend will continue.

The annexation of a significant land area to include all of Detroit Lake in recent years has prompted new housing development. Development interests will likely encourage the City to expand its corporate boundaries to accommodate additional growth. Issues with existing lake developments may prompt discussions on future annexation so that the City can provide utility services. Recent redevelopment in the downtown area and along Highway 10 has prompted further interest in the central core area of the City and will result in further investment in this area of the community. As such, the City of Detroit Lakes faces critical issues of directing growth so that it will have a positive result in the type of community that is desired. This objective cannot, however, happen without forethought and planning.

The Detroit Lakes Mayor, City Council, Planning Commission and staff have recognized the need for a Comprehensive Plan update. In the past, Detroit Lakes officials have relied on an outdated Comprehensive Plan, dating back



to 1978. The point has been reached where the plans need to be completely updated to address the continuing development processes and changes in the community. To ensure that these matters are addressed and to include citizens, community leaders, and development interests in the process, an update of the Comprehensive Plan has been authorized.

The Comprehensive Plan will be divided into five sections including Issues Identification, Inventory, Policy Plan, Development Framework, and Implementation. The Issues Identification involved an interview and opinion gathering process to determine a specific set of issues that must be addressed by the Comprehensive Plan. The product resulting from the issues identification phase is a report to the City which lays out the areas of concentration for the remainder of the Comprehensive Plan program. The Inventory consists of the City's existing conditions at a particular point in time and occurs concurrently with the Issues Identification summary. The product of the Inventory is the second chapter of the plan consisting of text, charts, and maps illustrating the most relevant collected information.

The next stage, the Policy Plan, will determine future directions for Detroit Lakes through the identification of goals and policies. The product of the Policy Plan phase is the third section of the plan, consisting of goals and statements, with an increasing level of definition to more specific policies. The fourth chapter of the plan consist of the physical plans and programs which lay out the City's proposed land use, transportation system, and community facilities plans. The final chapter, the Implementation plan, will discuss how elements of the plan will be implemented. It will also provide the opportunity for the City to prioritize the plans and projects that result from the planning efforts of the Comprehensive Plan.

On the following page, a base map of the City is represented. The map illustrates the corporate boundaries of the City at the end of 1999. This will be used throughout the plan as the basis for mapping the City of Detroit Lakes.

INVENTORY INTRODUCTION

The City of Detroit Lakes has recognized a need to update its current Comprehensive Plan as a means of addressing and accommodating the community's future growth and development. The purpose of the Detroit Lakes Inventory is to identify the type, amount, and pattern of growth that has taken place within the City. To this end, an inventory of existing conditions has been conducted. This Inventory encompasses two general categories of information: Social Profile and Physical Profile (including existing land use, transportation, and community facilities).

Together, these categories that make up the Detroit Lakes Inventory provide an informational base which will be used to identify issues and set up a hierarchy of planning policies. These policies will help the community address a broad base of land use and development issues. With the help of a solid information and policy base, decision-makers can evaluate and guide proposals in the short term to benefit the residents of Detroit Lakes and the surrounding area, while fulfilling the City's long term goals and objectives.

Much of the social information found in this Inventory, is based on the 2017 Census including such categories as education, occupation, income, and housing information. The information has been provided to give useful data showing the changes and growth within the community.

SOCIAL PROFILES

POPULATION GROWTH

The statistics in the following table illustrate the trends in population within Detroit Lakes, surrounding townships, and Becker County. Between 2009 and 2017, the City and Becker County experienced an increase in population while the number of people in Detroit Township decreased slightly. The population of Lake View Township experienced a decrease in population from 2009 to 2010, but increased from 2010 to 2017. The reason for the population increases have been attributed to the positive economy and job growth, as well as the continued interest in development around the lakes and areas with natural amenities.

POPULATION GROWTH 2009 - 2017						
Location	2009	2010	2009–2010 % Change	2017	2010-2017 Change	2010-2017 % Change
Detroit Lakes	8,149	8,472	+4.0	9,409	+937	+ 11.0
Detroit Township	2,211	2,033	-8.0	1,941	-92	-4.5
Lake View Township	1,806	1,685	-6.7	1,719	+34	+2.0
Becker County	32,113	32,504	+1.2	34,103	+1599	+4.9
Source: U.S. Census 2017						

HOUSEHOLD GROWTH AND TYPES

In looking at the data for Detroit Lakes since 2000, the number of households has continually increased while the number of persons per household has continually decreased. This is largely reflective of an increase in persons age 65 and older. It also reflects a national trend of people having fewer children and the dynamics of the modern family. The 2017 estimate of population and households reflected in the table below is from the State of Minnesota. The State numbers are generally regarded as being accurate population estimates during non-Census years.

2000 - 2017 DETROIT LAKES HOUSEHOLD INFORMATION			
Year	Population	Households	Persons per Household
2000	7,732	3,319	2.13
2010	8,569	5,379	2.13
2017	9,317	5,786	2.10
Source: City of Detroit Lakes Housing Study 2018, U.S. Census 2000, 2017			

The 2017 Census provides a demographic profile of the households in Detroit Lakes as illustrated in the following table. As the table below indicates, of the 6,419 households in Detroit Lakes, 12.9 percent of married couple households contain at least one child and 45.2 percent are non-family households.

DETROIT LAKES 2017 HOUSEHOLDTYPES						
	Total # of HH	Percent Total HH	HH w/ Children	Percent Total HH	Families w/o Child	Percent Total HH
Family-Married Couple	1,595	38.5	533	12.9	N/A	N/A
Family-Male Householder	75	1.8	7	0.2	N/A	N/A
Family-Female Householder	602	14.5	435	10.5	N/A	N/A
Total Families	2,272	54.8	975	23.5	N/A	N/A
Non-Family Households	1,875	45.2	N/A	N/A	N/A	N/A
Total Households	6,419					
Source: U.S. Census 2017						

AGE CHARACTERISTICS

The following table separates Detroit Lakes' population by age group. The table utilizes information from the Census, the State of Minnesota, and the 2017 housing study.

Ages 0 to 14 represents the City's largest age group accounting for 50.3 percent of the population. The next largest group is the retired age groups (ages 65 and over), representing 26.7 percent of the population. The school age group (under 18 years) accounts for 23.1 percent of the City's population. The numbers indicate an increase in that portion of the population over 65 years. The projected median age increased from 38.7 to 41.3 in the nine-year period. Projections for the County to the year 2020 indicate that the trend of an increasingly older population for the County and the City will continue. Changes in the demographics of the City and surrounding area will have planning implications into the next century.

2017 GREATER DETROIT LAKES POPULATION BY AGE GROUP

Age Group	Detroit Lakes	Percent	Becker County	Percent
0 to 14	1,680	18.4	6,815	20.3
15 to 19	477	4.9	2,129	6.3
20 to 24	665	7.3	1688	5.0
25 to 34	1,122	12.4	3,560	10.6
35 to 44	1,026	11.3	3,633	10.9
45 to 54	904	10.0	4,085	12.2
55 to 64	1,132	12.4	5,124	15.3
65 to 74	911	10.1	3,726	11.1
75 to 84	679	7.5	1,905	5.6
85 +	512	5.6	887	2.6
TOTAL	9,078		33,552	
Source: US Census 2017				



EDUCATION

The following table illustrates the education levels for residents 25 and over in 2017. As indicated, approximately 92 percent of the population of Detroit Lakes has attained a high school diploma or higher degree. Approximately 28 percent of the population has a bachelor's degree or higher. For comparison purposes, 92 percent of Becker County's population has attained a high school degree and 28 percent have attained a bachelor's degree or higher.

2017 EDUCATION LEVELS AGE 25 AND OVER				
Level Attained	Detroit Lakes	Percent	Becker County	Percent
< 9th Grade	201	3.2	646	2.8
9th to 12th (no diploma)	272	4.3	1050	4.6
High School Graduate	1814	28.9	7358	32.1
Some College (no degree)	1481	23.6	5210	22.7
Associate Degree	772	12.3	3144	13.7
Bachelor's Degree	1184	18.8	3880	16.9
Graduate Degree	562	8.9	1632	7.1
TOTAL	6286	100	22920	99.9
% High School Grad or Higher	----	92.5	----	92.6
% bachelor's Degree or Higher	----	27.8	----	24
Source: U.S. Census 2017				

OCCUPATION

Information from the 2017 Census regarding employment demographics for Detroit Lakes is depicted in the table below. Most workers are in the Educational and Health services category, followed by retail and manufacturing. The Arts, Entertainment, Recreation, Accommodations, and Food Services also make up a large portion of the work force. For comparison, the labor force for all of Becker County is also included in the table below.

2017 OCCUPATIONS AGE 16 AND OVER				
	Detroit Lakes		Becker County	
	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing, Farming	87	2	798	4.9
Construction	188	4.2	1461	9.1
Manufacturing	622	14	2260	14
Retail	730	16.4	2024	12.5
Transportation, Warehousing, and Utilities	142	3.2	832	5.2
Information	53	1.2	167	1
Finance, Insurance, Real Estate	188	4.2	587	3.6
Professional, Scientific, Management, Administrative and Waste Management	125	2.8	795	4.9
Education and Health Services	1334	30	4125	25.6
Arts, Entertainment, Recreation, Accommodations, Food Service	500	11.2	1362	8.4
Public Administration	186	4.2	728	4.5
Other	196	4.4	673	4.2
TOTAL	4445		16,143	
Source: U.S. Census 2017				

INCOME

The 2017 Census data regarding median family income and per capita income for Detroit Lakes and Becker County is illustrated in the following table. The second table indicates household income ranges for Detroit Lakes. The Detroit Lakes' per capita is 3.4 percent higher than that of Becker County as a whole. Median family income for Detroit Lakes is slightly lower than Becker County. Lower incomes result in a slightly higher percentage of the population of Detroit Lakes being below the poverty level compared to Becker County.

2017 INCOME			
	Per Capita Income	Median Family Income	% of Individuals Below Poverty Level
Detroit Lakes	\$27,597	\$59,315	14.7
Becker County	\$28,525	\$67,665	8.8

Source: U.S. Census 2017

2017 HOUSEHOLD INCOME DETROIT LAKES		
	Number of Households	Percent of Total Households
Less than \$10,000	352	8.5
\$10,000 to \$34,999	1506	36.4
\$35,000 to \$99,999	1679	40.6
\$100,000 to \$199,000	520	12.5
\$200,000 or more	90	2.2
Median Income	38,197	---
TOTAL	4,147	100.2%

Source: U.S. Census, 2017

HOUSING STOCK

As the following table indicates, 69.1 percent of housing units within the City are low density, either single family (67.4 percent) or two family (1.7 percent) units. Medium density units (three to nine units per acre) comprise approximately 6.8 percent of the housing stock and 22.0 percent can be attributed to high density units (10+ units per acre). These numbers reflect the 2017 Census information.

The available housing types of single family, duplexes, townhomes, and apartments does, however, provide the capacity for a diverse community which includes both traditional and non-traditional lifestyles. As the City continues to grow, providing a variety of housing types, sizes and values will be increasingly important.

The following table also indicates the age of structures built. As of 2017, more than half of the housing stock in Detroit Lakes was built before 1980. Much of this housing is found in the areas surrounding the downtown. The new areas of housing include developments near and around Detroit Lake and in the eastern portion of the City.

DETROIT LAKES 2017 HOUSING STOCK						
Units in Structure	Number	Percent		Units by Yr. Built	Number	Percent
1, Detached	2,582	62.3		2014 or Later	37	0.9
1, Attached	213	5.1		2010-2013	122	2.9
2 Units	69	1.7		2000-2009	680	16.4
3 to 4 Units	171	4.1		1980-1999	743	17.9
5 to 9 Units	111	2.7		1960-1979	1,251	30.2
10 + Units	911	22.0		1940-1959	811	19.6
Mobile Homes	90	2.2		1939 or Before	503	12.1
Source: U.S. Census 2017						

The housing stock information from the Census can be updated by reviewing the building permit information to 2017. A total of 755 single family units for years between 2000 and 2018 were built in Detroit Lakes. The numbers of units added increased at a gradual rate and it is expected that Detroit Lakes will continue to add between 20 and 30 single family housing units per year in the next decade. The numbers of multiple family units added has been sporadic with zero some years and up to 71 units in other years. As demand increases for housing, pressure will continue to add additional multiple family units in all value categories. The City should continue to encourage development and redevelopment of new single and two family and multiple family units to replace substandard housing and accommodate constant population growth.

*

DETROIT LAKES BUILDING PERMITS 2010 – 2018			
Year	Single Family Structures	Multiple Family Rental	Total Number of Units
2010	30	42	72
2011	20	0	20
2012	33	0	33
2013	43	50	93
2014	46	33	79
2015	45	71	116
2016	34	0	34
2017	37	55	92
2018	53	30	83
Total 2010-2018	341	281	622
Total 2000-2009	412	206	618
Source: City of Detroit Lakes Housing Study			

HOUSING VALUE

The following table shows the housing values for owner occupied homes in Detroit Lakes in 2017. At that time, a majority (21.4 percent) of the homes were valued between \$150,000 and \$199,999. The values and percentage of housing for Becker County were slightly similar.

2017 HOUSING VALUES OWNER OCCUPIED UNITS					
Detroit Lakes			Becker County		
Housing Values (\$)	Count	Percent	Housing Values (\$)	Count	Percent
<50K	148	6.0	<50K	846	8.0
50-99.9K	386	15.7	50-99.9K	1,334	12.7
100-149.9K	483	19.7	100-149.9K	1,727	16.4
150-199.9K	525	21.4	150-199.9K	1,935	18.4
200-299.9K	486	19.8	200-299.9K	2,207	20.9
300-499.9K	290	11.8	300-499.9K	1,762	16.7
500-999.9K	98	4.0	500-999.9K	641	6.1
1,000,000+	37	1.5	1,000,000+	86	0.8
Median	\$167,000		Median	182,100	
Source: U. S. Census 2017					

HOUSING RENTS

The table below indicates median rents for Detroit Lakes and Becker County from the 2017 Census. The median rent paid in Detroit Lakes in 2017 was 7.04 percent higher than the median rent paid in the County as a whole.

2017 GROSS RENTS					
Detroit Lakes			Becker County		
Monthly Rent (\$)	Count (est.)	Percent	Monthly Rent (\$)	Count (est.)	Percent
<500	411	25.3	<500	711	26.6
500-999	804	49.4	500-999	1398	52.4
1000-1499	319	19.6	1000-1499	433	16.2
1500-1999	50	3.1	1500-1999	80	3.0
2000-2499	16	1.0	2000-2499	18	0.7
2500-2999	0	0	2500-2999	4	0.1
3000+	26	1.6	3000+	26	1.0
No Cash Rent	68		No Cash Rent	281	
Median Rent	\$753		Median Rent	\$700	
Source: U. S. Census 2017					

PHYSICAL PROFILE

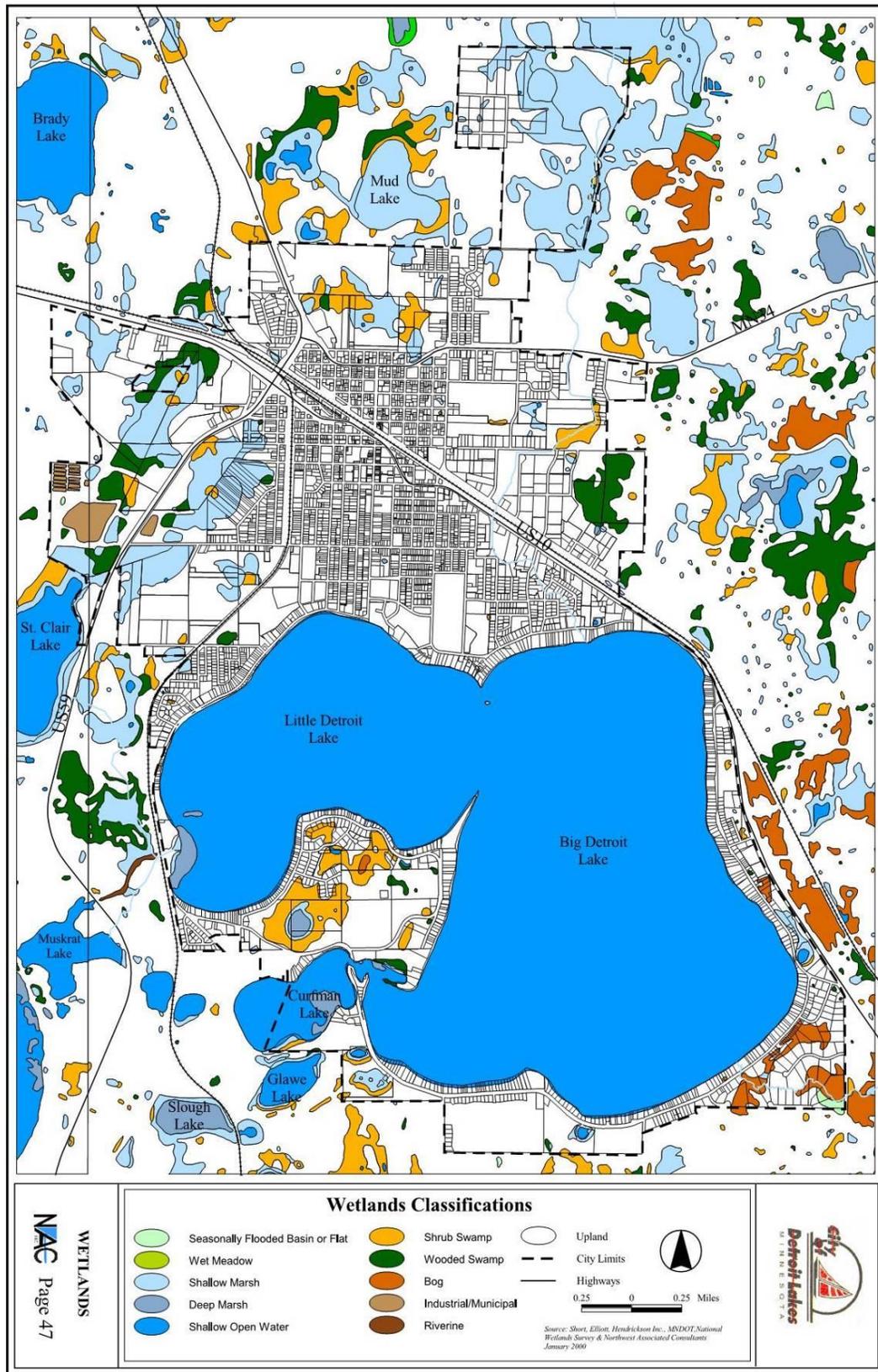
NATURAL FEATURES

The most significant feature of the area in and around Detroit Lakes is the lakes, wetlands and streams. The map on the following page indicates the location of wetlands and their classification. This map demonstrates the significant coverage of these natural features in the Detroit Lakes area. Much of the original townsite of Detroit Lakes has been drained in the past to provide for urban development while areas outside of the City limits retain much of the natural drainage areas. Growth of the City inside and outside of its boundaries will be significantly influenced by these existing wetlands, lakes and streams. These natural areas can provide the community with open space and recreational opportunities as well as providing a natural amenity for urban development.

The wetlands, lakes and streams serve an important function as providing areas for storm water runoff. In addition, these areas are also valuable for flood water retention, ground water recharge, nutrient assimilation, and wildlife habitat. In 1991, the Wetland Conservation Act was passed requiring the preservation of all wetland areas. The City is one of the jurisdictions in the area that will work to protect natural areas through its comprehensive planning and ordinance enforcement.

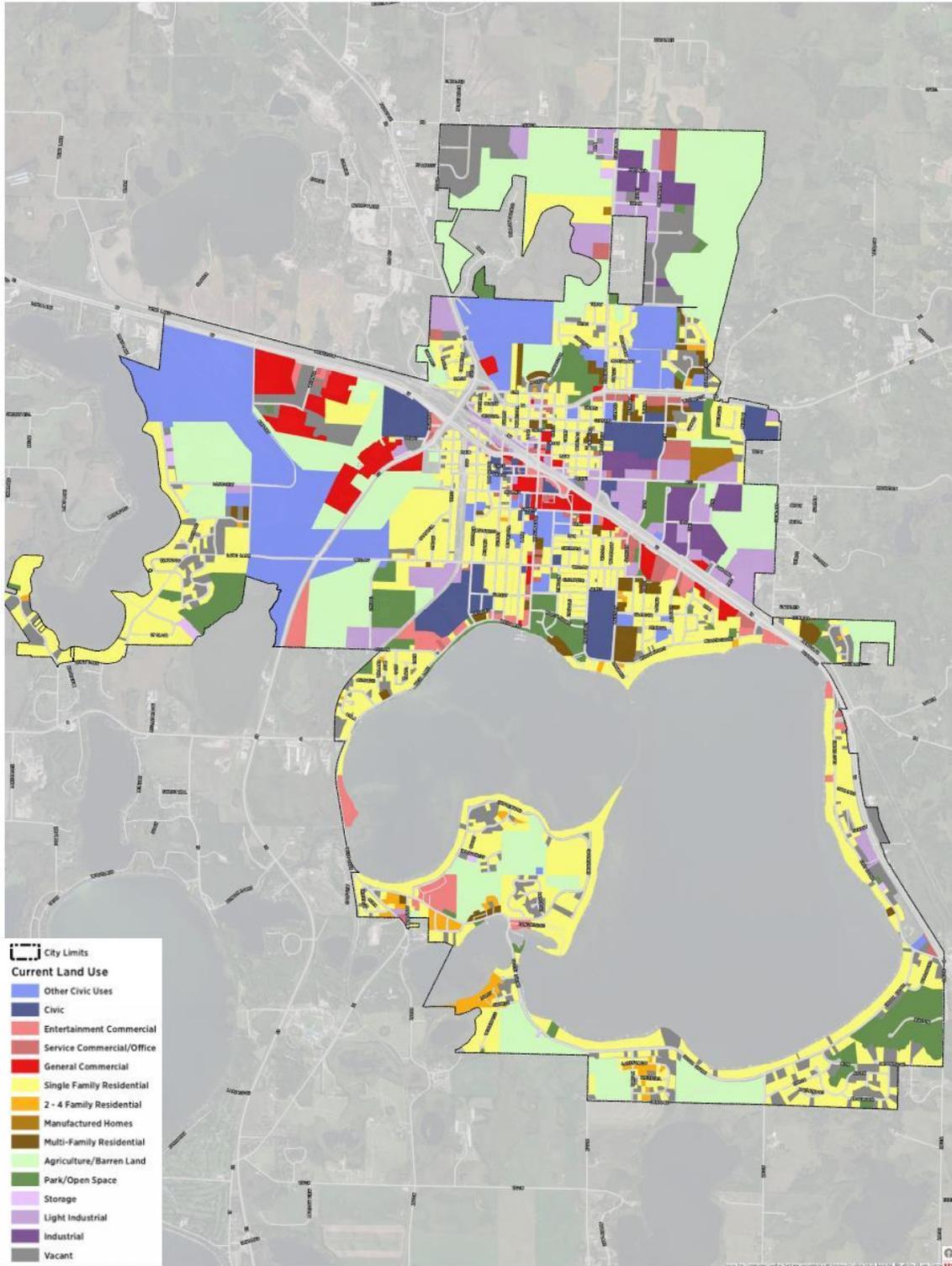
DEVELOPMENT PATTERNS

The development patterns of land use in the City of Detroit Lakes clearly exhibit the influence of both man-made and natural environmental factors. One highly visible influence is Detroit Lakes, which has defined the community and its growth patterns. The second major influence are the rail and highway corridors. The railroads originally were one of the major influences on the City's growth and development. With more emphasis now on automobile and truck transportation, the rail lines provide opportunities but also function as physical barriers for the movement of goods and people by other ground transportation modes. The highways, especially Highway 10, also functions as a physical barrier but now serves, along with Highway 59, as the primary connection for Detroit Lakes to the region. Highway 10 has also significantly influenced the location of commercial and industrial development in the community. The third major influence on land use patterns have been the annexations of the 1990s that have impacted the community and how it will grow in the next decade.



Residential development patterns will continue to extend to the south, into areas that are annexed but not developed. In the near future, requests for additional annexation south of Detroit Lakes will be prompted by residential developers and landowners. Continued residential development is also expected in areas to the east of the current City, between Highways 10 and 34. The most significant impact to Detroit Lakes in the next decade could be addressing the issue of possible annexation and providing utility service to Long Lake, Floyd Lake and other lakes close to the City.

The map on the following page graphically illustrates the distribution and the variety of land use types in Detroit Lakes. An analysis of the breakdown by acreage of land use types follows the Existing Land Use map.



EXISTING LAND USE ANALYSIS

The city's current use of land sets the stage for how it can be expected to change over time with population growth. The table establishes two metrics that can be extrapolated to estimate the current amount of land that will be consumed to accommodate future growth: first, by looking at the percent of the developed land and second, by identifying the number of acres per 100 residents. Both methods are used to estimate the future land needed later in this plan.

The City of Detroit Lakes is approximately 9,494 acres in size. The predominant land uses within the City includes water bodies (33.3 percent), vacant undeveloped land (18.71 percent), and residential development (17.29 percent). A large amount of civic uses complements Detroit Lakes as a recreational destination to support a variety of activities. A fairly high percentage of undeveloped and vacant land consists of the undeveloped residential areas south of the lakes and areas for potential industrial development north of Highway 34. The table below list the acreage for various land use categories.

Table: Detroit Lakes Land Use Distribution, 2017

Land Use Category	Acres	% Of Developed Land	Acres Per 100 People
Residential	1,642	46.35%	17.91
Single Family	1,462	41.28%	15.95
Assisted Living	21	0.60%	0.23
Multi-Family	136	3.84%	1.48
Mobile Homes	23	0.64%	0.25
Commercial	384	10.84%	4.19
General	182	5.14%	1.99
Service	76	2.15%	0.83
Entertainment	114	3.23%	1.25
Office	12	0.33%	0.13
Industrial	404	11.40%	4.41
Light Industry	281	7.93%	3.06
Industry	123	3.48%	1.34
Civic	1,226	31.01%	13.38
Civic	594	16.77%	6.48
Civic - Airport	241	6.80%	2.63
University	64	1.81%	0.70
Parks	199	5.63%	2.17
Boats and out buildings	14	0.40%	0.15
Total Developed	3,542	100.00	38.64
Total Undeveloped	5,952		64.95
Agriculture	1,198		13.07
Open Space*	128		1.39
Right of Way	1,014		11.06
Vacant/Undeveloped	451		4.92
Lake	3,162		34.50
Total Area inside the City	9,494		

Source: RDG Planning & Design

RESIDENTIAL

Like many communities, residential uses account for a significant portion of the developed land within Detroit Lakes. The housing market offers a range of choices that range from single family homes on large lots to condominium units. Despite this variety, the clear majority of residential land is developed as single family housing styles

- Residential land uses increased from 1,385 acres in 2000 to 1,642 acres in 2017.
- Detroit Lakes' homes account for the single largest use and therefore investment in the community at almost 46% of total development land.
- The unit mix is roughly 60% owner-occupied and 40% renter-occupied, while 89% of the city's residential land is single-family use only. A number of the city's rental units are likely in single-family units but overall the city's renter stock consumes a very small portion of the city's overall residential land use pattern.

COMMERCIAL

Detroit Lakes has a strong commercial presence primarily downtown and along the highway corridors. Vacant land in strategic locations offers new commercial development opportunities in the future.

- Commercial land uses increased from 318 acres in 2000 to 384 acres in 2017.
- Like most communities, general commercial uses are the comprise about half of all commercial uses.
- Entertainment based commercial uses such as restaurants and venues account for about 30% of all commercial uses, reflective of the tourism industry in the community.

INDUSTRIAL

The city has a strong supply of industrial land compared to similarly sized communities with concentrated growth of business park type uses.

- Industrial land uses increased from 246 acres in 2000 to 404 acres in 2017.
- The majority of industrial land is located along the northern edge of Highway 10 with other locations scattered throughout the city.

CIVIC FACILITIES

Civic facilities encompass approximately 594 acres or 16.77 percent of the City's total area. The governmental entities that make up this area include the Becker County Fairgrounds, the Becker County Courthouse, the State Patrol, and Minnesota Department of Transportation offices and the City's facilities. Other civic uses include churches, schools, and other public spaces not including parks.

PARKS/OPEN SPACE

Parks and open space account for 199 acres, over 5.63 percent of the City's total area. The majority of the City's park land is concentrated into two large park areas.

RIGHT-OF-WAY

Right-of-way, consisting of both highway and rail land, encompasses 1,014 acres.

VACANT/UNDEVELOPED

The vacant/undeveloped land identified on the Existing Land Use Map and the land use table includes land which has not been developed, permanent open space, or that which has been subdivided for development, but remains vacant. It does not include the areas identified as water in the Existing Land Use Map. The vacant/undeveloped land use category totals 579 acres in Detroit Lakes. The immediacy of the prospects for development on these parcels varies considerably and are closely tied to the current housing market, commercial and industrial development interests and other variables.

Most of the developable vacant land is available for low density residential or industrial development. The shortage of commercial land for development purposes will ultimately limit the City's ability to expand this land use sector, unless development interests continue to look at redevelopment options along Highway 10 and in the downtown area.

PHYSICAL BARRIERS

Natural features such as lakes, streams, and wetlands, as well as constructed features such as highways and railroads often act to contain land use and restrict access. In dividing and distinguishing subareas within a community, such barriers become a vital consideration for logical planning. In addition, many of the natural features such as lakes, wetlands, or topography can be used positively to enhance a community and its housing and working areas. Physical barriers within Detroit Lakes include the lakes, wetlands,

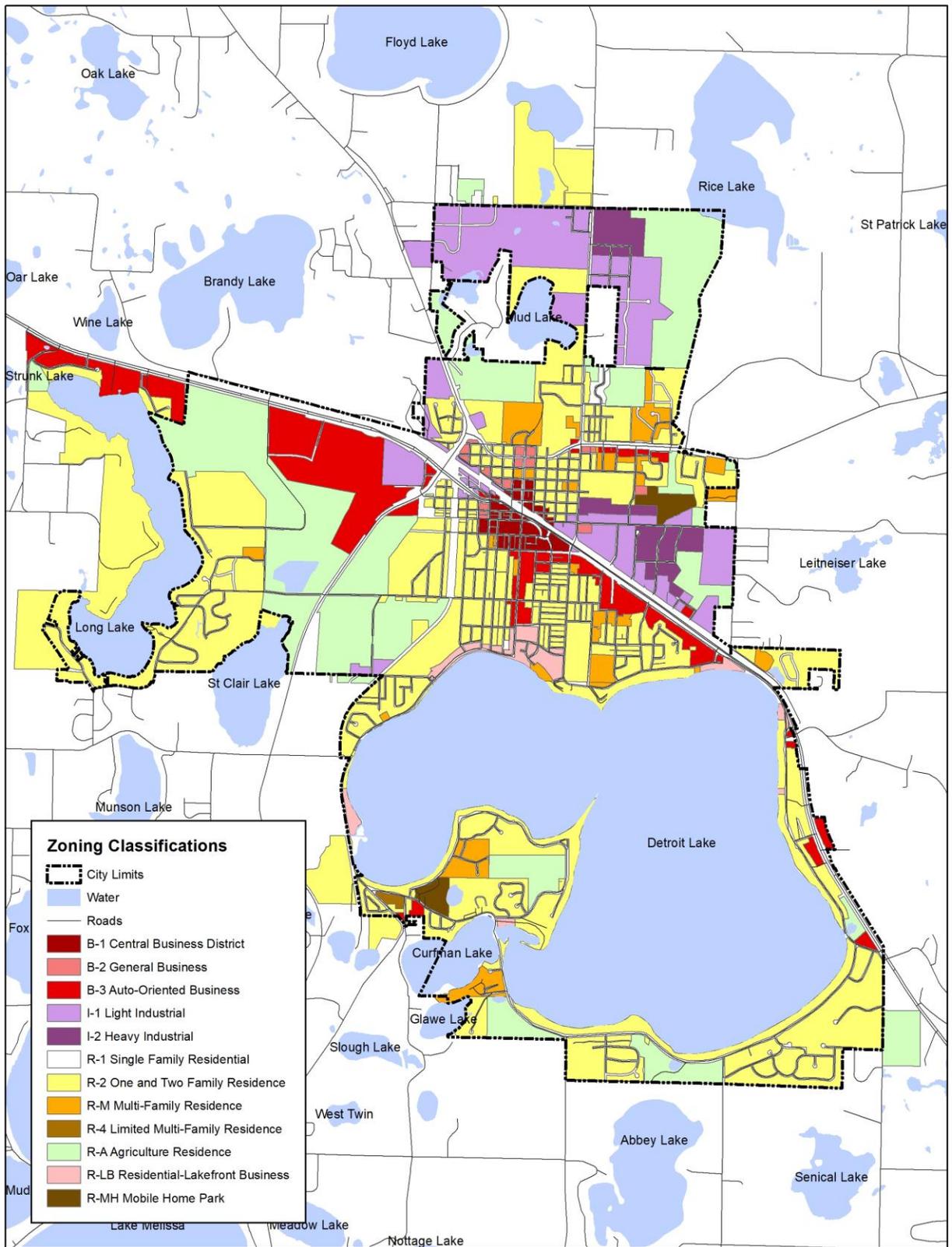
Highways 59, 34 and 10, and the rail lines.

The impact of physical barriers may be seen to have both positive and negative aspects. On the positive side, barriers serve to define cohesive areas and to lend structure to the arrangement of land uses, often separating uses which would otherwise generate conflict. On the negative side, barriers may artificially constrain development, and in separating developed areas, produce problems of access and circulation between related land uses.

The physical barriers within Detroit Lakes are not viewed as being severe in terms of one area, but rather are spread out as smaller obstacles throughout the City. Minor physical barriers such as these can be overcome with proper planning and land use patterns, and transportation system development should be encouraged to take advantage of the positive aspects outlined above.

LAND USE CONTROLS

Land uses within Detroit Lakes are presently governed by the City Zoning and Subdivision Ordinances. Applications for development and associated plans are reviewed by City staff and submitted to the Planning Commission and City Council for review and approval.



The following paragraphs summarize the districts of the Zoning Ordinance and how they are applied within the City.

"R-A, Agriculture Residence District: The R-A District is intended to provide a district that will allow suitable areas of the City to be retained and utilized for low density residential, open space and or agricultural uses, prevent rapid urbanization, and provide economy in public expenditures for public utilities and service.

"R-1", Single Family Residential District: The purpose of the R-1 District is to provide for low density single family detached residential dwelling units and directly related, complementary uses.

"R-2", One and Two-Family Residence District: The purpose of the R-2 District is to encourage the development and preservation of medium density residential neighborhoods characterized by one and two-family dwellings for owner and or rental occupancy, Nonresidential services permitted in this district shall provide for auxiliary services which will contribute to the stability and long-term value of the area for residential purposes.

"R-M" Multi-Family Residence: It is the purpose of the R-3 District to encourage the development and maintenance of high density residential neighborhoods characterized by appropriate levels of services and choice of tenancy, non-residential uses permitted in this district shall be limited to those uses and buildings that will provide for the stability of the area as a residential neighborhood.

"R-4". Limited Multi-Family Residence: The purpose of the R-4 District is to provide an area where there will be a compatible variety in densities of residential dwelling units by allowing single-family, duplex, and small multi-family units in the same district. In this way, the District can serve as a transitional area between R-2 and multi-family districts.

"R-MH, Mobile Home Park: The purpose of the R-MH District is to provide for mobile home uses and directly related uses.

"LB", Lakefront Business District: The R-LB District is intended to provide for the intermixing of lake-oriented and business, public, and semi-public recreational opportunities and residential uses.

"B-1", Central Business District: It is the purpose of the B-1 District to provide for the establishment and maintenance of a central shopping area providing a full range of goods and services to attract customers from a large trade area. Uses which materially interfere with the overall service center function of the area are excluded.

"B-2", General Business District: It is the purpose of the B-2 District to permit and to encourage the establishment of commercial shopping areas which offer a wide variety of consumer goods and services.

"B-3", Auto-Oriented Business District: The purpose of the B-3 District is to provide for and limit the establishment of motor vehicle oriented or dependent commercial and service activities.

"I-1", Light Industrial District: The purpose of the 1-1 District is to provide for the establishment of warehousing and light industrial development.

"I-2". Heavy Industrial District: The purpose of the 1-2 District is to provide for the establishment of heavy industrial and manufacturing development and use which, because of the nature of the product or character of activity, requires isolation from residential or commercial use.

"FP", Floodplain District: The purpose of the Floodplain District is to promote the public health, safety, and general welfare and to minimize losses in the flood hazard area of the City.

"W", Wetland Systems District: The Wetland District is a district relating to lowlands, marshes, wetlands, drainage ways, water bodies, and water courses regulating alteration and development of such lands and providing for the issuance of permits therefor.

"S". Shoreland District: The Shoreland District serves to regulate the subdivision, use, and development of the shore lands of public waters and thus preserve and enhance the quality of surface waters, conserve the economic and natural environmental values of shorelands, and provide for the wise use of water and related land resources. The Shoreland District is comprised of land within 100 feet of lake and 300 feet of a river

The table on the following page summarizes all of the established zoning districts along with their minimum lot size, width, setback, and building height requirements and is intended as a general reference source.

SUMMARY OF ZONING DISTRICT CLASSIFICATIONS AND REQUIREMENTS					
Zoning District	District Classification	Min. Lot Size	Min. Lot Width (Interior)	Setbacks F S-I S-C R	Principal Building Height
R-A	Agricultural Residential	100,000 sf	200 feet	50 30 30 50	2 ½ stories
R-1	Single Family Residential	7,500 sf	60 feet	30 10 20 50	2 ½ stories
R-2	Single and Two-Family Residential	7,500 sf single 9,000 sf tow-fam	60 feet	30 10 20 30	30 feet
R-4	Limited Multi-Family Residential	7,500 sf single 3,500 sf/ add. unit	60 feet	30 20 20 30	30 feet
R-M	Multi-Family Residential	7,500 sf single 2,500 sf/ add. unit	60 feet	30 20 20 30	4 stories 60 feet max
R-MH	Mobile Home Park	40,000 sf 5,000 sf per unit	150 feet 50 ft./unit	20 10 20 20	One story
LB	Lakefront Business	15,000 sf	100 feet	30 20 20 30	25 feet
B-1	Neighborhood Business	Non-Residential none Residential 7,500 sf	Non-residential None Residential 60 ft.	6 0 0 0	4 stories 60 feet max
B-2	General Business	7,500 sf	60 feet	30 15 20 30	3 stories 45 feet max
B-3	Auto-Oriented Business	None	100 feet	30 10 20 30	3 stories
I-1	Light Industrial	20,000 sf	100 feet	40 30 30 40	4 stories
I-2	Heavy Industrial	30,000 sf	100 feet	40 30 30 40	4 stories
PUD	Planned unit Development				
FD	Floodplain				
W	Wetland Systems				
S	Shoreland				

F= Front yard setback as measured from the property line lots S-C = Side yard setback on corner

S-I = Side yard setback on interior lots

R = Rear yard setback

Source: City of Detroit Lakes



PHYSICAL PROFILE - TRANSPORTATION

ROAD AND HIGHWAY NETWORK FUNCTIONAL CLASSIFICATION

The functional classification system for the City's streets and highways is based on the usage of the roadways. The map on the following page indicates the jurisdiction of the various roadways within the City. A description of the functional classification system of the City and identification of the roadways under each of the categories is as follows. The Transportation Plan Map, found in the Development Framework, identifies the functional classification of roadways.

Principal Arterials. Principal arterials have the highest volume capacity. They function to connect metropolitan population centers with one another and connect major business concentrations, important transportation terminals, and large institutional facilities. These roadways are typically spaced three to six miles apart in developing areas, and six to 12 miles apart in commercial agricultural and general rural areas. These roadways are designed for high speed movement and for high vehicle volumes, including commercial traffic, and are intended to serve longer trips. The principal arterials in the City include Highways 10, 59 and 34 west of Roosevelt Avenue.

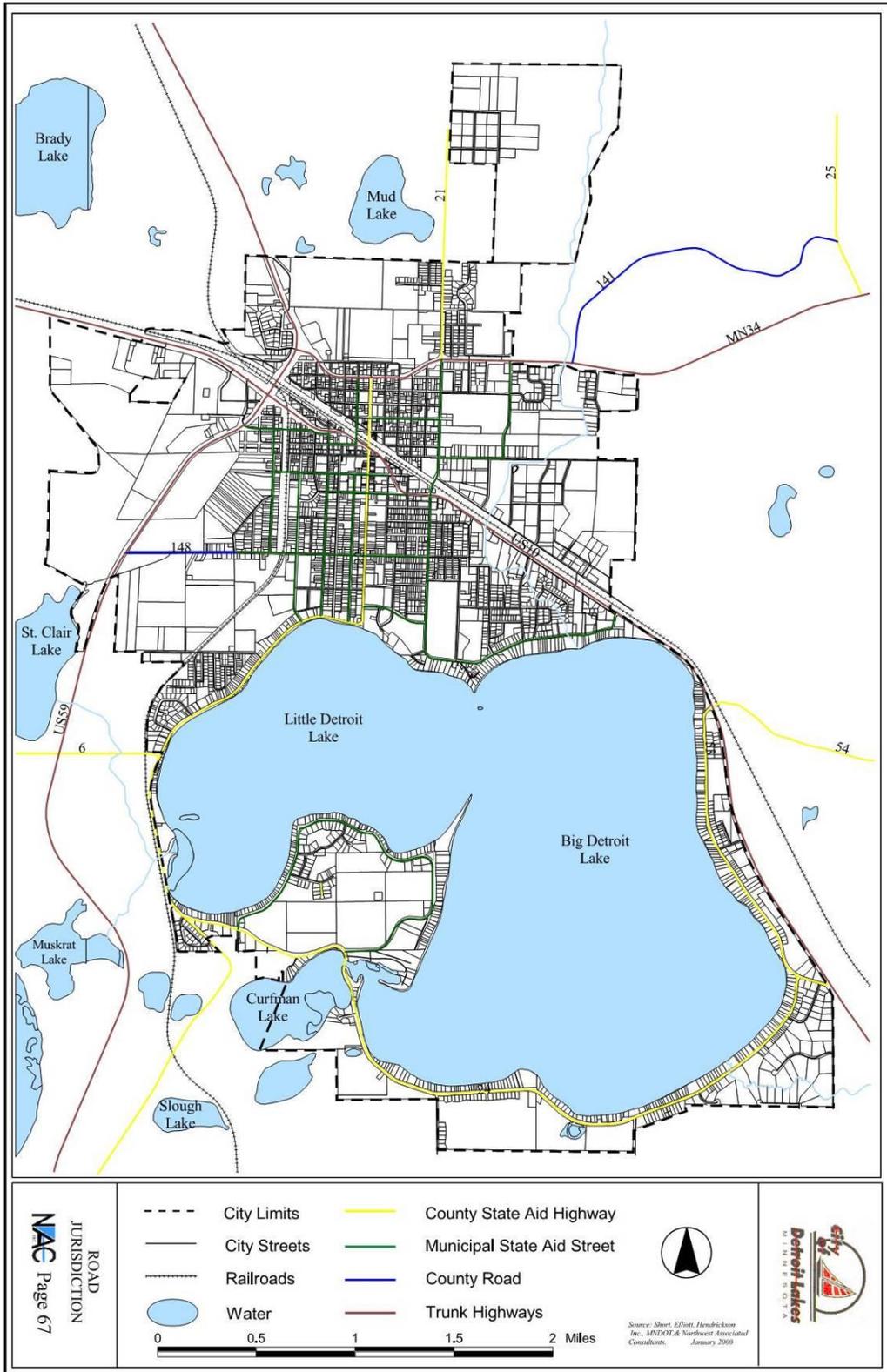
Minor Arterials. Minor arterials also place more emphasis on mobility than on providing land access. Minor arterials typically connect cities and other major activity centers to each other and to the principal streets. They may also provide relief for congestion on parallel principal arterials. While there is more access to minor arterials than to principal arterials, the emphasis is still on mobility. The City of Detroit Lakes contains six minor arterial roadways including Highway 34 east of Roosevelt Avenue, Frazee Street between Washington Avenue, Highway 10, Roosevelt Avenue between Highway 34 and Highway 10, Washington Avenue between Highway 34 and West Lake Drive, Willow Street between Highway 59 and Washington Avenue, and West Lake Drive to County Road 6.

Major Collectors. Major collectors are roadways which place emphasis on both mobility and land access. Major collectors typically connect neighborhoods within and between sub regions. Detroit Lakes contains a number of minor collectors, both county and local roadways. They include County Road 6 on the west edge of the City, West Avenue between Willow Street and Main Street, Summit Avenue between West Lake Drive and Highway 10, Holmes Street between West Avenue and Washington Avenue, Main Street between Highway 59 and Highway 10, Willow Street between Washington Avenue, Roosevelt Avenue, North Shore Drive, and Roosevelt Avenue south of Highway 10.

Minor Collectors. Minor collectors provide service between major collector and minor arterial streets to provide critical connections to sub regions to relieve local streets of heavy traffic, but also provide for limited direct lot access when necessary. Only one minor

collector street is designated for the City and that is Highway 54 on the east edge of the City.

Local Roadways. All other roadways that do not fall into the functional classifications discussed above are local roadways. Local streets interconnect blocks within residential neighborhoods and land parcels within commercial and industrial developments. In the urban areas they occur every block, while in the rural area one mile spacing is typical. Their primary function is to provide property access. Typically, these are city or township roads.



HIGHWAY 10

Highway 10 serves not only as one of the primary roadways to connect Detroit Lakes with other areas of the region and the State but also serves as a major transportation corridor within the City. The Highway 10 corridor has been recognized as one of the main topics to be addressed as part of the Transportation Action Model process occurring in 1999 and 2000.

RAIL FACILITIES

Detroit Lakes is on the main line of the Burlington Northern Santa Fe which runs nearly parallel with Highway 10 through Detroit Lakes. The Soo Line runs on the west side of the City. The City's industrial park includes a rail line spur providing access for shipping. Amtrak provides daily passenger service from the station in downtown Detroit Lakes.

AIRPORTS

The Detroit Lakes/Becker County Airport, located west of the City near Highway 10, has a 4,500-foot lighted runway, a full time fixed base operator, hangers and maintenance service to accommodate commuter aircraft. Charter service is available at the airport. National and international flights are available at Hecter International Airport in Fargo, North Dakota, which is approximately 50 miles to the west of Detroit Lakes.

BUS SERVICE

Detroit Lakes is provided inter-city bus service by the Greyhound Bus Line. Local bus service is not available, but the City is served by a taxi company and special needs transportation is provided by Medi-Van.

PHYSICAL PROFILE – COMMUNITY FACILITIES

FACILITIES AND SERVICES

The City of Detroit Lakes offers a full range of City services and facilities for its residents and people who visit the community. In addition to the usual public works, recreation and governing features, the City also oversees the Detroit Lakes Public Utility which owns and operates the City electric distribution system. Additionally, excellent education, hospital and medical facilities are provided in the community. A map illustrating the location of City and community facilities is found on the following page. A review of the services and facilities is as follows:

POLICE PROTECTION

The City of Detroit Lakes provides police protection for the community through its own Police Department. The Police Department is headquartered at 106 East Holmes and currently consists of 11 full time and two-part time officers. The area surrounding the City is protected by the Becker County Sheriff headquartered at 925 Lake Avenue in Detroit Lakes.

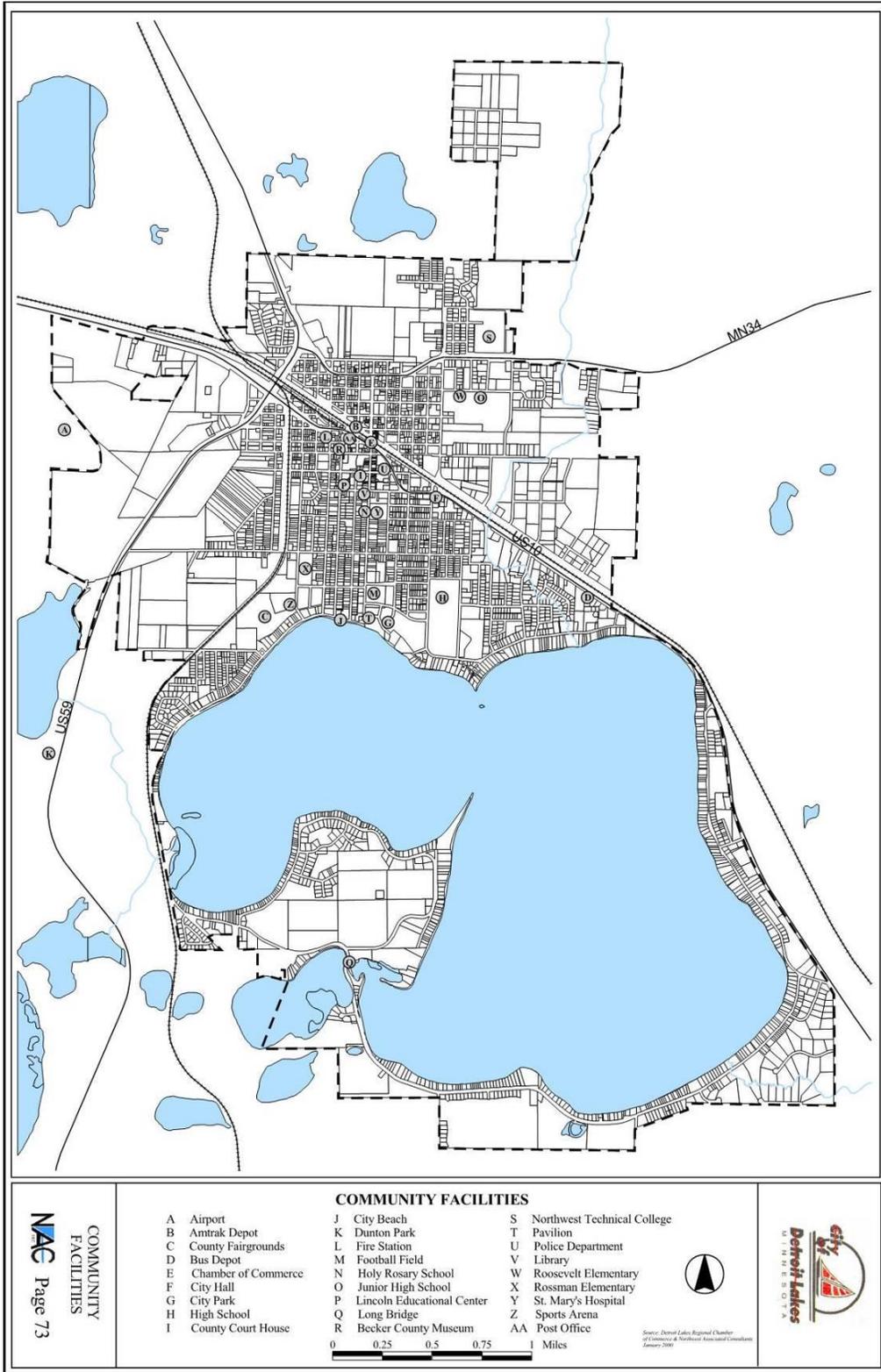
FIRE PROTECTION

Detroit Lakes is provided fire protection by a 30-member volunteer department. The fire station is located at 417 West Main Street. Currently firefighting equipment includes: two 1,250 gallons per minute (gpm), 1,000-gallon pumper tankers; one 1,000 gpm pumper; one 750 gpm, 1,000-gallon pumper tanker; one 85-foot aerial ladder truck and one rescue vehicle. The fire insurance rating for Detroit Lakes is Class 5.

PUBLIC UTILITIES

The Detroit Lakes Public Utilities Department provides electrical, water and sewer services to the community. The utility owns and maintains a 10-megawatt emergency generating facility and the electrical distribution system. Through the municipal utility, the City is able to provide comparatively low electrical rates to its customers.

Water for the community is provided by three wells with a storage capacity of 1.1 million gallons. The water plant capacity is four million gallons per day (gpd) with an average demand of 1.4 million gpd and a peak demand of 2.2 million gpd.



Wastewater treatment is provided by a stabilization pond system with a plant capacity of 1.64 million gpd. Average demand of the plant is 1.1 million gpd with a peak demand of 1.7 million gpd.

ADMINISTRATION

The City of Detroit Lakes is governed by a Home Rule Charter. The Mayor and nine City Council members comprise the governing body for the City. The Mayor and three Council members are elected at large, and two members are elected from each of the City's three wards. Day-to-day operations of the City are the responsibility of the City Administrator and staff. The City and Public Utilities offices are at 1025 Roosevelt Avenue.

LIBRARY

The Detroit Lakes Public Library is located at 1,000 Washington Avenue and is a member of the Lake Agassiz Regional Library System.

COMMUNITY DEVELOPMENT

The Detroit Lakes Development Authority and the Detroit Lakes/Becker County Industrial Development Corporation are staffed by the City Community Development Office located at City Hall. The Development Authority and Industrial Development Corporation are active in providing a variety of development services and assistance for new and expanding business interests. Programs offered include revolving loan funds, interest write-down programs, public utilities grants, IRP funds, tax increment financing, and tax abatement.

The City of Detroit Lakes owns a 100-acre industrial park located north of Highway 34 with adequate area to accommodate new and expanding businesses.

PARKS AND TRAILS

The City of Detroit Lakes has concentrated much of its park facilities at the City Park adjacent to the lake on Washington Avenue. The City beach extends to the west from the City Park which is also the location of the Pavilion, a landmark structure in Detroit Lakes.

Additional park area is provided adjacent to Rossman Elementary School. A softball complex is located on Cheryl Avenue and also in the Industrial Park on 10th Avenue SE.

The Becker County Fairgrounds, located off of West Lake Drive on Rossman Avenue, is also the location of the sports arena which is utilized for community sports activities.

The older portions of the City were developed with a sidewalk system, but new developments and annexed areas have not been interconnected with sidewalks or trails.

HOSPITAL AND MEDICAL FACILITIES

Health care facilities and services are provided to the residents of Detroit Lakes and the surrounding areas by St. Mary's Regional Health Center located at 1027 Washington Avenue, two nursing homes and two major clinics. The health care industry is one of the major employers within the City. A variety of specialized services are available, as well as general care family practice physicians.

SCHOOLS

Detroit Lakes School District #22 encompasses the entire City of Detroit Lakes and the surrounding area. The District provides programs from pre-school through grade 12 to just under 3,000 students. In addition to traditional programming, the District operates a community education program and serves as host district for area schools' special education students.

The system includes two elementary schools, Roosevelt at 510 11th Avenue and Rossman at 1221 Rossman Avenue, a middle school on Central Street and the Detroit Lakes Community High School at James Street and Roosevelt Avenue.

The current and projected enrollments for the District are illustrated in the table as follows:

SCHOOL DISTRICT #22 ENROLLMENT PROJECTIONS				
	Kindergarten - 6th Grade	7th - 12th Grade	Preschool and Other	District Total
1995-1996 Actual	1,481	1,414	53	2,948
1996-1997 Actual	1,449	1,426	45	2,920
1997-1998 Actual	1,372	1,428	43	2,843
1998-1999 Estimate	1,317	1,412	61	2,790
1999-2000 Estimate	1,282	1,443	61	2,786
2000-2001 Estimate	1,208	1,447	61	2,716
2001-2002 Estimate	1,135	1,464	61	2,660
2002-2003 Estimate	1,100	1,397	61	2,558
2003-2004 Estimate	1,071	1,309	61	2,441
Source: School District #22				

In addition to the public schools, there are three parochial schools in Detroit Lakes:

- Holy Rosary Catholic School
1032 Washington Avenue
- Christian Fellowship School
Meadow Drive
- Seventh Day Adventist Church School
404 Richard Road

One post-secondary school is located in Detroit Lakes. The Northwest Technical College provides a wide range of educational opportunities including: accounting, architectural drafting, bio-medical equipment technician, construction, medical secretary, practical nursing, secretarial, small business management and welding. The Technical College will also tailor specific education and training programs to meet the needs of area business. The college campus is located at 900 Highway 36 East.

POLICY PLAN INTRODUCTION

The value of a Comprehensive Plan for Detroit Lakes is only partially found in the plans, maps and data. Although such information is a critical element of any plan, the changing nature of that information can give a community only a snapshot of its needs or direction.

A more comprehensive view of the community and its direction can be found in a document which describes the goals of the community, that is, a plan which answers the question "What do we want to be like as a community?" Without this direction, the plans and programs which are presented in this plan are visionless attempts to improve the community.

The Policy Plan does not provide information on the timeliness and priorities for needed community improvements. Instead, it provides a series of criteria which can be used to direct general actions undertaken by public and private groups in response to community needs. Furthermore, the policies are not absolute directives for City staff, Planning Commission or City Council members. Instead, they are guides to assist in decision-making and in goal achievement. Moreover, the policies should be considered and utilized collectively. In some cases, a single policy may define and outline a course of action. More frequently, however, a group of policies will be applied to a given situation.

The flexibility and adaptability of the Policy Plan is particularly useful when unanticipated development decisions emerge. It complements the maps, ordinances and City Codes which are more static documents. In some instances, policies may not address a new situation in the community. In this case, the Policy Plan should be updated or modified. This will give the Comprehensive Plan an up-to-date quality which will withstand the test of time.

For purposes of definition, goals may be described as the ways in which we think about the community - descriptive statements of the ultimate direction we would want to see the City proceed. Policies may be described generally as positions the City will take on a specific issue.

MISSION STATEMENT AND COMMUNITY GOALS

As a part of the comprehensive planning process, the City of Detroit Lakes has developed a mission statement. The mission statement will guide the preparation of the Comprehensive Plan and influence how the City will implement the plans and policies that result from this effort.

MISSION STATEMENT

Provide the citizens of Detroit Lakes with a responsible and responsive local government structure which insures the community's public safety, health, quality of life, and general welfare in a manner that is accountable to both current and future generations of citizens.

Resulting from the mission statement are the community goal statements. The goal statements attempt to communicate the community's position on each area, providing the context for the City's decision-making. The goals are not listed in priority ranking, all are regarded as equally important statements for the City's direction.

- **Encourage continued but orderly and diverse growth in Detroit Lakes.**

In order to maintain a strong economic and social base for Detroit Lakes, growth is viewed as positive. A need exists to provide a wide range of residential and commercial and industrial opportunities in the community and promote diversity in the types of development. This growth and diversification, however, should be accomplished in an orderly, organized and coordinated fashion.

- **Preserve and enhance Detroit Lakes' "small city" character.**

Reference has been made to the value of Detroit Lakes having a "small city" character. The features and amenities of a small city are recognized as positive characteristics which should be maintained. Detroit Lakes residents want to preserve the higher quality of life, diversity, and friendliness that this community offers as a living and working environment. The City should address the concern of preserving small city characteristics while accommodating additional development, renewal and revitalization.

- **Protect Detroit Lakes' natural resources.**

Detroit Lake, as well as the other surrounding lakes, wetlands, streams, and significant tree massings scattered throughout the community, provide natural amenities and add significant aesthetic recreational and economic value to the community. The City should continue to take measures to preserve and protect these resources. Providing access to and preservation of the views of the lakes, streams, and wetlands are necessary to make these unique and valuable assets available to all residents of the community.

- **Provide a diversity of land use opportunities within the City to ensure a wide range of employment and consumer options, as well as housing choices.**

The City consists of a blend of residential, commercial and industrial land use. Single family is currently the predominant land use growth sector. Retail and employment industries are also seen as a growing sector as the City and area continues to expand and mature. The City must ensure adequate area is provided to support the growing residential and economic sectors through continuing development and redevelopment activities.

- **Provide for continued and orderly growth and redevelopment opportunities in the downtown and along Highway 10.**

The downtown and the commercial areas along Highway 10 provide the City a retail base and helps give a sense of identity. Major improvement projects have been completed in the downtown area and along Highway 10, but additional efforts are needed in the commercial areas to redevelop properties and provide for public and private investment.

- **Maintain and improve a safe, viable, orderly, productive and enhanced environment for all residents of the community.**

The community should provide for planned and orderly land use and a functional transportation system to serve and connect, but not disrupt, critical areas of the community. Moreover, the community should provide and properly maintain those resources, community facilities, and services essential for the protection of the health, safety, and general welfare of individuals (schools, parks and trails) and necessary for the community (water, sewer, streets, electricity, city administration, police, and fire protection).

- **Plan for coordinated, orderly growth and development of extra-territorial areas.**

Growth patterns in Detroit Lakes will include infill development, redevelopment, and potential outward growth beyond its current boundaries. As part of its land use planning process, the City must anticipate and plan for utility, public service and street extensions. The City is aware that residential and commercial growth will someday consume the remaining land area within the community. This goal suggests cooperation with surrounding townships as well as Becker County to assure that the City and rural areas will not have land use conflicts. If possible, long range joint land use and annexation planning would be in the interest of the City and its neighboring communities. Orderly annexation agreements would provide for orderly growth and development, establish joint planning and regulation of land use, and could avoid costly annexation confrontations for the City and neighboring townships. Annexation will be necessary as the remaining land area in the City is developed and additional area is needed for growth.

- **Ensure that the actions resulting from the Comprehensive Plan promote a responsible fiscal balance (revenue versus service costs) on an ongoing basis.**

The Policy Plan of the Comprehensive Plan is intended to outline the community's desires and set forth guidelines for how these desires are to be achieved. These issues must be continually assessed in terms of value compared to costs incurred by the City for implementation. Indicators of value include, but are not limited to, potential revenue, image and enhancement, and the common good of the Detroit Lakes community.

- **Improve substandard and distressed areas.**

Some older areas of Detroit Lakes contain substandard and distressed sites and buildings. Some of the structures in these areas do not comply with existing zoning or building codes. Code enforcement and City redevelopment efforts are needed to upgrade and eliminate the other substandard areas and to promote high quality renewal consistent with the character of the community.

GOALS AND POLICIES

GENERAL GOALS AND POLICIES

General goals and policies address those issues that are community-wide concerns and objectives. The goals are partially developed from the list of community goals but are more specific and are followed by the related policy statements.

Goal 1: Maintain and enhance Detroit Lakes' positive identity.

Policies:

- A. Establish a cohesive image for the entire community through the uniform application of community promotion, design and service.
- B. Build on community strengths such as strong residential neighborhoods, quality local government, quality municipal infrastructure, and excellent school and park amenities in defining the City's identity.
- C. Remain proactive in addressing outstanding City issues or concerns that may detract from the City's identity.

Goal 2: Encourage planning on a regional level and promote cooperation among neighboring jurisdictions.

Policies:

- A. The City will continue to work with neighboring cities, townships, and Becker County on issues of regional importance.
- B. The City will continue to work with neighboring townships and communities for sharing of necessary services and City boundary issues.

Goal 3: Protect property values and maintain a strong and diverse tax base.

Policies:

- A. Promote private reinvestment in Detroit Lakes properties through building renovation, expansion and maintenance.

- B. Provide assistance and information with regard to available programs that may assist local property owners in building renovation and expansion.
- C. Enhance local tax base within the City by encouraging new, high quality commercial and industrial buildings and expansions.
- D. Continue the City's Capital Improvement Program to assure that high quality public infrastructure accompanies private investment.

Goal 4: Address issues related to the changing demographics of the community including specific demands on housing, transportation services, education and recreational needs.

Policies:

- A. The City will continue to monitor population changes or influx of age groups within the community.
- B. The City will cooperate with other governmental agencies, social service providers, and educational leaders to provide the transportation, education, service and recreational needs of the community.
- C. The City will continue to implement housing programs addressing community housing needs as a whole, but also working to provide adequate levels of housing for those growing population groups including students, working individuals and families, and the elderly.

Goal 5: Improve substandard and/or distressed areas.

Policies:

- A. Inform local property owners of the regulations, programs or incentives that may assist them in the maintenance or renovation of their properties.
- B. Aggressively continue housing redevelopment programs throughout the City.
- C. Encourage the private redevelopment of substandard, obsolete or blighted properties. Public assistance may be applicable where the redevelopment is consistent with the goals of the Detroit Lakes Comprehensive Plan and within the financial capabilities of the City.
- D. Redevelop select, commercial/industrial properties which display deteriorated

building conditions, obsolete site design, incompatible land use arrangements and high vacancy levels.

NATURAL ENVIRONMENT GOALS AND POLICIES

Protection of the natural environment is of major importance to Detroit Lakes and the surrounding area. In an area so rich with natural features, the proper utilization and preservation of these resources as valuable community amenities becomes the focus for which guidance by the following goals and policies are prescribed.

Goal 1: Ensure that community development is compatible with features of the natural environment and is accommodated without destroying environmental features and natural amenities.

Policies:

- A. Activities in naturally or environmentally sensitive areas shall conform to local, state and federal regulations.
- B. Regulations shall be formulated and/or updated and enforced in a fair and consistent manner to ensure the proper protection of identified natural resources within the municipal boundary.
- C. New development and the expansion of existing activities should be regulated where environmental damage may result.

Goal 2: Provide protection of floodplains, storm drainage areas, lakes, rivers, and wetlands to ensure the protection of those significant community amenities.

Policies:

- A. Major unique water features (lakes, rivers, wetlands, and reservoirs) having functional and aesthetic value should be preserved and protected as perpetual community assets through possible purchase, dedication, or protective and scenic easements, and/or the clustering of development to avoid encroachment and destruction of such features.
- B. Integrate new development to the natural characteristics of the land to enhance the development through the preservation of attractive natural amenities (i.e., lakes, rivers, wetlands, wooded areas, slopes, etc.).

- C. When public improvements such as roadways, utilities and parks impact wetlands, the impact should be minimized and/or mitigated by offsetting wetland replacements.
- D. Encourage the preservation and enhancement of shoreland and wetland environments in their natural state. Where desirable and practical, promote development which complements these features, and which is in conformance with federal, state, and local regulations.
- E. Developments will be encouraged to use natural drainage system components where possible so that storm water can be adequately managed, and the use of storm sewers minimized.
- F. Encourage new development to provide on-site storm water management to protect water quality.
- G. Where feasible for park and recreational use, require dedication of environmentally sensitive areas.

Goal 3: Recognize limiting soil features with respect to urban development stability and protect ground water and soils from contamination and pollution.

Policies:

- A. In areas of soils that have limitations for development, soil testing should be performed, and soil correction measures be required to insure safe and quality construction.
- B. Encourage erosion control plans for all site grading to prevent erosion, dust, and soil sedimentation.
- C. Restrict development on steep slopes. In instances where development on steep slopes is permitted, grading and erosion control plans must be provided which prevent erosion, dust, and soil sedimentation.

Goal 4: Preserve and protect the quality of natural vegetation against disease and unnecessary destruction.

Policies:

- A. The City will encourage the protection of existing, significant stands of mature trees.
- B. Programs designed to protect trees which are susceptible to disease shall be promoted.
- C. New developments within the City shall be encouraged to plant new trees, particularly in areas where existing vegetation is removed.
- D. Tree planting programs and plans for City streets and boulevards shall be considered.

Goal 5: Encourage recycling programs and solid waste reduction initiatives.

Policies:

- A. Recycling programs which conserve natural resources shall be continued and promoted.
- B. Detroit Lakes shall encourage waste reduction/separation practices to improve solid waste management.
- C. Residential and commercial generators of solid waste shall be encouraged to act voluntarily to evaluate their use of energy and raw materials and to reduce consumption where technically and economically feasible.

LAND USE GOALS AND POLICIES

Land use goals create a vehicle by which the community can determine, organize and define the character and intensity of development and redevelopment in Detroit Lakes. The policies will guide proposed land use through the stages of growth and change planned for the community.

GENERAL LAND USE

Goal 1: Provide for responsible and orderly expansion of the City's land area to accommodate development and provide for utility extension.

Policies:

- A. The City, in planning for future land use, transportation/community facilities or utility extensions, may include areas not within its municipal boundaries. This planning is done in anticipation of demand for services to accommodate future urban growth.
- B. The City shall extend utility service to only those areas that are within the City, annexed to the city or part of an orderly annexation agreement.
- C. The City shall plan its utility, service and street extensions to accommodate long term growth and expansion in the community.
- D. The City will work to achieve cooperation in annexation requests by discussing annexation issues with Detroit, Lake View, and Burlington Townships.
- E. Orderly annexation will be considered in order to identify boundaries and target years for areas eligible for orderly annexation.
- F. The City will work with neighboring electric utilities on agreements for acquisition of electric service in conjunction with annexation.

Goal 2: A cohesive land use pattern which ensures compatibility and strong functional relationships among activities is to be implemented.

Policies:

- A. Maintain and strengthen the character of individual neighborhoods, commercial districts, and industrial areas.
- B. Prevent over-intensification of land use development, that is, development which is not accompanied by a sufficient level of supportive services and facilities (utilities, parking, access, etc.).
- C. Examine requested land use changes in relation to adjoining land uses, site accessibility, utility availability, and consistency with the Detroit Lakes Comprehensive Plan and policies.
- D. Attempt to make transitions between distinctly differing types of land uses in an orderly fashion which does not create a negative (economic, social or physical) impact on adjoining developments.
- E. Infill development of compatible land uses shall be strongly encouraged.
- F. Where practical, conflicting and non-complementary uses shall be eliminated through removal and relocation.

Goal 3: The preservation, protection and continued use of areas, buildings, and structures that have historic, aesthetic or community values is of benefit to Detroit Lakes.

Policies:

- A. Where practical, safeguard the heritage of the City by preserving sites and structures that reflect elements of the City's cultural, political, economic, visual or architectural history.
- B. Foster community identity and civic pride by promoting the preservation and continued use of historic sites and structures for the education and general welfare of the people of Detroit Lakes.

RESIDENTIAL LAND USE

Goal 1: Provide a variety of housing types, styles and values to meet the needs of the community and the changing demographics of the City and region.

Policies:

- A. Existing, undeveloped, residential land shall be developed in a manner responsive to determined market needs and compatible with the surrounding area.
- B. Encourage design and planning innovations in housing units and land development.
- C. Recognize the development of townhouses, condominiums and non-traditional home types to supplement existing conventional single-family homes, and apartments, giving due consideration to local market demands.
- D. Attempt to provide housing opportunities which attract persons of all ages and income levels and which allow them the ability to maintain residence within Detroit Lakes throughout the various stages of their lives.
- E. Encourage development of housing options to meet the needs of all segments of the population, including the disabled, through life cycle housing.
- F. Develop housing options that will meet the continuing demand for student housing.
- G. The character of individual residential neighborhoods shall be reinforced, maintained and upgraded where appropriate.
- H. Housing units identified as substandard shall be rehabilitated or replaced wherever possible.
- I. The City and HRA shall pursue state and federal funding mechanisms for provision of new and rehabilitated housing.

Goal 2: Maintain and enhance the strong character of Detroit Lakes single family residential neighborhoods.

Policies:

- A. Promote private reinvestment in the City's single-family housing stock.
- B. Review City development regulations to provide greater development flexibility for single family homeowners.
- C. Limit the intrusion of incompatible land uses into low density single family neighborhoods.
- D. Provide community education and information to local property owners on home maintenance, repair, and assistance opportunities.
- E. Pursue the redevelopment of substandard single-family homes when it is judged not economically feasible to correct the deficiencies.

Goal 3: Promote multiple family housing alternatives as an alternative life cycle housing option.

Policies:

- A. Consider the redevelopment of substandard multiple family properties that display deteriorated building conditions, no site amenities, poor site design, or incompatible land use patterns.
- B. Encourage high quality design and construction standards for new construction and redevelopment projects.
- C. Encourage developers of medium and high-density developments to provide adequate accessory amenities such as garages, parking, open space, landscaping, and recreational facilities to insure a safe, functional, and desirable living environment.
- D. Consider mixed land uses as an alternative land use option in planning and redevelopment of obsolete commercial, industrial, or residential areas.

- E. Encourage development of multiple family housing units above retail and service uses in the downtown and commercial areas.
- F. Avoid high concentrations of multiple family dwellings and apartments in the City. Locate such housing within appropriately designated zoning districts and in proximity to areas which offer a wide range of existing supportive services, commercial and recreational facilities.

COMMERCIAL LAND USE

Goal 1: Maintain and improve Detroit Lake's commercial areas as vital retail and service locations.

Policies:

- A. Encourage communication with local business people to gain an understanding of the changing needs of the business environment.
- B. Promote a full and broad range of office, service, retailing, and entertainment uses within the commercial areas of Detroit Lakes.
- C. Attract new businesses to Detroit Lakes that will contribute to the customer attraction and business interchange of the local commercial areas.
- D. Promote the redevelopment and expansion of existing businesses within the City to obtain a higher level of sales and business attraction.

Goal 2: Promote continued development, investment and enhancements in the downtown area.

Policies:

- A. Promote a mixed-use environment within the downtown consisting of retail, office, institutional, governmental and residential land uses.
- B. Encourage a combination of public and private investment in the downtown for public and building improvements.
- C. Create a uniform streetscape treatment emphasizing street trees, landscape

elements, parking lot improvements, and lighting.

- D. Promote the development of housing options and revitalization of upper stories for dwelling units.
- E. Plan for an expansion of the downtown to the west.
- F. Address parking issues and review supply and demand, signage and education programs for better parking utilization.

Goal 3: Encourage continued development and redevelopment activities along the City's highway corridors.

Policies:

- A. Encourage private and continued City investment in the Highway 10, Highway 59 and Highway 34 corridors.
- B. Highways 10, 59 and 34 serve as the primary entrances to the community and should be considered as gateways with appropriate signage and attractive, functional development.
- C. Through redevelopment efforts, pursue retail and service providers that would contribute to the accumulative attraction of Detroit Lakes' commercial areas.
- D. Ensure that all service and commercial uses are adequately screened or buffered from any adjacent residential development.
- E. Encourage a unified and planned development pattern.
- F. Commercial and service areas should provide safe and convenient pedestrian movement, including access for persons with disabilities.

INDUSTRIAL LAND USE

Goal 1: Retain and expand Detroit Lakes' industrial land uses to insure a diverse tax base and local employment opportunities.

Policies:

- A. Continue the efforts of the Detroit Lakes Development Authority and the Detroit Lakes/Becker County Industrial Development Corporation to attract and retain industry and business in the area.
- B. Endeavor to maintain an adequate supply of appropriately zoned and serviced land for industrial development.
- C. Participate with private developers and other agencies to encourage industrial development.
- D. Develop programs and land or building space to assist small, homegrown industry or facilitate expansion of spin off business in Detroit Lakes.
- E. Promote and facilitate the development of industries in Detroit Lakes.
- F. Continue to maintain open lines of communication with local industries and be aware of their changing needs.

Goal 2: Maintain a high standard of industrial development including appearance of sites, buildings and outside storage areas.

Policies:

- A. Encourage site upkeep and maintenance to promote a positive industrial and commercial image for Detroit Lakes.
- B. Promote high quality industrial construction to insure building durability and an aesthetically attractive appearance.
- C. Industrial areas shall be adequately screened from residential areas according to City codes.
- D. Existing industrial uses and new industrial development shall not cause pollutants or contaminants to be emitted into the surrounding environment (including air, soils, ground water, drainageways, sanitary sewer and storm sewer) in excess of state and federal regulations.

INSTITUTIONAL LAND USE

Goal 1: Cooperate with new and expanding institutional facilities to ensure compatibility and a high level of design.

Policies:

- A. Transitions between differing types of land uses must be done in an orderly fashion while minimizing impacts on adjoining development.
- B. All institutional development proposals must be analyzed to determine the most appropriate land uses within a neighborhood and the community as a whole.
- C. Adequately screen, landscape and buffer institutional facilities to minimize the impact on surrounding uses and enhance the neighborhood and community in which they are located.

TRANSPORTATION GOALS AND POLICIES

Transportation systems are comprised of various modes which respond to the access needs of the community. All of the transportation modes must be considered in the planning process to ensure a balanced operation as well as a system that responds to all of its users. Factors affecting transportation are the placement of land uses and activities which generate demand on the system. The following goals and policies are provided for transportation planning and development.

Goal 1: Approach transportation in a comprehensive manner, giving attention to all modes while providing safe and convenient movement of all persons and vehicles.

Policies:

- A. Consider all modes of transportation and related facilities as a system to be coordinated and related on a comprehensive basis.
- B. Plan transportation facilities to function in a manner compatible with adjacent land use.
- C. Consider the mobility needs of all persons in the planning and development of the transportation system.
- D. Encourage citizen involvement in transportation planning and implementation projects.

Goal 2: Coordinate transportation planning and implementation with state, county, railroad, and other local jurisdictions.

Policies:

- A. Work with Becker County and the Minnesota Department of Transportation (MnDOT) to discuss the ways and means by which their long-term transportation planning goals can be met to satisfy both regional and local needs.
- B. Communicate with the Burlington Northern, Santa Fe, and the Soo Line in addressing railroad/street intersection issues.
- C. Cooperate with neighboring cities and jurisdictions on coordination of street and roadway extensions and improvements.
- D. Plan for a highway and local road system that complements and facilitates local movement provided by local streets, bicycle trails, and pedestrian facilities.
- E. Establish and maintain a line of communication with county and state highway officials in order to ensure that planned improvements are consistent with the goals and objectives of the community.

Goal 3: Develop a system of priorities for improving the various elements of the transportation network emphasizing the highest possible standards of safety and efficiency.

Policies:

- A. Prepare and update a Capital Improvement Program for transportation facilities.
- B. Establish a functional classification system for the street system in Detroit Lakes using the classification system developed by MnDOT.

FUNCTIONAL CLASSIFICATION OF STREETS		
Class	Function	Provide Access To
Principal Arterial	Service to major centers of activity, provides continuity to rural arterialsystem	Principal arterials Minor arterials
Minor Arterial	Service of an intra-community nature, urban concentrations to rural collector roads	Principal arterials Collector Streets Land
Collector Street	Local collection and distribution between collector streets and arterials, land access to minor generators	Land Minor arterials Local streets
Local Streets	Service to abutting land	Land Higher order systems
Source: Minnesota Department of Transportation		

- C. Eliminate and prevent any on-street parking which conflicts with moving traffic or creates hazards.
- D. Relate street improvements to area land development in order to minimize interrupted or inadequate access.
- E. Require design and control of all intersections to promote proper visibility and safety.
- F. Develop a uniform system and policy regarding public signage which eliminates unnecessary signs and replaces outdated, inappropriate and confusing public signs.
- G. Correct traffic safety hazards within the community as these are identified.
- H. Reserve required rights-of-way as part of the City's platting process.
- I. Where feasible and practical, consider establishing pedestrian and bicycle trails in conjunction with street and highway improvements.
- J. Consider improvements to major highway intersections.

Goal 4: Consider providing linkages within Detroit Lakes as well as to neighboring communities and regional systems by a safe and convenient multi-use trail system.

Policies:

- A. Create a City-wide trail system designed to minimize conflicts between pedestrians and motor vehicles.
- B. Minimize park and trail construction costs by constructing trails in conjunction with state, county, and City street improvements.
- C. Parks and trails shall be constructed on a priority basis, according to Capital Improvement Plan/available funds with the following objectives:
 - 1. Trails along major streets which focus on pedestrian and bicycle safety and which provide direct access to City/regional destinations and parks.
 - 2. Trails that will serve the most intensely used areas.
 - 3. Trail construction within existing parks and upon municipal property.
 - 4. Trail inclusion within new park/subdivision development.
 - 5. Completion of links between existing trails and other communities.
 - 6. Development of safe pedestrian trail crossings whether on grade, below grade, or as overpasses.
- D. Ensure that the proper right-of-way widths are dedicated for sidewalks and trails during the subdivision process.
- E. Develop an ongoing planning process for the establishment of trail locations and review the plans on a yearly basis to ensure that the needs and priorities are up-to-date.

COMMUNITY FACILITIES GOALS AND POLICIES

Community facilities include those lands, buildings, services and systems that are provided to the public in the interest of, or benefit to, the residents of the community. Their importance should not be under-estimated in that they are a necessity for sustaining an urban environment and are a major determinant of the quality and safety of urban living. The following goals and policies are to serve as guides for the planning, implementation and maintenance of community facilities.

Goal 1: Maintain and improve existing services, facilities and infrastructure to meet the needs and interests of the community.

Policies:

- A. Continue to implement a Capital Improvement Program that addresses the repair and improvement of community facilities including streets, utilities, storm water management, community buildings, and parks.
- B. Periodically evaluate the space needs of governmental and public service buildings.
- C. Monitor and maintain all utility systems to ensure a safe and high-quality standard of service on an ongoing basis.
- D. Promote and encourage cooperation and coordination between governmental units to avoid duplication of public service facilities and services.
- E. Continue moving forward with plans for a community center at the Holmes School site that provides multi-purpose space for the community.
- F. Encourage development of a convention center for Detroit Lakes.

Goal 2: Plan and provide public facilities and services in a coordinated and economic manner on a basis that is consistent with the nature of existing and proposed development within the community.

Policies:

- A. Prohibit extension of service to properties outside the corporate limits without an agreement as to the annexation of that property.
- B. Discourage the expansion of public sewer services into areas:
 - 1. Not contiguous to existing development or service areas.
 - 2. Areas not within the current limits of the service boundary.
 - 3. When a burden is placed upon the City to expand the urban service area prematurely.
- C. Work with the County to assure that wells and on-site treatment systems within potential annexation areas are maintained and inspected until connection to the municipal utility.
- D. Locate easements for utility systems according to uniform standards, providing for ease of access for maintenance and repair and minimal disruption of other activities or area.
- E. Minimize the impact of required utility facilities and services upon surrounding land uses.
- F. Encourage and promote underground installation of all new utility services and when economically feasible, the conversion of existing overhead systems to underground.
- G. Encourage the protection of ground water recharge areas.
- H. Preserve natural drainage to the extent possible.

Goal 3: Utilize public improvements as a means for continuing civic beautification and an impetus for stimulating investment in private property.

Policies:

- A. Work to enhance the local shopping environment through public improvements to contribute to the area's identity.
- B. Keep all public buildings and grounds well maintained.
- C. Adequately screen, landscape and buffer public facilities in order to minimize their impact on surrounding uses and enhance the community and area in which they are located.

Goal 4: Plan and maintain an attractive and diverse system of parks that address the park needs of all segments of the community.

Policies:

- A. Identify present and future park needs on a regular basis for evaluation by the Park Board and City Council.
- B. Prepare a master plan for each component of the park system.
- C. Land for parks will be acquired, planned and developed according to a park classification system which specifies the appropriate sizes, locations, service areas and equipment to best serve the City.
- D. Promote public participation in the park planning process.
- E. Utilize cash in lieu of park dedication in smaller subdivisions to be used for development and maintenance of larger City parks.
- F. Coordinate park and trail planning and funding mechanisms to provide pedestrian/ bicycle access to and within parks.
- G. Identify areas of the community lacking in park, recreational and trail facilities for planning and programming of additional facilities and programs.

- H. Identify sources of funds to be utilized for acquisition; i.e., park and trail dedication fund, Capital Improvement Program, bond issuance, grant programs, etc.
- I. The inclusion of environmentally sensitive areas (lake frontage, forests, native prairie, bluffs, unique vegetative associations, etc.) into park or trail facilities should be considered.
- J. Consider acquiring land for parks/trails at an early date to meet long range needs before development pressures render the property too expensive.
- K. Encourage recreation programs and facilities that maximize participation and overcome physical or economic limitations which may prevent equal opportunity, regardless of age, race, sex, religion, or place of residence.
- L. Coordinate facility development with the needs of community residents, Parks Commission services, athletic associations, civic groups, etc.
- M. Encourage year round use of park facilities.
- N. Consider the long-term costs of maintenance and operation in a facility's design and development.
- O. Provide for the efficient maintenance and operation of clean, orderly, controlled, safe, and attractive parks and recreation areas.

ADMINISTRATION GOALS AND POLICIES

Implementation of the Comprehensive Plan will require the City to take specific administrative and operations actions. Goals and policies to guide these actions are established here for general administration, codes and ordinances, public safety, finance and public participation. The following text provides statements of the administrative goals and policies.

Goal 1: Continue to operate the City within a fiscally sound philosophy.

Policies:

- A. Maintain and enhance the City's local tax base.
- B. Annually review and update the City's Capital Improvement Program for the management, programming, and budgeting of improvement needs.
- C. Utilize special assessments and/or special taxing districts in assigning costs for public improvements to benefitting parties.
- D. Utilize cooperative agreements to share facilities and take advantage of inter-governmental shared services to avoid duplication and expense.
- E. Annually review and analyze the City's financial position and debt service to ensure proper fiscal programming and management.

Goal 2: Respond to the concerns and issues of Detroit Lakes residents.

Policies:

- A. Maintain good communication with City residents and businesses through direct contact, open meetings, television, newsletters, outreach programs, and project bulletins.
- B. Remain proactive in addressing planning issues, code enforcement, and nuisance complaints raised by the citizens and local businesses.
- C. Maintain communication between the City, County and the School District to

address ongoing community, regional and school issues.

- D. Make use of public media, notably area newspapers and radio stations, as a means to keep citizens informed of City projects and development and/or redevelopment projects.

Goal 3: Review, update, and establish new plans, codes and ordinances, as needed, to respond to the changing needs of the City and for community improvement.

Policies:

- A. Periodically review the provisions of the Zoning and Subdivision Ordinances to respond to the changing needs of development and redevelopment areas.
- B. Periodically review the Comprehensive Plan on a formal basis to ensure that it is current and reflective of the community's interest and changing needs.

Goal 4: Maintain the current programs and strategies to provide incentives to new development in the community, as well as the retention and growth of existing area businesses.

Policies:

- A. Development incentives will be applied to projects that either enhance the tax base, land use, or provide job opportunities.
- B. Within economic capabilities, provide those public services and facilities to existing industries to help ensure their satisfaction with locating in the community.
- C. Utilize tax increment financing and other financing programs for projects which meet the objectives of the City.
- D. On projects of a magnitude which warrant it, involve state and regional incentive programs to leverage local economic development resources.
- E. Work with businesses presently existing in the City on plans and programs for expansion and enhancement.
- F. Identify and promote economic development which takes advantage of market opportunities afforded by the major transportation corridors such as Highways 10, 59 and 34.

- G. Encourage the development of a convention center in Detroit Lakes.
- H. Identify and promote economic development which makes use of recreational market opportunities which result from the area's natural amenities.
- I. The City will continue to work with the Detroit Lakes Regional Chamber of Commerce Tourism Bureau on issues related to the promotion of tourism and conventions.

Goal 5: Continue investment in programs to maintain and enhance the public safety of residents and visitors to Detroit Lakes.

Policies:

- A. Continue support for police and fire programs and activities that maintain peace, order and safety.
- B. Develop a coordinated numbering system for the City's streets and avenues that would supplement the existing identification system.

DEVELOPMENT FRAMEWORK INTRODUCTION

The basic intent of the comprehensive planning process is to provide a well-founded and coordinated decision-making framework to guide both public and private development and community improvements. In this regard, this report represents the Development Framework for the City of Detroit Lakes. The plan is based upon community issues and desired end results which have been identified in determining community goals and policies.

The Development Framework, in combination with the Policy Plan, assists policy makers in daily decision-making. Since maps and plans in the Comprehensive Plan may be amended as time goes on, reliance on a land use map for future guidance may make for difficult decisions. However, the relative consistency of community goals and policies ties the land use activities together over the long term.

The Development Framework is the basic, general plan for the community. It establishes the general parameters, issues, and overall goals which are to be achieved. It further defines and establishes direction for the basic elements which comprise and influence the community. Programming of development regulations and improvements is based upon the Development Framework. Once these elements of the comprehensive planning process have been completed, ordinances and programs should be updated so as to bring about the plans and desired results.

The arrangement of this section includes an overall concept plan for the City and categorical plans for land use, transportation, community facilities, and administration. These sections are arranged in a format which provide guidelines for how specific policies may be applied. The final section presents more detailed recommendations for specific neighborhoods or planning districts. These neighborhood plans include the categorical elements in specific geographic settings.

In sum, the Development Framework provides the foundation for guiding and managing change and improvements within Detroit Lakes. It determines directives and means for specific assignments and accomplishments. Additionally, it establishes the ground work and parameters for facilities planning.

CONCEPT PLAN

INTRODUCTION

The basic elements of a Comprehensive Plan include: land use, transportation, community facilities, and administration. These elements evolve from a concept. To ensure viability of the concept, it must be derived from the established goals of the community. The concept plan for the City of Detroit Lakes revolves around a number of separate yet interrelated elements: 1) the neighborhood is to serve as the basic foundation of the community; 2) the commercial areas serve as the focal point for the individual neighborhoods which together form the “community”; 3) the industrial areas support the tax base and provide employment opportunities; 4) land use transition is a method of insuring compatibility between land uses; 5) the growth and viability of the community depends upon the ability to annex additional area; and 6) environmental protection is key to the quality of life. These elements are graphically represented on a following page.

These concepts provide a valuable reference point for the resulting physical development of Detroit Lakes. Additionally, these concepts must apply to all areas identified for future City growth and development. The basic elements of the City’s concept plan will provide the basis from which the overall Comprehensive Plan for Detroit Lakes will be developed.

CONCEPTUAL ELEMENTS

The Neighborhood

In order to enhance and reinforce the sense of community identity within the City, it is essential that a sense of continuity and focus is established. Since the character of Detroit Lakes is described as “small town”, individual neighborhoods should be maintained. Each neighborhood should relate well within itself as well as to adjoining neighborhoods and the entire community. Quality, low density residential development within Detroit Lakes is expected and encouraged to be the predominant type of residential land use. However, townhome, multiple family, and other housing types and styles that will provide price and style options for people throughout their life cycle will also be promoted. For Detroit Lakes, the annexation of additional area for continuing residential development within a desirable development format is necessary. Residential development formats range from strict grid-type platting to curvilinear and cul-de-sac street patterns.

Planning for continuation of the street network and protection of residential neighborhoods from through traffic or local streets will be a major objective for Detroit Lakes. This attention to traffic is coupled with consideration for natural and man-made barriers, especially railroads and major roadways, which help to delineate and arrange neighborhoods. Finally, the neighborhood orientation is defined by the natural amenities and services, which function as a focus for neighborhood activity. Schools, parks and open space are primary within this group, contributing substantially to the creation of a desirable residential environment within the community.

In that the community's neighborhoods are the foundation of what makes Detroit Lakes the desirable City that it is, maintenance and enhancement of many neighborhoods, especially those in the older sections of the City will be essential in the future. In this regard, the development of remaining open land and areas to be annexed should be done in a manner which respects the integrity of the existing neighborhoods as new neighborhoods and other land use areas are created.

The City's neighborhood concept entails the creation and enhancement of residential areas that are characterized by a gradual transition of higher intensity uses to low density development.

Commercial Development

The existing commercial center concept entails a core that includes the downtown and highway-oriented goods and services along Highways 10, 34 and 59. The amount of commercial land available for development in Detroit Lakes is located and the focus of new highway-oriented business will be concentrated on redevelopment projects along Highway 10 and Highway 34. Emphasis will also be placed on redevelopment and revitalization efforts within the downtown area. Expansion of the downtown will include areas to the west around the Holmes School site and redevelopment efforts along Washington Avenue between Highways 10 and 34. Mixed use development, such as first floor commercial or service use and upper floor residential use will also be encouraged.

The City's commercial concept entails a downtown business district and highway-oriented retail goods and services surrounded by less intense and medium density residential development that radiates out to low density residential developments.

Design industrial areas which allow for a variety of lot sizes and building arrangements

Heavy industrial uses.

Infill existing areas with new development

Major transportation facilities

Medium density Residential

Natural features can provide excellent buffers between varying land uses

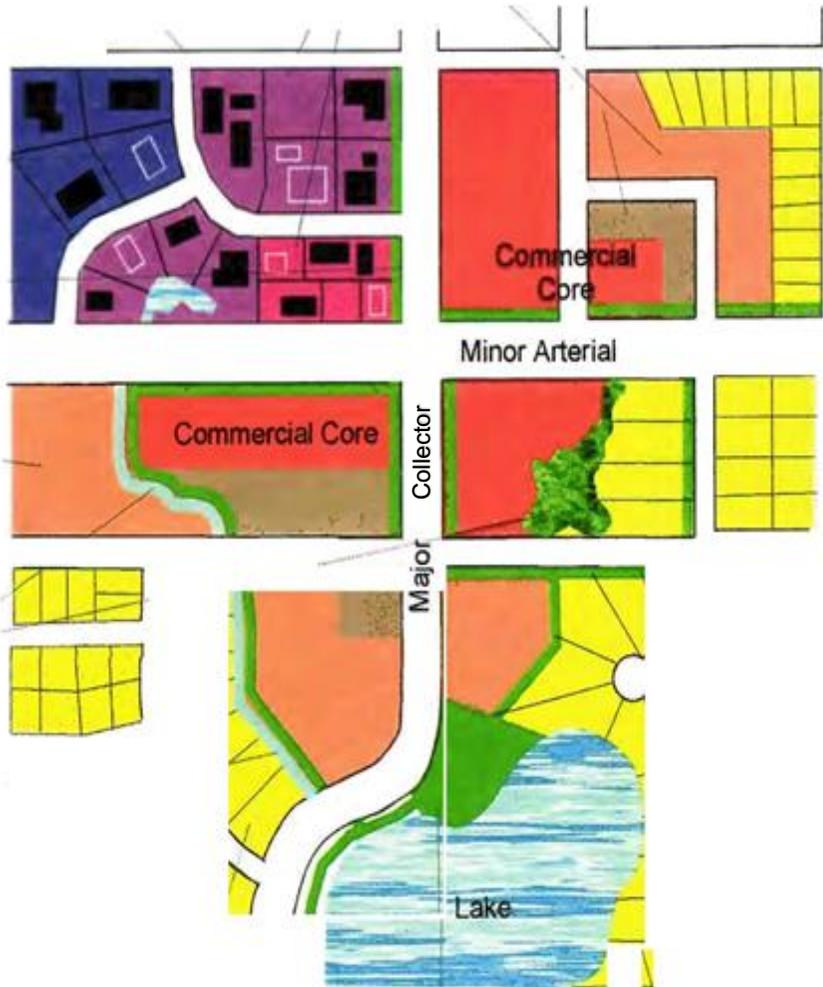
Transition to curvilinear street patterns to respect natural feature”

Utilize large lot platting along natural features and integrate recreation facilities where appropriate

Provide pedestrian connection from residential and recreation areas to the commercial core environment

Light industry and business campus development

Utilize a positive transition of compatible land uses between commercial development and residential neighborhoods



Low density residential

Establish recreational amenities in natural areas which provide unique spaces for residents while preserving the

Industrial Development

The City of Detroit Lakes continues to develop additional land for creation of business park and industrial areas as a means of providing job opportunities for residents and for achieving a strong tax base for the community. As the City continues to grow, both in population and area, planning for continuing business park and industrial development remains essential to expand the number of jobs and the commercial/industrial tax base for the community. Land near highways and with possible rail access will provide excellent opportunities for industrial development.

The industrial concept entails industrial uses surrounded by less intense industry or business park development radiating out to less intensive commercial or residential uses. The location and focus of industrial development is to take advantage of positive access and visibility levels.

Land Use Transition

The intensity of land uses should decrease as one moves away from an activity center. This concept may be referenced specifically to future development along highways and certain County or collector roads, with their high traffic volumes and visibility. With this in mind, it is important that a land use transition take place between the higher intensity businesses uses and lower intensity residential uses. As a means of maintaining the integrity of the residential neighborhoods and providing an alternative housing type, medium and high density residential development should adjoin business uses.

Annexation

The City of Detroit Lakes will need to annex additional land to provide an adequate supply of residential, commercial and industrial land. The City has and continues to annex property as property owners request City services or areas for development. Additionally, environmental issues caused by individual treatment systems will likely result in the need for annexation to extend City utilities. Annexation is expected to occur in most areas surrounding the current City boundaries. The City's policy has been to require annexation when City services are requested. If residents of area lakes, such as Floyd, Long or other areas, request the extension of services, the City will require annexation.

The City is interested in working with Detroit, Lakeview, and Burlington Townships to plan for orderly transitions from rural to urban land use. The City will work to negotiate orderly annexation agreements with the townships. The City will also discuss other annexation plans for future growth and expansion with the Township. Without additional annexation, the City will stay nearly stable as it is today in terms of population and will not have the ability to expand its residential, commercial and industrial base. The investment that the

City has already been made in utilities, roadways and community facilities to accommodate growth will be lost.

Environmental Protection

A variety of benefits are associated with environmental protection in Detroit Lakes. Environmentally sensitive development will create a more aesthetic living and working environment and minimize the need for future public investments for clean up or beautification.

The purpose of the City's Zoning Ordinance and environmental regulations is to protect the public health, safety, and welfare of the community. Through land use planning, the City wishes to establish standards which will enable urban development to be more compatible with natural features and to maintain environmental quality.

The environmental protection concepts which form the basis of this Comprehensive Plan are as follows:

1. Encourage development throughout the City which is compatible with environmentally sensitive areas.
2. Maintain and update, as necessary, environmental regulations for protection of natural features, lakes and wetlands, and trees.
3. Address storm water issues in the commercial and industrial districts and require appropriate facilities to hold and treat runoff.
4. Stage development carefully to make effective use of existing public facilities and infrastructure.
5. Extend utilities, as necessary with annexation, to address environmental issues associated with development outside of the City boundaries.

LAND USE PLAN

INTRODUCTION

Based upon the foundation established by the Policy Plan and the Concept Plan, this section provides the framework to guide future community growth and improvement. The Land Use Plan is a narrative and graphic description that provides the background and rationale for land use designations as represented on the Land Use Map. The plan has an educational and decision-making function, helping to improve the general understanding of how physical development in the City should take place. Although the emphasis of this section is on land use development, other areas such as transportation and community service and facility needs are also addressed.

This Land Use Plan is divided into two sections. The first section describes the basis for Detroit Lakes' community plan, including population and land development projections. The second section describes general land use plan elements, including a discussion of the overall Land Use Map, future directions for residential, commercial and industrial development, and specific plans and programs affecting individual planning districts within the City and areas for potential annexation.

BASIS OF THE COMMUNITY PLAN

Detroit Lakes has taken a progressive planning attitude in regard to its Comprehensive Plan and the current planning process in order to direct land development in a manner that results in compatible land use patterns and efficient utilization of City services and utilities. The City's major planning objective is to establish and maintain attractive, high quality living and working environments for community residents. In providing for these environments, the City recognizes the necessity of providing utilities and services that are demanded with urban development. Through the comprehensive planning process, the City has the ability to direct and focus development in a pattern that maximizes the utilization of existing utilities and services. This type of land use management assists the community in regulating and budgeting for investment in future public utility and service needs.

Due to Detroit Lakes' location within a significant lake and recreational area, and the access provided from Highways 10, 59 and 34, a prime opportunity is presented to people who desire a small-town environment with education and job opportunities. Detroit Lakes is experiencing a steady growth in population that is expected to continue. There is a constant demand for land to accommodate the residential, commercial and industrial growth in the community. With the demand for development comes the resulting impacts on the transportation systems and community facilities. The Development Framework section of the Comprehensive Plan addresses these demands and resulting impacts.

PROJECTED GROWTH

Population Projections

The nature of Detroit Lakes' future, with respect to population growth, will depend upon a number of factors. The ability of the City to provide adequate and developable land within the municipal limits, to accommodate creation of affordable housing, to provide utility and roadway extensions, and the ability to continue the expansion of local job opportunities will impact the rate of growth. In order to properly plan for growth, the City must understand and evaluate the impact that development will have on the City socially, physically, and economically.

As indicated on page 41 of the Inventory section, the City issued a total of 439 building permits between 1984 and 1998, which resulted in 217 new single-family homes and 222 multiple family units. The building permit data does suggest an increase in the level of single family and other low-density housing permits over the last three years. Residential growth in Detroit Lakes is anticipated to remain at this higher level and possibly increase as long as the economy remains strong and the demand for housing is steady.

In projecting the year 2000, 2005, 2010, and 2020 household and populations for Detroit Lakes, the future growth is assumed to follow existing development patterns with single family and townhomes as the dominant new housing type. Development of multiple family units is also expected to remain steady and possibly increase with the continuing demand for this type of housing. The slow growth projections, found in the table that follows, reflect annual household growth rates based upon the years between 1984 and 1998. Strong growth projections reflect annual household growth rates of the years between 1990 and 1998. Accelerated growth rates, as found in a following table, reflects growth rates similar to the last three years.

DETROIT LAKES POPULATION, HOUSEHOLD AND POPULATION TRENDS AND PROJECTIONS									
	1980	1990	1998 *	2005 Slow	2005 Strong	2010 Slow	2010 Strong	2020 Slow	2020 Strong
Households	2,936	2,976	3,321	3,512	3,552	3,648	3,717	3,909	4,047
Household Size	2.42	2.23	2.22	2.22	2.22	2.22	2.20	2.18	2.18
Population	7,106	6,635	7,368	7,797	7,886	8,026	8,177	8,522	8,822
Source: U.S. Census 1980, 1990 *Minnesota Planning Northwest Associated Consultants, Inc.									

DETROIT LAKES ACCELERATED GROWTH PROJECTIONS			
	2005	2010	2020
Households	3,610	3,816	4,228
Household Size	2.22	2.20	2.18
Population	8,014	8,395	9,217
Source: Northwest Associated Consultants, Inc.			

The population estimates reflect the optimism for future growth in the community but are reflective of the past trend of housing development. Commercial and industrial development is expected to accompany the level of housing development, again reflective of the existing positive growth rates.

Population Trends

Population projections created by the State Demographic Center for Becker County indicate trends for various age groups to the year 2020. The table, as shown on the following page, highlights the significant graying of the population in general, especially in that group of persons 85 years and older. The number of males that are 85 years and older is expected to increase from 180 persons in 2000 to 560 in 2020. The number of female residents in that same age group is projected to increase from 700 persons in 2000 to 1,150 in 2020. The number of retired persons in the age group from 65 to 84 is also projected to increase significantly.

The projections indicate that the preschool population will remain steady in the next 20 years but the numbers of school age persons between 5 and 19 decreases. Between 2000 and 2020, the numbers in the school age category is expected to decrease by approximately 2,000 persons County-wide. This will have a significant impact on the school districts within Becker County.

The labor force grouping is expected to show moderate increases between 2000 and 2020. This number could be impacted further by economic development efforts to retain existing numbers and increase the employment opportunities in the region.

While Detroit Lakes makes up approximately 25 percent of total population of Becker County, many of the jobs, services, retail business, and housing for elderly and the specialized population is located in the City. Shifts in the population will most impact the City and the School Districts of Becker County during the next 20 years. The City of Detroit Lakes will need to work with other area jurisdictions and service providers in implementing programs and facilities to address these demographic changes. The impact will be widespread, affecting housing supply and demand, health and community services, school district programming and facilities, and transportation systems and services.

**BECKER COUNTY POPULATION PROJECTIONS
BY AGE AND SEX**

Age/Sex	Project Percent 2010	Percent 1995	Project 1995- 2010	Percent 2000	Project 2010	Percent 2010	Proj. 2020	Percent 2020
Male	988	3.4	850	2.8	840	2.7	820	2.6
Female	989	3.4	810	2.7	810	2.6	790	2.5
School Age 5 - 19								
Male	3,700	12.7	3,680	12.3	2,900	9.4	2,650	8.5
Female	3,418	11.7	3,520	11.8	2,790	9.1	2,550	8.2
Labor Force Age 20 - 34								
Male	2,437	8.4	2,220	7.4	2,510	8.2	2,430	7.8
Female	2,381	8.2	2,030	6.8	2,370	7.7	2,380	7.6
Labor Force Age 35 - 64								
Male	5,247	18.0	5,700	19.0	6,030	19.6	5,800	18.6
Female	5,128	17.6	5,700	19.1	5,920	19.2	5,680	18.2
Retired Age 65 - 74								
Male	1,154	4.0	1,100	3.7	1,240	4.0	1,700	5.5
Female	1,317	4.5	1,420	4.7	1,470	4.8	1,830	5.9
Retired Age 75 - 84								
Male	741	2.5	730	2.4	1,000	3.3	1,170	3.8
Female	1,003	3.4	1,330	4.4	1,510	4.9	1,640	5.3
Retired Age 85+								
Male	216	0.7	180	0.6	390	1.3	560	1.8
Female	444	1.5	700	2.3	970	3.2	1,150	3.7
TOTAL	29,163	100.0	29,970	100.0	30,750	100.0	31,150	100.0
Source: State of Minnesota, Demographic Center								

LAND USE PROJECTIONS

With population growth, Detroit Lakes' physical footprint will grow adding infrastructure for new residents, new enterprise, and new public facilities. This physical expansion depends on the rate of growth and the density of development that occurs. The following land use needs through 2030 were derived based on an annual growth rate of 1.1%, as most recently analyzed in the market analysis for the 2018 West Lake Drive Plan.

Residential Land Needs

Under a scenario of more residential development planned for medium and high density development, by 2030 Detroit Lakes needs 383 acres of new residential land to support a projected annual development need of 68 housing units. Note that a portion of the unit demand includes seasonal and recreation homes that may not be occupied full time.

The scenario projects that approximately 40% of the new units will be single-family detached, 20% will be medium density units (attached or single-family), and 40% will be high density residential (multi-family). The 2015 Census estimated owner to renter occupancy is split 62%/38%.

Commercial/Industrial Projections

Two methods can be used to help project commercial land needs:

- Population proportion. This method relates commercial growth to population projections. It assumes that the absolute amount of commercial land per 100 people will remain relatively constant and that new commercial development will grow in proportion to population growth.
- Residential use proportion. This assumes a constant relationship between the amount of land used for residential and commercial purposes, thereby relating commercial growth rates directly to residential development rates.

Commercial Land Needs

In order to provide alternative sites, the land use plan should designate 1.5 times the hard demand for commercial land.

Based on both projection methods, Detroit Lakes needs to plan for up to 67-94 acres of commercial land by 2030 to support needs that come with continued population growth. The range varies and the population proportion method could be inflated from the impact of seasonal tourists on commercial demand. This method assumes that as the population

increases so will the demand for commercial uses from subsequent increase in tourism dollars in the community.

Industrial Land Needs

To provide maximum flexibility, the land use plan should designate about three times the “hard demand” for industrial use.

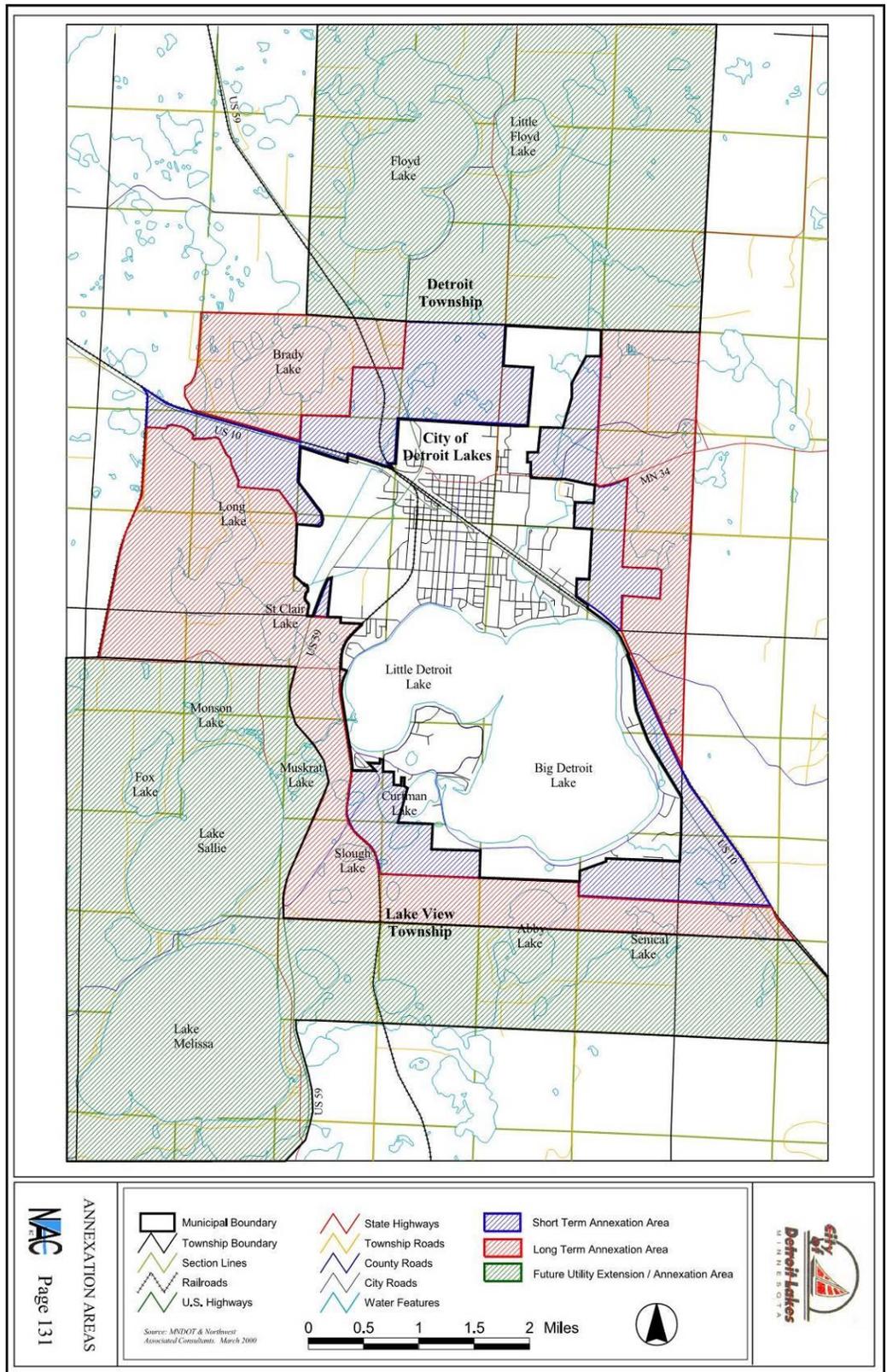
The need for industrial land is not directly related to population growth, making it much more difficult to predict. A single major corporate decision can dramatically increase (or decrease) the projected industrial demand in a community. In addition, a decision by the city to pursue industrial development aggressively can affect industrial land needs. However, the projection methods used to predict commercial demand may also be used to approximate industrial needs.

Based on both projection methods, Detroit Lakes needs to plan for up to 141-198 acres of industrial land by 2030 to support anticipated expansion and location of new business.

NUMBER OF BUILDABLE ACRES OF VACANT LAND BY LAND USE CATEGORY					
Category	Vacant Land in Acres	Lake/ Wetland Acres	Buildable Acres	Percent Buildable	Percent Lake/ Wetland
Low Density Residential	545.4	171.4	374.0	68.6	31.4
Mid Density Residential	149.5	37.5	112.0	75.0	25.0
Mobile Home	13.9	6.9	7.0	50.4	49.6
High Density	1.4	0	1.4	100.0	0
Commercial	41.5	10.8	30.7	74.0	26.0
Industrial	555.3	263.8	291.5	52.5	47.5
TOTAL	1,307.0	490.4	816.6	62.5	37.5
Source: Northwest Associated Consultants, Inc.					

ANNEXATION

With the current level of development, especially residential and commercial land uses, buildable, vacant land will be in short supply within Detroit Lakes during this decade. As a part of this plan, the City will need to map those areas that are necessary to continue steady and orderly growth. The map on the following page indicates those areas in the short and long term that will be considered for annexation, as well as areas anticipated for annexation to accommodate utility extension. The short-term areas are expected to be annexed within the next ten-year period and are most critical to accommodate the growth and development of the community. Long term annexation areas must be identified at this time in that planning must occur to determine adequate utility and street extensions as well as needs for expanded community services. The areas identified in the future utility annexation area include the lake communities that have shown interest in City utilities or it is anticipated that environmental issues with the lakes may require utility extension. The City will need to work with these residents in determining the need for and timing of utility extension and annexation. In order to accomplish these annexation objectives, the City will need to continue ongoing dialogue with representatives of Detroit and Lakeview Townships regarding annexation.



The City will need to consider using all forms of annexation provided by State law including orderly annexation if the Townships will cooperate. Orderly annexation is a process established in Minnesota Statutes that allows a township and municipality to negotiate the terms for annexation of designated land areas. The terms, which are finalized in a signed document and approved by Minnesota Planning, can be structured to regulate the timing of growth, provide for planning and land use regulations, and avoid costly and time-consuming annexation battles between the townships and the City. Joint agreements will also allow the City to plan for roadway and utility extensions in its periphery areas.

In planning for development of vacant areas, the City must address the need for orderly growth that is promoted through the logical extension of streets and utilities. Existing development, property ownership patterns, and physical barriers will greatly influence land use patterns, however, development must occur in a manner that capitalizes on in-place infrastructure and facilitate the financing of new capital improvements. Future growth will be evaluated on both its physical and financial impact on the City.

Future growth must also be sensitive to the natural and environmental constraints of land. Local, state and federal regulations pertaining to floodplain, shoreland and wetland preservation will require the avoidance, mitigation and/or integration of the natural features into future subdivisions or site development.

The Detroit Lakes' Land Use Plan proposes an orderly growth pattern. To implement this stated development objective, the City will discourage the premature annexation and subdivision of land. The following guidelines will be used in determining whether a proposed subdivision is considered premature for development.

1. The land is not within a planned annexation area.
2. The subdivision is not contiguous to or near existing development and a logical extension of utilities cannot be completed at the time of the request.
3. Lack of adequate storm water drainage capacity or systems.
4. Lack of adequate municipal water supply.
5. Lack of adequate municipal sewage collection.
6. Development is inconsistent with the Comprehensive Plan.
7. Lack of adequate roads or highways to serve the subdivision or development.
8. Lack of adequate public support facilities (e.g., parks, recreation, police, and fire protection, etc).

Developers must provide evidence to demonstrate that subdivisions are not premature or will agree to assume the majority of costs for extending utilities, streets, and services to the property before development approvals will be given. The City will utilize existing methods of funding utility extensions, through assessing streets, sewer and water utilities for all new development.

RESIDENTIAL

The Policy Plan promotes the development of a diversified housing stock which is affordable to a wide range of incomes. The plan also establishes policies for protecting residential neighborhoods from encroachment or intrusion of incompatible, higher intensity uses through the use of buffers and appropriate land use transitions.

Growth Pattern

For the most part, Detroit Lakes has followed a traditional residential pattern with growth emanating outward from the downtown and established areas of the community. Of primary importance in maintaining a logical future growth pattern within the areas planned for future growth is the identification of future expansion areas where City services may be most adequately provided. To the extent possible, new development will occur in a contiguous, outwardly radiating fashion that can be economically and efficiently served with municipal utilities. Such development should be limited and phased to properly respond to the conditions of the local real estate market.

HOUSING

Housing Demand

The population growth and land absorption for residential development experienced in recent years indicates a general demand in the community for most types of housing. Housing studies completed in the 1990s emphasize the need for single family, market rate multiple family, and student housing. As the business and industry sectors grow in Detroit Lakes and throughout the region, there are more people in the housing market than there are units to rent or own.

Much of the older existing housing stock in Detroit Lakes is assessed at less than the

market value of the new homes being constructed, which makes the older housing more affordable. The ongoing demand for affordable housing needs to be balanced with single family units in the mid and higher price ranges. Construction of dwelling units at all levels of value, but especially mid and higher value housing, will assist in meeting the housing demands.

The City of Detroit Lakes has a role in coordination of housing programs for the community. The City's basic roles of providing adequate/appropriately zoned land and services is critical in maintaining a supply of lots for continued housing development. The City will need to work through its Housing and Redevelopment Authority (HRA) to provide housing programs and funding sources to bring about new construction, redevelopment, and rehabilitation where it will do the most good to improve existing and create new neighborhoods. Redevelopment of blighted properties, creation of lots for affordable housing or working with local financial institutions or programs for first time homebuyers are continuing programs for the HRA of Detroit Lakes.

Housing Maintenance/Rehabilitation

Generally, Detroit Lake's housing stock appears to be in good condition, but there are areas of the community, especially in the areas to the north and west of the downtown, where some of the housing shows signs of significant deterioration. Additionally, problems have been noted with regard to unsightly appearance and outdoor storage on some residential lots in the City. To ensure quality neighborhoods and to maintain property values, the City can take steps to improve residential areas exhibiting signs of neglect. The City may consider the formulation and enforcement of housing and lot maintenance regulations with specific attention to building condition, outdoor storage and accessory uses if the need warrants such action.

Within the community, there is continuing support for rehabilitation programs for existing dwelling units. Rehabilitation programs have been available through the City's HRA. The City should continue to promote these programs, offer new programs as funds are available through the Minnesota Housing Finance Agency, and to continue enforcement of existing codes and creation of new codes related to home and site maintenance.

Low Density Residential

General Plan

Low density residential development represents one of the largest percentages of land use within the City of Detroit Lakes. Residential housing in this category includes single and two-family dwellings up to four dwelling units per acre. Depending on the availability of additional land within the municipal boundaries, low density development is expected to continue at a steady rate through the year 2020. This continuing demand will necessitate the annexation of additional property. The expected residential growth over the next 20 years is expected to include the continued infill of existing development areas within the City and expansion of residential neighborhoods that are contiguous to the City limits.

The Proposed Land Use Map at the end of this section illustrates the areas within the current City boundaries for continued low density residential growth. The Annexation Areas Map within the previous section indicates the growth areas for residential development. Specific land use and identification of low density areas are shown within the neighborhood planning districts in a following section.

The expansion of residential growth into existing and newly annexed areas shall be done in an orderly, staged manner that gives specific attention to market absorption, City financial capabilities, and utility availability. In this light, future residential subdivisions shall be required to provide sufficient financial securities to ensure that the project proceeds according to plans on a timely manner without financial risk to the City. Additionally, the City must assure that its policies related to the issues of financing utility extensions and street construction to allow planned expansion without financial burden to the City or its taxpayers. The City may require residential development to be phased over time in consideration of the following:

1. The timely overall availability of lots in all price ranges and locations.
2. The monitoring of water and sewer availability, existing infrastructure capacity, and service capabilities of police, fire, street maintenance, etc.
3. The planning and budgeting by the City for infrastructure improvements necessary for growth. The City must limit financial exposure with regard to premature investments in utility infrastructure and be satisfied that debt requirements are manageable.

Land Use Plan

The Proposed Land Use Plan Map and the Annexation Area Land Use Map, as presented at the end of this section, graphically illustrate the conceptual development patterns and growth of the community. The plans are not to be taken as an exact lot by lot summary of the proposed land uses, but rather as a conceptual guide for future land use decision-making.

The community can be divided into four general areas for discussion of low density residential land use. The first is the area of the existing City. The second is the area south of the City boundaries and Detroit Lake. The third is those areas east of the City boundary, between Highways 10 and 34, and fourth is the area north of the limits of the City.

Within the current City boundaries, the areas for infill of low density residential lot include the areas to the south of South Shore Drive. Due to the proximity of the lake and the value of existing housing, it is expected that this area would be developed with large lot development containing housing with higher values than other new construction in other areas. There is an identified demand for higher value low density dwellings to accommodate professionals moving into the community, retirees who want to move to or remain in the area, and the demand for move up housing units. It is expected that the demand for the large lot/higher value house will remain strong and that the supply of this land within the City would be diminished within the next five years. The pressure for annexation of additional land for low density development in this area will likely continue through the decade.

Another area within the existing City limits available for low density development is directly north of Highway 34, at the end of Washington Avenue. Attempts at developing this area for single family homes has failed in the past, but with the continuing strong economy, and demand for residential land, the area will likely be attractive to developers in the next few years. Although an area of wetland comprises a large portion of the property, it could be developed as an attractive moderate value development with excellent access from Highway 34 and Richwood Road.

Areas to the south of the existing City boundaries within Detroit Township comprises the second area for low density residential development. As stated before, the demand for higher value low density housing will likely remain strong creating the need for expansion of the City to the south. The Annexation Areas Map indicates property within the short-term annexation area that likely will be annexed to accommodate additional low-density development. The area, with its many wetlands and small lakes, will be an attractive location for housing.

The area between Highways 10 and 34 and just east of the City boundary is within Detroit Township. The City has annexed small properties within this area and some infill developments of housing have occurred. It is expected that the City may need to annex the existing residential developments within the Township to provide sewer and water utilities. With utilities, the area would be attractive for continued low density development.

North of the City boundaries, the Annexation Areas Map identifies a significant area for potential low density residential development. The area contains Mud Lake and large areas of wetlands. Careful site planning would be required so as to mitigate any adverse impacts of the existing and potential industrial development to the east.

Within the existing City and in the areas planned for growth, a variety of lots and home values are expected. The current Detroit Lakes Zoning Ordinance does not provide districts to accommodate large lot developments within the City. Both the R-1, Single Family Residence District and the R-2, One and Two-Family Residence District provide minimum lot requirements of 7,500 square feet for single family homes. To adequately transition neighborhoods, additional single-family districts should be created with a variety of lot sizes. New zoning districts could be utilized as effective tools in providing a transition of housing and creation of neighborhoods in the new areas proposed for Detroit Lakes. Recommended changes to the Zoning Ordinance will be discussed further in the Administrative section of the Development Framework.

Medium/High Density Residential

General Plan

Medium density (four to nine units per acre) and high density (nine or more units per acre) residential land uses are key elements to providing housing diversity and affordability in the community. Existing medium density consists primarily of townhouses, homes with multiple units and small apartment buildings, while high density consists of larger buildings designed for multiple units. With economic growth in the City and the desirability of the lakes area, multiple family housing will continue to play an important role in fulfilling the housing demand of the area.

The Policy Plan encourages providing a variety of housing opportunities that are sensitive to all income levels and lifestyles of all people who are interested in living in Detroit Lakes. Through provision of a diverse housing stock, the City will retain and add population by providing housing alternatives that are attractive to singles, students, working families, and the retired.

Medium density developments may provide an important function as a transitional land use between low density single family areas and commercial/industrial land use areas.

Medium density development, in a variety of types and styles, can be placed adjacent to single family residential areas to produce a transitional sequence. The use of medium density residential can be effectively used as a transition from the downtown to adjacent neighborhoods and to minimize the more intense land uses along Highway 10 or in the industrial areas of the community. A need for quality townhome development has been recognized for young professionals, empty nesters, and retirees looking to retain residence in the community. Additionally, medium density housing can be developed to provide an affordable alternative for first time homebuyers and residents looking for a transitional housing option.

A continuing demand for high density development options exists in the Detroit Lakes community. The City recognizes particular needs for student housing and for market rate apartments at all price levels. The number of new, higher density multiple family units constructed over the past ten years has not kept up with demand. The City has identified the need and will encourage the development of multiple family housing.

Portions of the area along Washington Avenue, south of the downtown to the lake and along West Lake Drive are in need of redevelopment and could accommodate multiple family development. The City would like to strengthen the area and provide appropriate transition to the surrounding residential neighborhoods. The City recognizes an opportunity to redevelop this area of the City.

Future high density multiple family development will likely be in redevelopment areas that constitute the existing City of Detroit Lakes while the medium density will be utilized for infill situations within the existing City and in new developing areas. The opportunity and the land are available to provide a variety of multiple family residential options throughout the community to meet the demand that exists in the community.

Land Use Plan

The Proposed Land Use Plan Map illustrates future locations for medium and high density residential land uses, a continuing priority in 2018. Using the same four areas defined in the discussion of low density residential use, the following describes the proposed land use map as it relates to medium and high-density land uses.

Medium Density Residential

Area 1: Existing City

The medium and high-density development within the existing City limits is found in all areas of the community. Medium density residential is found within and surrounding the downtown within older residential homes and in upper floors of commercial buildings. An area of medium density is proposed in the area to the south of Highway 34 and east of the 11th Avenue near the Middle School. This area would serve as a transition between the industrial uses to the South and the low density residential to the north and east.

Areas of medium density residential development are shown north of Long Bridge Road in an area now partially developed with a mobile home park and existing medium density residential uses. It is the City's intention to replace the existing mobile homes with medium density development that is appropriate to the area. This area could be a mixture of detached single family and medium density units including town home developments. The development would be integrated with the potential for low density development in this specific area, and open space to preserve wetlands

Other pockets of medium density residential are proposed throughout the community to supplement low density areas, mostly along higher traveled roads, parks, and commercial areas. Significant locations include:

- South of the airport near and along Village Lane
- North of the existing west terminous of Legion Road
- Along N Washington Avenue, north of existing low density residential uses and Lyle Crovisier Memorial Park
- Southwest of Long Lake along Long Lake Drive

Areas 2-4: Outside the city

Medium density residential development is proposed to play a large role in future development outside existing city limits. Several areas of vacant land are opportunities to incorporate more medium density residential:

- Southeast of Brandy Lake. Low density residential will line the shore. Medium density residential uses would act as a transition to existing more industrial uses along Highway 59 and proposed commercial areas to the south along Highway 10.
- Along Highway 10 near the Detroit Lakes Overlook. This area is partially development and could continue with duplex and attached housing development.
- Various areas south of South Shore Drive. A variety of housing types should be built in this area.
- South of Highway 6 along County Highway 19. As development continues to the south and west, demand for residential uses will increase. This location along an arterial and collector street is proposed for higher density residential development
- West of Long Lake to provide a variety of housing opportunities.

High Density Residential

Area 1: Existing City

High density development is expected to continue in the area south of Highway 34 and east of Roosevelt Avenue. A number of lots are available or have already been developed in this area and it is expected that multiple family developments would be appropriate for students of the Minnesota State Community and Technical College. High density development is also expected for areas within the area identified as central business district. That area, as identified on the Proposed Land Use Plan Map, encompasses both sides of Highway 10 and significant areas to the east and west of the actual downtown business area. This area of the Community has seen significant redevelopment and offers several amenities. Residential development within the downtown serves to benefit the Commercial entities and employers benefit from the availability of employees within close proximity. High density development within the downtown is seen as additional freestanding development as well as mixed commercial and residential developments.

Pockets of high density residential development are shown more throughout the existing city than medium density residential. High density areas are targeted as buffer areas from commercial or industrial uses, cluster developments to protect wetlands, and to provide housing variety in existing neighborhoods. Significant locations include:

- Areas around Minnesota State – Detroit Lakes Community College
- East of Detroit Lakes High School
- South of the airport

Areas 2-4: Outside the City

Similar to medium density residential, high density residential development is proposed to play a large role in future development outside existing city limits. Several areas are opportunities to incorporate more medium density residential:

- Along Highway 6, near the Highway 59 intersection.
- At the northwest intersection of Tower Road and Stony Road

Mixed-Use

Area 1: Existing City

Mixed use development, as identified on the Proposed Land Use Plan, comprises area along Washington Avenue, north of Grant Street and south of the downtown to the lake and along West Lake Drive, including the Legion Campground. A mix of residential and Commercial Development would also serve to benefit this area as long as the developments are designed to be compatible. For the area along Washington Avenue, a mix of freestanding commercial including retail, restaurants, and office uses along with mid or high-density developments would provide an appropriate mix for the area. At the intersection of Washington Avenue and West Lake Drive and along the beach area to the West, the City has a development plan for a variety of uses and public spaces including small scale commercial denser residential development. . The discussion of the mixed-use land use will be further discussed as part of the Commercial land use Section of the Development Framework.

Mixed-use development is proposed for several other areas of the community to provide a productive land use offering opportunities for residential and commercial space.

Significant locations include:

- Southeast corner of Tower Road and Highway 59. This location offers an opportunity for redevelopment for an attractive entryway into the city from the north.
- South Highway 10 and east of the airport, encompassing the Sears commercial area.
- North of Long Lake along Highway 10, encompassing several resort areas. Commercial development could be viable with these residential uses.

Areas 2-4: Outside the city

No areas outside existing city limits are shown as mixed-use. However, mix-use could be an appropriate land use in areas of high density residential or commercial uses if designed appropriately.

Mobile Homes

Mobile home developments are located along 8th Street on the east side of Detroit Lakes and to the south of the lake on Long Bridge Road. The Proposed Land Use Plan calls for the replacement of the mobile home area to the south with medium density development. The mobile home park on 8th Street is expected to continue, but the Proposed Land Use Plan does not plan for an expansion of the current area of the park. The City recognizes the need for affordable housing in the community, but efforts would concentrate on development of affordable options other than mobile home parks.

The Zoning Ordinance includes a R-MH, Mobile Home Park District. This zoning will remain for those areas that will continue as mobile home parks. Mobile and manufactured homes are currently allowable within all residential districts by State Statute.

COMMERCIAL

Commercial development in Detroit Lakes currently consists of the downtown and the Highway 10 and Highway 34 corridors. A mixture of commercial service and recreational uses can also be found along Washington Avenue to the Lake and West Lake Drive. All of the major commercial areas of the City hold potential for continuing development and redevelopment activities. Most of the commercial activity during the next 20 years will be in the area of the existing City boundaries.

Central Business District

The Central Business District or downtown area of Detroit Lakes has traditionally been the commercial center of the community with the retail, service, and governmental functions continued within a multi block area. Commercial development along the highway corridors has weakened the retail sector of the downtown but most of the service and governmental functions are still present. There is a strong desire in the community to continue a level of investment in the downtown to retain its retail and service functions, with many improvements stemming from a business corridors development plan completed in 2009.

Future development, redevelopment and improvements can be focused on three areas of the downtown. The traditional main street area of Detroit Lakes along Washington Avenue, to the south of Highway 10, serves as the core of the downtown and is where most of the central business district retail is located. The Washington Avenue Mall has assisted in the retention of businesses and provided an entertainment venue with the multiple screen cinema. The downtown business owners, including the mall and the separate business establishments, need to come together to promote the retail and services that are there as well as to encourage the infill of similar businesses. Improvements to the downtown should be a joint effort of the City and the local businesses. Decorative street lighting, uniform signage, benches, landscaping, and other improvements have been used effectively by other small City downtowns to provide a welcoming and attractive shopping environment. Recent redevelopment of the Graystone Building to provide first floor commercial space and upper level residential units should be an example for other rehabilitation for the downtown. The development of upper level residential units could provide needed housing in the community while providing potential customers and employees for the businesses located below. Business and property owners should be encouraged to make investments in their buildings, with possible assistance of the City.

The commercial district to the north of Highway 10 on Washington Avenue is a second area of the downtown for potential redevelopment. Older commercial buildings could be replaced or rehabilitated to accommodate business and service uses. Reuse of vacant buildings will be an issue for the area. The preferred use would be retail that would complement and enhance the diversity of goods and services available in the downtown. The design themes and enhancements discussed for the area to the south could also be extended to this area.

The area surrounding the Holmes School is a third area for potential redevelopment. With the potential development of the Holmes School into a community center, additional parking will be required. The community center could provide the impetus for further redevelopment of the surrounding area. Older single family residential buildings would be redeveloped to provide the property for parking, business and multiple family developments. As planning for the community center continues, the City should initiate a study of the Holmes School area to include an analysis of the potential for redevelopment.

To preserve the Central Business District as a commercial center, there are strategies that can be undertaken to enhance the appearance and the functioning of the district. Two elements influence the successful operation and functioning of the downtown. The first demand is the physical downtown, its usage and land use relationships. The second element relates to the operation of businesses including business hours, promoting customer relations, marketing and relationship to the regional market conditions, including the downtown's available market draw and competitive commercial locations.

The physical elements of the Central Business District offer both obstacles and opportunities. The downtown is located along Highway 10 which serves as the major roadway that connects Detroit Lakes to other parts of the state and region. People who travel through Detroit Lakes or make Detroit Lakes their destination will likely pass through or near the downtown. The downtown offers a range of government services including the Post Office, Becker County Government Center, and the Detroit Lakes Public Library. An additional major draw is the St. Mary's Regional Health Center which is located on the south side of downtown.

A weakness of the commercial core is that many of the buildings are older and do not meet the needs of some modern retailers. The Central Business District displays some areas of vacancy and under-utilization. Recognizing the weaknesses and building on the downtown strengths, the following strategies are proposed to improve the image of the downtown. The strategies are dependent upon private investment and cooperation, while funds and efforts can assist as incentives for private investment and continued improvement of public utilities and facilities.

- Promote private rehabilitation of buildings in a manner that follows the historical character of the downtown. The City should explore means of providing revolving loan funds to assist local business in growth and rehabilitation efforts with low interest loans.
- Encourage private business expansion, redevelopment and new business in the downtown that complement and not necessarily directly compete with the large retail centers in the highway commercial areas. The City can concentrate and encourage the types of business that takes advantage of the concentration of government and medical employees, the tourist shoppers, and the residents who live in close proximity to the downtown, especially the elderly who are ready clients for goods and services. Again, the City can participate in redevelopment efforts with public financial assistance.
- Continued investment by the City to improve the infrastructure and enhance the appearance of the Central Business District. The City will need to participate with the business community in upgrading the appearance of the streets to include decorative street lighting, benches, and landscaping. Continued investment and maintenance is necessary, as well as new programs to provide directional signage and improved sign codes for the downtown.
- Study the parking situation downtown to determine the supply versus demand issues. If parking deficiencies appear in certain areas, the City, in cooperation with the business community, must look at solutions. Business owners and employees should be encouraged to park at distinct locations away from the prime parking stalls.

The downtown business community must come together and function as an organized entity. They must engage the changing market trends and existing competition both locally and regionally in establishing a downtown marketing strategy. Small cities all over Minnesota face similar central business district revitalization concerns, as competition from regional shopping centers and large discounters have impacted small city retailing. The Detroit Lakes' Central Business District retailers may not be able to provide the discount prices, product volume, or variety of stores the larger retail locations can offer. In this light and considering the additional retail competition, the downtown should not attempt to compete with regional facilities, but rather business owners find a niche which makes the Detroit Lakes shopping experience unique.

The following strategies focus on the changing role of the Detroit Lakes Central Business District and to make suggestions to work towards its functional revitalization.

- Work with the established commercial core business to help satisfy their operational and growth needs. This effort reinforces the City's confidence in the established business community and helps solidify the existing downtown anchor businesses.
- Encourage local businesses to consider ways to avoid directly competing with larger regional retailers:
 1. Emphasize customer service.
 2. Change inventory levels.
 3. Carry higher quality product lines than discounters.
 4. Offer product servicing and repair.
- Promote the accumulative attraction of the downtown businesses and business interchange among the businesses:
 1. Establish common store hours.
 2. Encourage joint advertising of downtown businesses.
 3. Establish a Central Business District directory of businesses.
 4. Continue with the City's and the Detroit Lakes Regional Chamber of Commerce's active promotion of the community through special events.
 5. Participate in private redevelopment efforts to rehabilitate buildings under a common Central Business District historical theme.
- Promote the introduction of a variety of new land uses and businesses in the downtown area:
 1. Promote medium and high density residential redevelopment on sites at the periphery of the commercial core to increase local customer base and

customer convenience in the downtown area.

2. Continue to allow and provide rehabilitation for second story apartments above the commercial buildings as an alternative tenant option and revenue source for the property owner.
 3. Promote development of commercial uses including, but not limited to, specialty retail, restaurants, entertainment, hotel, professional offices, service-oriented businesses.
- Continue to maintain the downtown as the community service focal point of the City. The Central Business District includes numerous public buildings, service industries, and attractions which help provide identity to the area.
 1. Continue to maintain existing County government and service facilities in the Central Business District.
 2. Work with St. Mary's Hospital to provide continuing opportunities for expansion and growth.
 3. Consider developing a sidewalk and trail system to provide linkages to all areas of the community.

The 2009 Business Corridors Redevelopment Plan identified many project specific strategies for the City to follow. Much of the plan continues to be implemented and should be a focal document for the continued planning of the central business district.

Highway Commercial

The City's traditional pattern of highway commercial development has been frontage along Highways 10, 34, and 59. Commercial development continues to the west along Highway 10, although areas for new development along this roadway are limited. There is a greater potential for redevelopment along Highway 10, especially in those areas close to the downtown and along a potential connections from the airport north toward Brandy Lake Under-utilized parcels will become attractive for redevelopment similar to the Evan's grocery store project at Highway 10 and Roosevelt Avenue that replaced an industrial processing facility. The potential also exists for additional commercial development to the east, in areas that are not part of the City boundaries. The City will need to work with development interests in creation of new commercial lots whether through the annexation process or redevelopment of under-utilized parcels.

Commercial areas are developing along Highway 34, most of which cater to the traveler that is passing through Detroit Lakes to the lakes and residential areas to the east. The City will encourage continued commercial development along the corridor in those areas designed as commercial on the Land Use Plan Map. The potential exists to take small, residential properties and assemble commercial development sites, especially in those areas around Highway 34 and Washington Avenue.

The area available for commercial development along Highway 59 is limited, primarily due to the wetlands along this corridor. Small commercial sites, as identified on the Land Use Map, will likely be developed in coming years.

Issues with site standards including signage, landscaping and building quality has been identified as an issue for highway commercial development. While newer development has been of high quality, some older sites and buildings are seen as detractors from the development of attractive commercial corridors. To enhance the highway commercial areas and provide a more consumer friendly environment, the City would promote the following:

1. Elimination of code violations and non-conforming uses through redevelopment efforts.
2. Promote private rehabilitation and investment in the highway commercial corridors.
3. Encourage commercial development/redevelopment that offers joint shared access through the development of frontage roads between commercial sites to encourage business interchange and reduce traffic movements onto the highways.
4. Update and enforcement of sign regulations to eliminate unnecessary, unsightly, and non-conforming signage.

5. Design for pedestrian access through development projects with connections to the overall sidewalk and trail system.
6. Encourage high standards for quality by addressing appearance and function as follows:
 - a. Commercial sites must be designed with adequate area to accommodate building construction, off-street parking, internal circulation, pedestrian access, and green space.
 - b. Encourage an image compatible with standards expected of high quality development in Detroit Lakes.
 - c. Commercial parking, loading and outside storage should be screened from public rights-of-way and residential zones.
 - d. Enforce City ordinances for parking and signage.
 - e. On-site storm water management will be required as necessary.

Washington Avenue/West Lake Drive

The area to the south of the downtown along Washington Avenue to the lake and west along West Lake Drive has developed in the past with a unique combination of residential, commercial, recreational, and lodging land uses. The corridor along Washington Avenue provides a crucial link between Highway 10, the downtown and the lake. The beach area near City Beach and the Pavilion is one of the City's greatest assets and will be the factor that directs redevelopment in the future. The West Lake Drive area is at a crossroads as the small family owned resorts are close to the end of useful life and are prime areas for redevelopment. A transformation of the West Lake Drive area into a destination will further enhance the Washington Avenue corridor and the downtown as people travel from Highways 10 and 34 to the lake.

Previous plans for West Lake Drive have included moving the roadway to the north to allow direct frontage to the beach and lake. By doing this, the "scenic drive" and public access as a previous attraction would be lost. Also, orientation of the restaurants and businesses would pull away from the lake and toward the newly created roadway. The public nature of the beach and the views would become much more private in a way that would benefit only the patrons of the beach establishments. A redevelopment plan for West Lake Drive was completed in 2018. The plan details improvements for the corridor to maximize the public use of the beach, streetscape, and parks. Private development

recommendation for the corridor focus on mixed-use development with a variety of residential and small scale retail uses. The West Lake Drive plan is reflected in the Land Use Plan map and its recommendations should guide land use decisions for the corridor.

INDUSTRIAL/BUSINESS WAREHOUSING

Detroit Lakes aggressively promotes the expansion and new development of industrial land use to expand the tax base and increasing job opportunities. A diversified industrial base provides for a strong local economy. The City has made a commitment to marketing and promotion of industrial and business warehousing uses by its support for the Detroit Lakes Development Authority and the Detroit Lakes/Becker County Industrial Development Corporation.

Most of the area along Highway 10 that was originally set aside for industrial and business warehousing development has been utilized. The City of Detroit Lakes has created a new industrial area to the north of Highway 34 along Richwood Road. The industrial area has platted areas with full City services available. This area, combined with the potential for additional industrial sites to the west of Highway 59 and north of Highway 10 in city limits and future annexation areas, should serve the community for attracting and expanding its industrial development base.

It is necessary to continue the promotion to a variety of industrial and business warehouse uses to avoid the cyclical effects of the national and regional economics. Emphasis on assistance to new, startup industrial as well as providing the means for expansion and spin offs of existing businesses is seen as a way of building the job market. The City must also address ways in which to assist business users in older industrial areas to continue investing in their property and provide appropriate facilities for new businesses and expansion opportunities. Code enforcement, backed up with rehabilitation assistance from the City, proper screening through landscaping and fencing, and a City commitment to continued investment in the infrastructure of the industrial areas and methods of ensuring these as viable and compatible business areas of the City.

CIVIC, PUBLIC, AND INSTITUTIONAL

This land use is significant in that it constitutes a large portion of the City's land and includes schools, churches, cemeteries, and government facilities. The largest of these facilities includes the Northwest Technical College, the Detroit Lakes High School, and the Roosevelt Elementary/Middle School facility. Other than for remodeling and additions, it is not expected that any of these institutional uses will require additional land adjacent or near their facilities in the near future. Within its Comprehensive Plan, the City of Detroit Lakes is interested in the continuation of these facilities as they contribute to the character and economic vitality of the community.

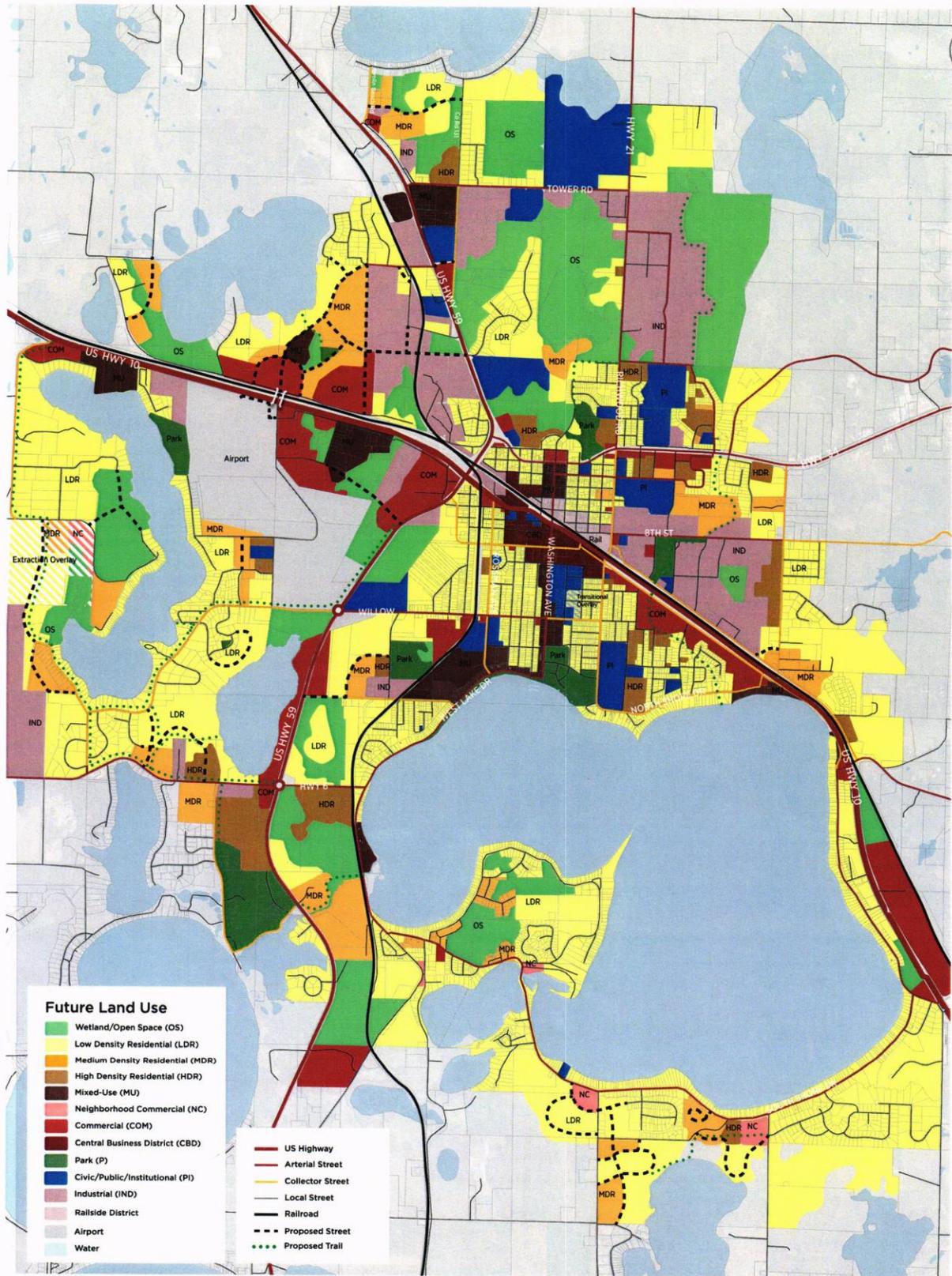
PARK LAND/OPEN SPACE

The community has set aside a portion of its land area for parks. Currently, 199 acres are devoted to the park and open space areas in Detroit Lakes. The City park and beach, as well as the ballfield complex adjacent to Rossman Elementary, provide the major active and passive facilities within the park system. Discussions with City officials and residents identified a number of improvements that could be made to enhance the overall system. The following objectives and improvements are suggested:

1. Improvements should be made to the park adjacent to the Boy's Club facilities for better utilization by the neighborhood.
2. Upgrades to the playground equipment and remodeling of the restroom facilities at the City Beach should be implemented.
3. Study additional potential uses for the Pavilion. Make the structure more accessible.
4. Widen and improve the sidewalk at the City Beach.
5. Connect parks and recreational facilities to neighborhoods throughout the community with sidewalks and trails. Provide interconnections with Dunton Locks County Park to the west of the City.
6. Utilize cash in lieu of park dedication to develop and maintain larger parks in the City.

The City will need to plan for additional parks as the community expands its boundaries. Properties could be identified for potential purchase, or to be dedicated as part of the subdivision process. The community will need a combination of active and passive park land in the future. Criteria for park classification and facilities to be provided is found in the Community Facilities section of this plan.

Parks are different than open space. A large portion of the land use plan includes open space designations. These areas are typically wetlands that should not be developed on and are likely not appropriate for city designated parks. Development along open spaces will need to include adequate design features and stormwater management to not impact the environmental features, one of Detroit Lakes' greatest assets.



TRANSPORTATION PLAN

INTRODUCTION

The Transportation Plan is based on a total transportation system and how it relates to and serves the land use patterns of the community. The transportation system encompasses several modes which include automobile, pedestrian, bicycle, road and public transit.

The transportation system serves to tie together, and in some cases separate, the various land use activities in the community. The Transportation Plan will present the basis for programming and planning the extension of the community transportation system and undeveloped areas of the City and surrounding areas.

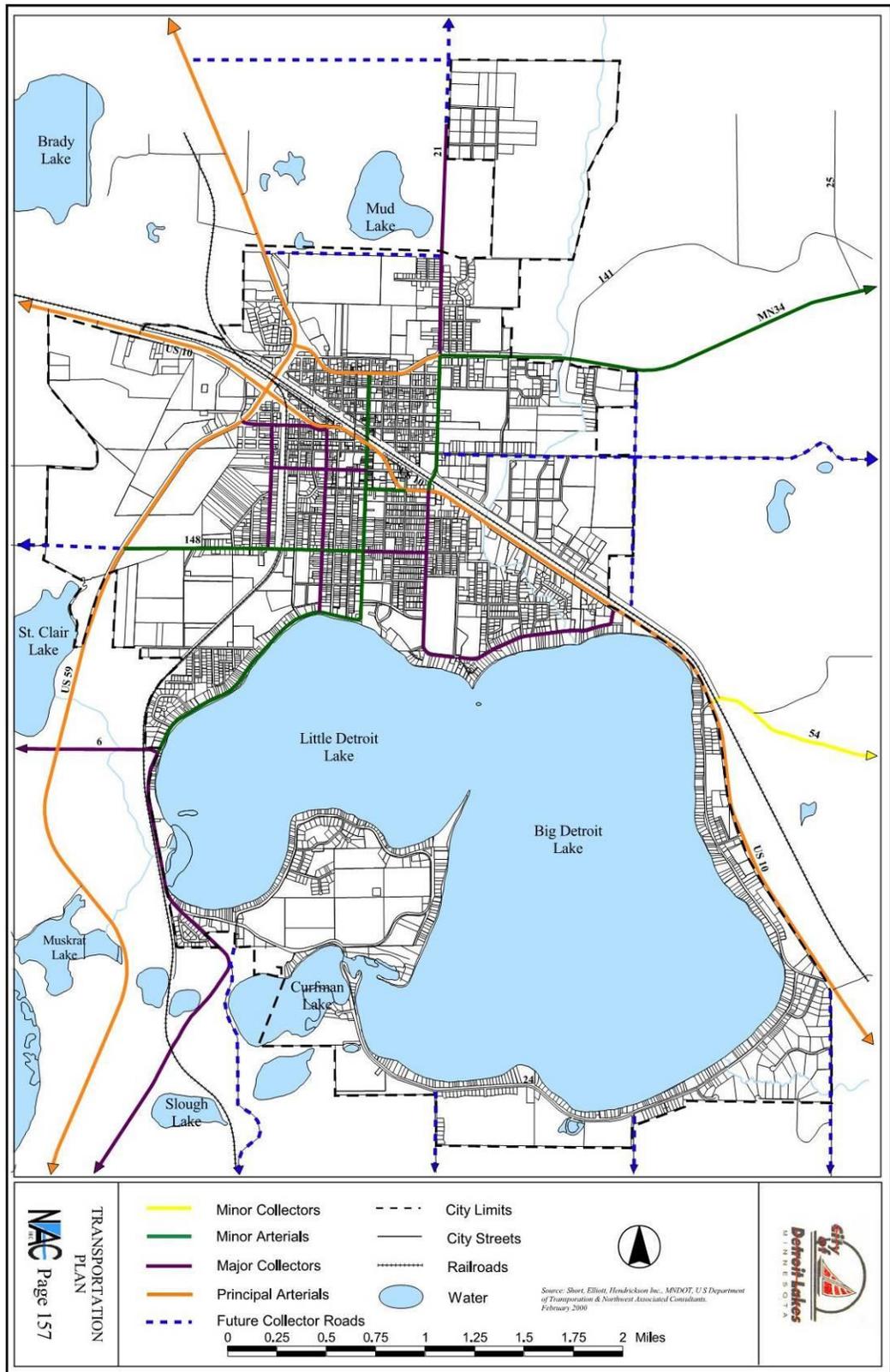
The effect of growth and expansion of the community on the existing roadway systems, especially those limited by existing rail or highway crossings, is also part of the Transportation Plan. Development of all alternative or additional routes in existing and developing areas will also serve to lessen the impacts on the existing systems.

FUNCTIONAL CLASSIFICATION SYSTEM

The functional classification system for the City's streets and highways is illustrated by the criteria developed by the Minnesota Department of Transportation (MnDOT). The Transportation Plan Map, found on the following page, illustrates the functional classes for those roadways within Detroit Lakes. The functional classification system is based on anticipated usage for five to ten years in the future. This classification of roadways for Detroit Lakes will be used to determine access points on major roadways and the design relationship of local roads to other township, community, and state highways.

Principal Arterials

Principal arterials are major transportation arteries. They function to connect large population centers to cities in other areas of the state or region. These roadways are designed for high speed movement and for high vehicle volumes, including commercial traffic and are intended to serve longer trips. The principal arterials in the City include Highways 10, 59 and 34 west of Roosevelt Avenue.



Minor Arterials

Minor arterials also place more emphasis on mobility than on providing land access. Minor arterials typically connect cities and other major activity centers to each other and to the principal arterials. They may also provide relief for congestion on parallel principal arterials. The City of Detroit Lakes contains six minor arterial roadways including Highway 34 west of Roosevelt Avenue, Frazee Street between Washington Avenue and Highway 10, Roosevelt Avenue between Highway 34 and Highway 10, Washington Avenue between Highway 34 and West Lake Drive, Willow Street between Highway 59 and Washington Avenue, and West Lake Drive to County Road 6.

Major Collectors

Major collectors are roadways which place emphasis on both mobility and land access. Major collectors typically connect neighborhoods within and between sub-regions. Detroit Lakes contains a number of major collectors, both county and local roadways. They include County Road 6 on the west edge of the City, West Avenue between Willow Street and Main Street, Summit Avenue between West Lake Drive and Highway 10, Holmes Street between West Avenue and Washington Avenue, Main Street between Highway 59 and Highway 10, Willow Street between Washington Avenue and Roosevelt Avenue, and North Shore Drive from Roosevelt Avenue to Highway 10.

Minor Collectors

Minor collectors provide service between major collector and minor arterial streets to provide critical connections to sub-regions to relieve local streets of heavy traffic, but also to provide for limited direct lot access when necessary. Only one minor collector street is designated for the City and that is Highway 54 on the east edge of the City.

Local Streets

All other roadways that do not fall under the functional classifications discussed above are designed as local roadways. These streets are primarily designed to provide property access.

ACCESS MANAGEMENT

In an effort to maintain effective traffic flow and safety, while accommodating the access needs of land development, access management techniques are utilized. For Detroit Lakes, access to adjacent roadways is overseen by three primary jurisdictions: MnDOT along U.S. and State Highways, Becker County along county roads, and Detroit Lakes along local streets.

The table on the following pages provides guidelines for access control based upon MnDOT information. The land use categories apply to existing and future development in Detroit Lakes. The term rural should be applied to those roadway segments not planned for immediate urbanization, including agricultural or sparsely developed areas. Urban refers to those areas that are commonly urbanized or planned for development in the short term, including most suburban-type development. The urban use should be applied to the area of the City that is fully developed and compact such as the downtown.

The access guidelines should be used for all plat and site plan reviews. In that these guidelines are used as part of a plan and not an ordinance, reasonable discretion could be applied to each site. Becker County and MnDOT will give approvals for access to all of the roadways under their respective jurisdictions.

TRAFFIC VOLUMES

Traffic volume numbers and projections from MnDOT indicate the general increase in average daily traffic from 1998 to 2020. Highways 10, 34 and 59 all show significant increases in traffic volume over the 22-year period.

AVERAGE DAILY TRAFFIC VOLUME		
	1998	2020
Highway 10 - Westerly Limits to Frazee	8,000	12,370
Highway 10 - Downtown	8,500	14,160
Highway 34 - Highway 59 to Washington	5,800	9,160
Highway 34 - Washington to 11th	8,000	12,640
Highway 59 - Highway 10 to Highway 34	9,400	17,260
Source: MnDOT		

ACCESS CLASSIFICATION SYSTEM AND SPACING GUIDELINES										
Functional Class	Median Treatment	Land Use	Typical Posted Speed	Suggested Roadway Spacing (Miles)				Full Median Opening Spacing (Miles) ¹	Minimum Spacing Between Connections ²	Maximum Connection Points Per Mile ³
				Principal Arterial	Minor Arterial	Collector	Local			
Principal Arterial	Full	Rural	65	var	2 - 6	2 - 6	1/2 - 1	1	1,100	8
		Urban	≥45	3-6 (gr)	1 - 2	1/2 - 1	1/8 - 1/2	1/2	1,320	8
		Urban Core	<45	2-3 (gr)	1/2 - 1	1/4 - 3/4	1/16 - 1/8	1/4	440	24
	None	Rural	55	var	8 - 24	4 - 12	1/2 - 2	1	820	12
		Urban	≥45	3-6 (gr)	1 - 2	1/2 - 2	1/8 - 1	1/2	860	12
		Urban Core	<45	var	1 - 2	1/2 - 2	1/16 - 1/12	1/4	440	24
Minor Arterial	Full	Rural	55	NA	var	2 - 4	1	1/2	820	12
		Urban	≥40	NA	1 - 2	1/2 - 1	1/2	1/2	490	20
		Urban Core	<40	NA	1/2	1/4	1/8	1/4	275	32
	None	Rural	55	NA	var	2 - 4	1	1/2	820	12
		Urban	≥40	NA	1 - 2	1/2 - 1	1/2	1/2	490	20
		Urban	<40	NA	1/2	1/4	1/8	1/4	350	24

ACCESS CLASSIFICATION SYSTEM AND SPACING GUIDELINES										
Functional Class	Median Treatment	Core Land Use	Typical Posted Speed	Suggested Roadway Spacing (Miles)				Full Median Opening Spacing (Miles) ¹	Minimum Spacing Between Connections ²	Maximum Connection Points Per Mile ³
				Principal Arterial	Minor Arterial	Collector	Local			
				Collector	Full	Urban	≥40			
Urban Core	<40	NA	NA			1/4 - 3/4	1/16	1/8	275	32
None	Rural	55	NA		NA	2 - 4	1/2	1/2	820	12
	Urban	≥40	NA		NA	1/2 - 1	1/8	1/4	490	16
	Urban Core	<40	NA		NA	1/4 - 3/4	1/16	1/8	310	32

NOTES:

gr - designates grade separated intersections

var - varies (dependent on density of development)

NA - not applicable (values would be redundant)

¹ If route has no median control, the spacing refers to the minimum distance between traffic signals

² Distances are based upon spacing between connections (major roads, local public streets, and private driveways)

³ Connections are counted by adding each public and private approach as they occur along the roadway (for example: a full intersection is counted as two connections while a right-in right-out driveway is counted as one)



TRAFFIC ACTION MODEL

During 1999 and 2000, MnDOT has been working with the community on transportation issues that are primarily related to or caused by Highway 10. These issue areas have been identified as follows:

Issue 1 - Access at Intersection of Holmes Frazee McKinley and Highway 10

The committee that has been reviewing the issues has defined the access situation as:

1. Ingress and egress to businesses on the northeast side of Highway 10 in this area is difficult and unsafe.
2. Traffic cannot safely cross the Holmes and McKinley intersections.
3. Turning movements at the Frazee-McKinley intersection and Holmes Street are dangerous.
4. High traffic volumes make local access to the east side of Highway 10 difficult.

There are a number of potential solutions to this problem, as identified by the issues committee:

1. Straighten out curve at McKinley.
2. Signalize the Holmes Street intersection.
3. No left turn at McKinley.
4. Move railroad (\$2 million per mile).
5. Eliminate parking on the north side of Holmes Street (from Highway 10 to Washington Avenue) to the east.
6. Move the highway.
7. Close access to McKinley north of Highway 10.

As a result of this process, the City recognizes that there is a need for a signalized intersection between Roosevelt Avenue and Washington Avenue. The timing and funding sources for this improvement has not been identified at this time.

Issue 2- Grade Separation from Highway 10 and the Burlington Northern Santa Fe Rail Line

The issue of a grade crossing on the east side of Detroit Lakes has been discussed for years from a safety and traffic flow standpoint. The transportation issues defined by the committee include:

1. Safety and emergency access.
2. Delays caused by railroad tracks.
3. Stacking of cars at the intersection is a hazard.
4. Traffic on Highway 10 is slowed down when stacking takes place on the highway, due to close proximity to railroad crossing.
5. Pedestrian crossing is difficult and dangerous.

The alternatives for solving this issue that have been identified include:

1. Underpass at Roosevelt.
2. Overpass at Jackson Avenue and 11th Street over Highway 10 and railroad.
3. Holmes Street overpass.
4. McKinley to Bowling Avenue overpass.
5. Front Street overpass.

The City has recognized that the issue is important, but not an urgent transportation need at this time. A specific location for a grade separation has not been determined but will as the need increase, and growth occurs.

Issue 3 - Access Management

Access to Highway 10 for commercial development has occurred without the benefit of an extensive frontage road system and multiple accesses have been allowed for commercial facilities. The issues identified by the committee include:

1. Safe access onto and off the highway.
2. Effectively moving traffic through town.
3. Move local trips off of the highway.
4. Eliminate access points onto the highway to make travel safer.
5. Higher traffic volumes during the Summer creates problems.

The alternatives discussed by the committee include:

1. MnDOT wants Highway 10 to function as medium level regional corridor (average speed 55 mph). To attain this level of service, the number of access points and traffic signals must be reduced.
2. Improve the Highway 10 and Highway 59 intersection.
3. Develop a plan to eliminate some access points and to signalize others.
4. Consider an overpass at Jackson Avenue and 10th Avenue.
5. Upgrade Willow Street and Roosevelt Avenue as thoroughfares.
6. Signalize Holmes Street and upgrade Holmes to Washington Avenue.
7. Provide safe access onto the highway.
8. Provide rear access road to businesses.

Access management improvements will likely involve a number of the alternatives listed above to be implemented over time.

The committee felt that additional study would need to be made of each access before changes are made along Highway 10.

ROADWAY EXTENSION

As the community develops beyond its current boundaries, providing roadway extensions and a coordinated transportation system is necessary to provide the needed access and connections. The Transportation Plan identifies existing and proposed roadways that will serve as future collectors within the community. The City should begin working with the County and Townships on how the roadway network is to develop in urbanizing areas, as well as issues of upgrades and funding.

The proposed Transportation Plan addresses only those roadways and extensions that will serve as collectors. As development occurs, placement of local streets will be determined by the existing and proposed collector and arterial streets in that particular area. In the past, the City developed with a definitive grid system. Recent developments or areas that have been annexed have included dead-end and cut-de-sac streets in those areas not necessitated by factors such as wetlands. Cul-de-sacs and dead-end streets should not be permitted as the development norm, but only as a way to accommodate existing natural or physical features. Local street networks developed without dead-ends will serve to improve traffic circulation patterns and reduce the City's reliance on its collector and arterial streets.

ROADWAY IMPROVEMENTS/MAINTENANCE

While the Transportation Plan addresses the City's roadway system in regard to functional adequacy at must be realized that the quality of the system goes no further than the condition of the streets. Active and preventative maintenance of the City's street system is considered to be of prime importance. The City must yearly update a Capital Improvement Plan which addresses transportation facilities and maintenance to assure a comprehensive program.

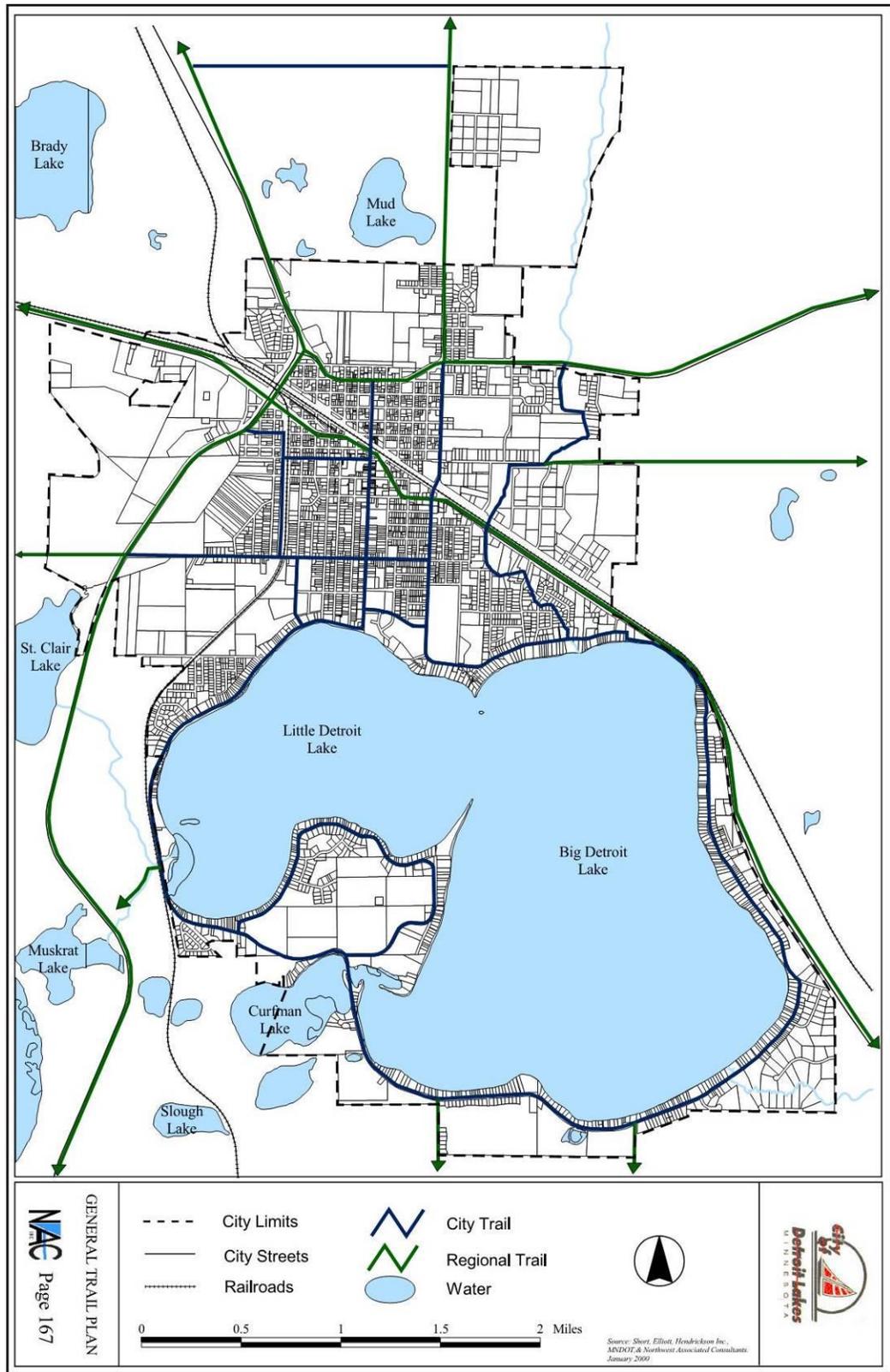
PEDESTRIAN/BICYCLE FACILITIES

As a means of providing an alternative transportation system and to provide recreational facilities, the importance of pedestrian and bicycle trails throughout the community is being recognized. The older sections of the City have developed with a sidewalk system, but newer developments and annexed areas do not include the right-of-way or constructed trails that provide the linkages throughout the community. The City has determined that creating a well-planned and efficient system of bicycle, pedestrian and trail way improvements within the City through the implementation of a trail system plan is important.

A generalized trail plan has been developed, as found on the following page. The plan provides for the interconnection of neighborhoods, parks, schools and commercial areas. Emphasis shall be placed on a trail system that connects all areas of the community and interconnects to trail systems in adjacent communities and regional systems. The City should develop a more comprehensive trail plan that provides details on trial development, including specifications and an implementation plan for programming development of the system.

Development of a comprehensive bicycle and pedestrian trail system plan in the community should incorporate the following:

1. Include trail routes within and interconnections to the areas planned for annexation.
2. Connections to and linking neighborhoods with the Central Business District, commercial and industrial/business park areas of the City.
3. Trail routes along major streets that have the most direct access to primary pedestrian destinations.



4. Where trails will connect neighborhoods to schools.
5. Where trails will serve commuter destinations.
6. Where trails lead to parks, playfields, and other recreational facilities.
7. Where trails will link together separate portions of the Detroit Lakes sidewalks and trail systems with each other.
8. Where trails provide access to regional trails.

RAIL FACILITIES

The City of Detroit Lakes is served by the Burlington Northern Santa Fe and the Soo Line. The City will work with the railroads on issues related to grade crossings and for continued access for business and industrial uses. Continued service by Amtrak is also a priority for the City.

AIRPORTS/AVIATION

Continued development and support of the Detroit Lakes/Becker County Airport is seen as a priority for the City. Promotion of the charter service and availability of the airport and facilities for business travel is seen as important for economic development within the community. The extension of the runway along with the development of a parallel runway are current priorities for airport improvements.

PUBLIC TRANSIT

Inter-city bus service by Greyhound is seen as providing an important transportation link to the region. Although local bus service is not available, the City is served by a taxi company and special needs transportation is provided by Medi-Van. As the population grows older, the dependence upon the private taxi service and the need for public transportation systems will increase. The City will need to measure the demand for public transit needs and cooperate with MnDOT, St. Mary's Hospital, the nursing homes, and other social service providers in exploring means of providing transportation services.

COMMUNITY FACILITIES PLAN

INTRODUCTION

Community facilities include those lands, buildings, or services and systems which are provided on a public or semi-public basis in the interest of or the benefit to the residents of the community. Their importance should not be under-estimated in that they are offered as a necessity for sustaining life within the community and are therefore, a major contributor to the quality and safety of living in the City.

In order to enhance the quality of life within Detroit Lakes, it is fundamental that adequate community facilities include parks, open space, administrative offices, essential community buildings and public utilities.

Public utilities are an important factor in regulating development of particular areas of the City and areas planned for future annexation. Recognizing that utilities are present or easily extended prior to subdivision approval can prevent “leap frog” or premature development. Fair and equitable assessment policies for landowners and developers are also a necessary element of utility extension.

Government buildings and facilities, such as parks, play a major role in providing necessary community amenities and in projecting a positive image for the City. These facilities reflect Detroit Lakes’ commitment and dedication to provide its residents with a quality living environment. A map showing the existing community facility locations is found in the Inventory section of this Comprehensive Plan.

PUBLIC UTILITIES

Water

With a storage capacity of 1.1 million gallons, a plant capacity of four million gallons per day (gpd) and an average/peak demand of 1.4 million gpd/2.2 million gpd, respectively, the City has adequately addressed its water supply needs. The City has planned for future growth and can serve the areas that may need City services in the future. Depending upon the level of growth to the south and the overall densities, the City may need to add additional water storage capacity in this location. The City will need to monitor the supply and storage needs as growth occurs in this area.

Sewer

The wastewater plant has a capacity of 1.64 million gpd. Average demand of the plant is

1.1 million gpd with a peak demand of 1.7 million gpd. As with the water system, adequate capacity is available to serve those areas identified for future or potential annexation.

Electric Service

The City can adequately serve the community and future growth areas with electric service. With the comparatively low electrical rates, the City can use the electrical utility as a significant economic development incentive.

Public Utilities/Annexation

The City has in the past held to a policy of not allowing extension of services unless an area is annexed, or an orderly annexation agreement is finalized and put into effect. The City will continue this policy as the prospect of service to developed lake areas develops as an issue. To assure the quality of Detroit Lake, the City places a priority on annexing the area around Curfman Lake (Dead Shot Bay) and providing utility service. Utility service to the land area around Long, Bandy, Floyd, Sallie, and Melissa Lakes is seen as long term in nature, if ever, but should be considered in this planning exercise.

Based upon the cost to purchase electrical service area, the public utility may not choose to extend this service to newly annexed areas. Any such costs would need to be passed onto the existing residents and may not be justified, even with lower electrical rates.

STORM SEWER

The City will continue to work with the Pelican River Watershed District on storm water management issues. The City's engineering consultant, Larson, Peterson and Associates, is currently working on a storm water plan for the community. As the community grows, the City Engineer will work with the Watershed District and the City on planning for adequate storm water systems. The City will utilize existing drainageways, ponds and wetlands to the extent possible to manage costs and impacts of storm water systems.

GOVERNMENT FACILITIES, BUILDINGS AND SERVICES

City Facilities

City officials and community residents were satisfied with the City Hall facility, police and fire department facilities, library and airport. Recent improvements to the fire department building, the public works facility, as well as projected improvements to the airport runways, will provide the City with adequate facilities in the years to come.

Community Center

During the process of developing the Comprehensive Plan, the community leaders and residents discussed the issue of providing a community center. A task force, formed in the Fall of 1999, recommended that the community center be located at the Holmes School site. Overall the community has agreed that the Holmes site would be well suited and its proximity to downtown would be positive for the existing commercial area and as a tool in facilitating revitalization of the surrounding area. The City will need to continue to take the lead in this process in identifying how and if the existing structure will be utilized, what uses will be incorporated into the center, and the methods of financing. How the center will be paid for remains as one of the most difficult issues related to this project. The task force should continue to work with City officials to gauge support for the community center, determine what should be included, and identify funding sources.

Park and Trail Facilities

The community has identified relatively few issues with its park system as a part of this comprehensive planning process. The primary need at this point is to ensure that park playground facilities are available to neighborhood residents in the areas north of Highway 10. Additionally, the facilities near the Boy's Club on Highway 34 could be upgraded to serve residents in the surrounding neighborhoods. General improvements and upgrades of existing parks and playground equipment are mentioned as a need.

Continued investment in facilities, notably at the beach to include upgrading the restrooms, has been identified. The City should develop a Comprehensive Park and Trail System Plan that determines the needs for park and trail facilities and outlines an implementation plan for accomplishing the plan elements. Park facility upgrades and trail system connections should be included in a Capital Improvement Program.

Park Classification System

The future park lands within Detroit Lakes should be planned under a park classification system as part of a Comprehensive Park and Trail System Plan. Using the identification system to program the level of development for each of the eventual parks, will assist the City in planning for and scheduling the funding for completion of the facilities. Also, planning for locations and types of park facilities and open space will maximize the use of park dedication. Developers will be required to dedicate land where parks are identified and cash if the development does not directly impact proposed park land.

A park classification system is intended to serve as a guide to planning, not as a blueprint. Sometimes more than one component may occur within the same site, particularly with regard to a specialized use within a larger park. Based upon national standards, a park system, at minimum, should be comprised of a core system of park lands with a total of approximately 10 acres of open space per 1,000 population. A listing and short description of park classifications is as follows:

Mini-Parks

Use:	Specialized facilities serving a limited population or specific group such as tot lots for small children
Population Served:	Toddlers through age nine
Desirable Size:	One acre or less
Site Characteristics:	Within neighborhoods, in close proximity to intensive residential developments

Neighborhood Playground

Use:	Designed to provide mainly passive activities with some active short-term activities
Population Served:	Ages 5 to 15, with informal recreation for groups of all ages
Desirable Size:	1 to 5 acres
Site Characteristics:	Open space for spontaneous play, play areas for both pre-school and school age children, multiple-use paved areas, limited field games, small court games, ice rinks, within easy walking/biking distance

Neighborhood Parks

Use:	Area for designated active and passive recreation areas
Population Served:	Focus upon ages 5 through 39 with emphasis upon ages 5 through 18
Desirable Size:	5 to 10 acres
Site Characteristics:	Suited for multi-use development, easily accessible to neighborhood population, geographically centered with safe walking and bike access, may include school facilities

Community Playfields

Use: A large recreation area with primarily athletic facilities designed to serve older children and adults
Population Served: All persons with focus upon ages 20 to 39
Desirable Size: 10 to 25 acres
Site Characteristics: Athletic complex including lighted court and field games, community center or indoor recreation facility, swimming pool, ice rink, capacity for special events, must include support elements such as restrooms, drinking water, parking, lighting, etc.

Community Parks

Use: Area of diverse environmental quality which may include areas suited to intense recreational facilities such as athletic complexes as well as passive type areas, depends largely upon the site location, suitability and community need
Population Served: All ages, toddler to retiree, entire community for cities up to 25,000
Desirable Size: 20 to 35+ acres

Site Characteristics: Provides for a combination of intensive and non-intensive development ranging from play equipment to trails, may include natural features, such as water bodies or forested land, must include support elements such as restrooms, drinking water, parking, lighting, etc.

Natural/Conservancy Areas

Use: Protection and management of the natural/cultural environment with recreational use as a secondary objective
Desirable Size: Sufficient to protect the resource and accommodate desired recreational uses
Site Characteristics: Variable, depending upon the resource being protected

Linear Parks/Trails

Use: Area developed for one or more varying modes of recreational travel, may include other activities such as sitting areas, exercise courses, play areas, landscaping, etc.
Population Served: All of community
Desirable Size: Sufficient width to provide for specified activities, maximum usage, and setbacks from streets or residential areas
Site Characteristics: Built or natural corridors such as utility rights-of-way, bluff lines, vegetation patterns, and roads that link other components of the recreation system or community facilities such as parks, schools, and residential areas



By recognizing the classification of each of the park facilities, the City can plan how the community and individual neighborhood park needs are being met. The classification will assist Detroit Lakes in planning for park improvements as well as the need for new park facilities.

ADMINISTRATION PLAN

INTRODUCTION

Administration and implementation of the Comprehensive Plan are an important aspect of the development of the plan. In essence, unless the plan and related development tools are constantly referenced and utilized in combination with long range community decision-making, the efforts spent on their development become wasted.

Staffing, community identity, public relations, zoning and subdivision regulations, capital improvement planning, and economic development are issues that must be addressed as a result of the comprehensive planning process. The issues listed below are seen as the most critical element of an administrative planning program and should receive priority in implementation. Annexation and jurisdictional issues must also be discussed as it relates to cooperation with surrounding townships.

GOVERNING

The governing function of the City is to provide an efficient level of public service, assure that there is an adequate tax base and funding sources, and provide current and effective plans, programs, codes and ordinances. The City must provide a high level and quality of services while not placing an undue tax burden on property owners. Additionally, elected and appointed officials must be able to communicate with citizens and facilitate the level of public participation and input to provide an effective system of government.

Staffing

As the City continues to grow, staffing levels will need to change, especially related to police and public works staff. The City will need to monitor staffing levels carefully and make adjustments as necessary.

Community Identity/Public Relations

Promoting community identity is seen as a way of selling the community assets to people in the region and throughout the Upper Midwest. The City of Detroit Lakes Tourism Bureau is aggressive in promotion of the community and the region. Use of the world-wide web and the current web page is seen as one of the most important tools in developing awareness of the Detroit Lakes area. The City will need to continue working with the Chamber in developing ways to increase awareness of the community, its assets, and the year-round events that make the area a destination location and positive place to

live.

Detroit Lakes has an ongoing policy of providing effective public information to its residents. Additionally, good communication with other municipalities, area townships, the County, and regional levels of government is vital.

To continue and improve the lines of communication between the City government and its citizens, Detroit Lakes should continue to use announcements, newspapers, newsletters, and other forms of public media such as cable access and the world-wide web. Such communications are necessary as the community prepares for future growth, extension of utilities, or projects such as a community center. Public support on projects or for annexation will only be possible if the citizens are informed and an open forum of opinions and comments is coordinated. The City will also need to enhance its relationship with other jurisdictions in the area and region. The City will work with adjoining cities, townships, and the County in provision of services, coordination of activities, and boundary issues. The quality of life of the overall area can only be enhanced if all the governments and public/private organizations work together.

Zoning and Subdivision Regulations

A community's plans, programs, codes and ordinances are of value only if they are implemented and kept current. When such plans and ordinances become outdated, the City's ability to respond to community goals is hampered. To ensure that such plans are kept dating, the City should regularly update its plans and codes as necessary.

The City has updated its zoning regulations on a regular basis to keep current with the changing face of the community. As a result of the current Comprehensive Plan process, the Zoning Ordinance should also be updated to reflect the directions and plans for the community. A review of the Zoning Ordinance yields the following comments on how the regulations should be updated to reflect current planning and issues related to zoning. The comments are arranged by the three primary sections of a zoning code: administration, performance standards, and zoning districts.

Administrative

1. The process for development review should include provisions for the 60/120-day State law for acting on applications.
2. The City should consider including planned unit development as both a district and an allowable conditional use in certain districts as a zoning tool.

Performance Standards

1. Lighting standards could be updated to further reduce glare and unnecessary light in commercial and industrial areas.
2. Landscaping provisions should be considered to provide more open space, specifications for parking lots, and effective screening through use of natural materials.
3. Sign standards could be reviewed and updated.
4. Provisions specific to building relocation could be added.
5. Standards for home occupations could be included.
6. Provisions to regulate antennas and cellular towers are a current topic for many cities and jurisdictions. The City should consider specific tower regulations.
7. The impervious surface requirements of the S, Shoreland District should be revised to provide more flexibility in construction and building coverage in the commercial districts adjacent to waterbodies. The flexibility could be provided through administrative and conditional use permit approvals.

Zoning Districts

1. Additional single-family districts or amendments to the R-1 District should be considered by the City to include higher minimum lot sizes. Minimum lot sizes for single family districts to encourage higher value homes include lot sizes typically 10,400 square feet, 12,500 square feet, and 15,000 square feet.
2. To comply with State law, allowances for day care facilities of 12 or fewer persons and residential care facilities of six or fewer persons should be included in all residential zoning districts.
3. A district could be added specifically designed to accommodate townhome developments.

4. The R-LB District could be revised to reflect the Comprehensive Plan. Suggested changes include making the district more retail-oriented, allow residential in only upper stories of buildings, and provide design criteria to make the area more pedestrian in scale.

The suggested changes outlined above only address some of the major points in updating the Zoning Ordinance. A more extensive review of the regulations would be necessary before commencing an update of the Zoning Ordinance. The Subdivision Ordinance should also be reviewed for potential updates and changes. At a minimum, the State law requirements for 60/120-day development review should be added. Additionally, the City should consider revising its park dedication requirements to require at least a 10 percent dedication of land or equivalent in cash.

Safety Issues

An important matter that surfaced as part of the issue identification process was the need for an emergency/storm warning system in the community.

The street identification system was raised as an issue by public safety personnel. Almost all of the City streets are identified by names and not numbers. It was suggested that a secondary system of consecutive numbering be created and put into place by public safety personnel. The street signs could be updated as needed, but all new streets and avenues could incorporate the new system.

Capital Improvement Planning

The City of Detroit Lakes lacks an effective system of capital improvement planning that is scheduled or updated on a yearly basis. The Capital Improvement Plan is essentially a long-range spending plan used to guide the community's large ticket expenditures according to need and the City's ability to pay. The program forces the City to look toward the future to anticipate its needs. In order to fund items, such as physical improvements or extensions of roadway and utilities, the Capital Improvements Plan can be used as a planning tool that can be especially important as the City expands its boundaries.

Economic Development

The economic health of the City has been strong in recent years and local industry is in a period of growth and expansion. Additional promotion of commercial and industrial development within the City is seen as a way of creating jobs and increasing the tax base and financial resources of the community. Commercial and industrial uses typically provide a higher return in property tax revenues and are proportionately less expensive for the City to service. Continued diversification of the tax base is seen as a way of lessening the dependence on a few major employers and facilitates the attraction of similar or "spin off" industry.

To expand the commercial and industrial base, a continuing aggressive program of economic development is advocated for the community. The Land Use Plan provides adequate area for new and expanded industry in the community. The Detroit Lakes Development Authority and the Detroit Lakes/Becker County Industrial Development Corporation are in place to assist potential and existing industry to establish new and expand existing facilities in the community. The two organizations, which are staffed by the City Community Development Department, can utilize the following tools for viable industrial projects:

1. Provide industrial park sites that can be made available at below market rates.
2. Assistance with tax increment financing, tax abatement, and low interest loans.
3. Assist with financial packaging.
4. Provide linkages with local financial institutions.
5. Provide information assistance regarding the labor force and costs of doing business in the community.
6. Assistance with applications for sources local, state and federal economic development loans and programs.

NEIGHBORHOOD PLANNING DISTRICTS

INTRODUCTION

To facilitate a detailed evaluation of development prospects for all areas of the community, Detroit Lakes has been divided into twelve neighborhood planning districts. Eleven of the neighborhoods are located within the existing City and the twelfth includes the two mile extraterritorial area that surrounds the City of Detroit Lakes. The planning district boundaries were established by using the location of similar land uses and physical barriers.

The planning related issues for the individual planning districts is discussed in a greater level of detail in this section. The location of each of the districts is described below and, in the map, following the introduction.

Planning District 1 includes that area north of Elm Street/Highway 34 and west of Highway 59 which includes the Northwest Technical College, a cemetery, single family areas, and a significant industrial area.

Planning District 2 includes the area west of Rossman Avenue, north of Legion Road, and south of Highway 10. The area includes the existing commercial district along Highway 10, older single-family neighborhoods, the County fairgrounds, the City waste treatment facility, and significant wetland areas.

Planning District 3 includes that area between Rossman and Roosevelt Avenues that is the traditional downtown and oldest section of the community. This area includes the Central Business District and a section of the Highway 10 commercial areas, the City Park and Beach, the commercial area and mixed uses along Washington Avenue and West Lake Drive, and single-family neighborhoods.

Planning District 4 includes that area between Highway 34 and Highway 10, west of Roosevelt Avenue. This district includes a mixture of commercial, industrial, and residential uses. An elementary and junior high complex is a significant feature of this district.

Planning District 5 includes the area south of Highway 10 and west of Roosevelt Avenue. The Highway 10 commercial area extends on the northeast side of this district and includes the Senior High School and a large residential care facility. Single family residential uses are also a significant land use of this district.

Planning District 6 includes that westerly area of Detroit Lakes to the south of Legion Road. The area is predominantly low density with some commercial uses.

Planning District 7 includes the easterly area of Detroit Lakes to the south of Highway 10. While predominantly single family, there are some commercial uses in this district.

Planning District 8 includes the area generally north of Towner Road and south of Floyd Lake. The area is primarily open space and wetlands, with some single-family along County Road 131 and light industrial along MN Highway 59.

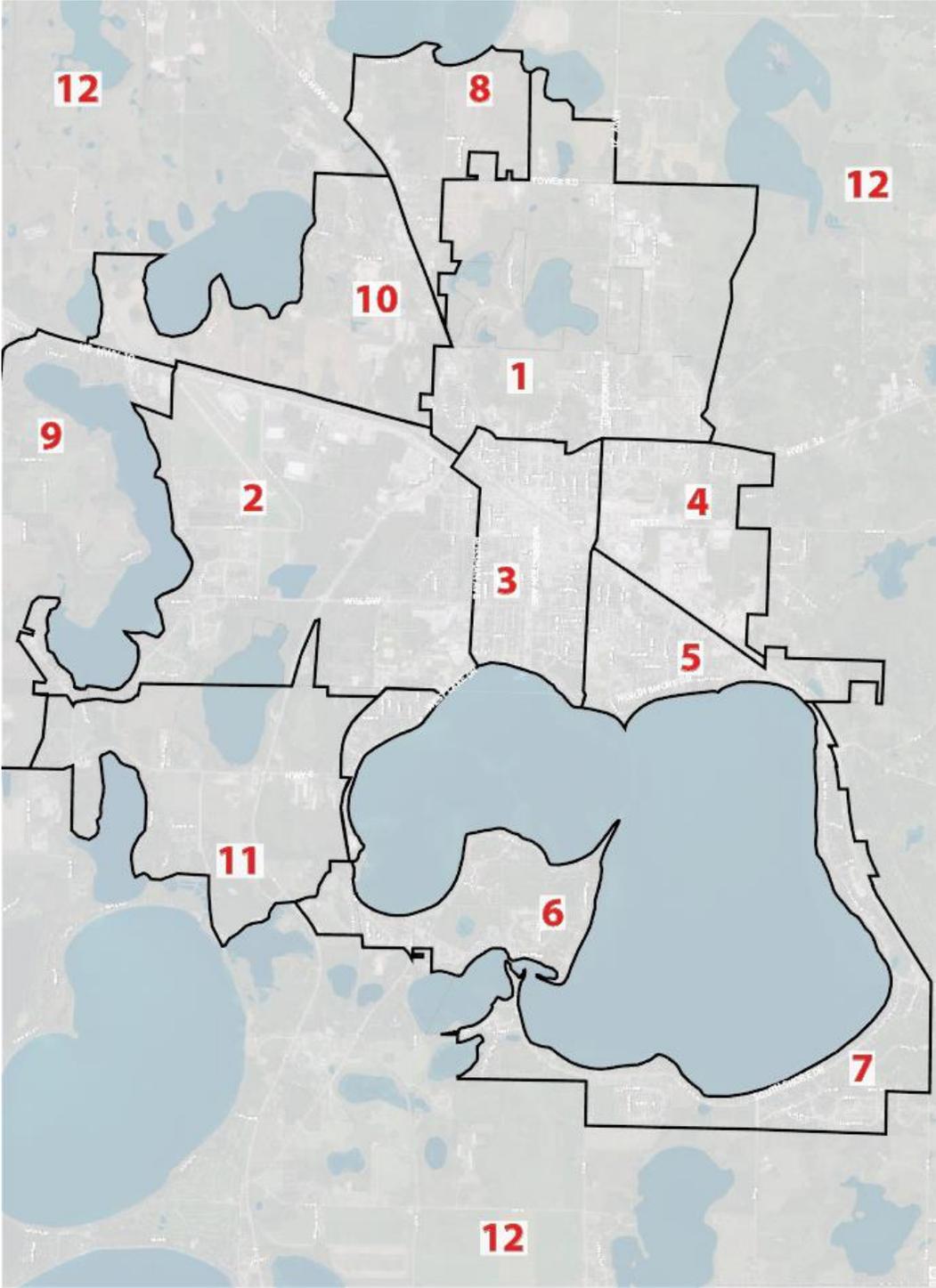
Planning District 9 includes the area west of Long Lake. Most of the area is currently undeveloped. Residences line the Long Lake shoreline and commercial/resort uses on the north between Long Lake and US Highway 10. There is a large gravel pit operation on the southeast.

Planning District 10 includes the area west of US Highway 59 and north of US Highway 10 up to Brandy Lake. Land on the north and along Highway 59 consists of a mix of developed uses ranging from large lot single-family development to heavy industrial. Open space comprises the land along and south of Brandy Lake.

Planning District 11 includes the area south of the 2017 city limits boundary, extending south to Muskrat and Munson Lakes and east to West Lake Drive. The focal point of the district is the intersection of MN Highway 59 and County Highway 6. Land uses in the district range from rural residential homesteads, churches, and service-based businesses.

Planning District 12 includes the City's two mile extraterritorial area surrounding the existing neighborhood planning districts in all directions and encompasses areas in Detroit, Lake View and Burlington Townships.

NEIGHBORHOOD PLANNING DISTRICTS



PLANNING DISTRICT 1

Revised, 2018

Description

Planning District 1 is the area north of Elm Street Highway 34 and east of Highway 59. It contains a wide range of land uses and opportunities for development. A significant land use within the district is single family residential.

Future Land Use

There is an opportunity for additional low, medium, and high density development in the district. The City will be proactive in encouraging residential development especially in creating neighborhoods of single family and town home development, with medium and high density nodes along arterial streets, parks, and higher intensity uses. Much of the area programmed for residential use is affected by wetlands and water features. The wetlands can be used to provide open space and separation from more intensive land uses as a part of neighborhood planning.

The Minnesota State Community & Technical College is seen as a positive and stable land use in the area. The City will continue to work with the College on issues related to student housing and the potential for expansion of the campus if needed in the future. Several high density residential areas are shown around the College property. A potential expansion area of College property may be the industrial property directly to the east of the campus.

The City park that includes the Boy's Club building is entirely located within the neighborhood and provides important open space and the potential for recreational facilities. As the neighborhood around the park continues to develop, it will be necessary for the City to make the needed investments in playground and recreational facilities.

The Detroit Lakes North Industrial Park comprises the most predominant land use in the district. A number of industrial uses have been established and area exists for expansion and new industrial development. Continued promotion of the industrial area and its full development will enhance the potential for job creation and tax base within the community. Adequate separation of land uses has been planned with a transition of residential development types and utilizing the natural features of the area. Additional industrial areas are expected to be developed in this area.

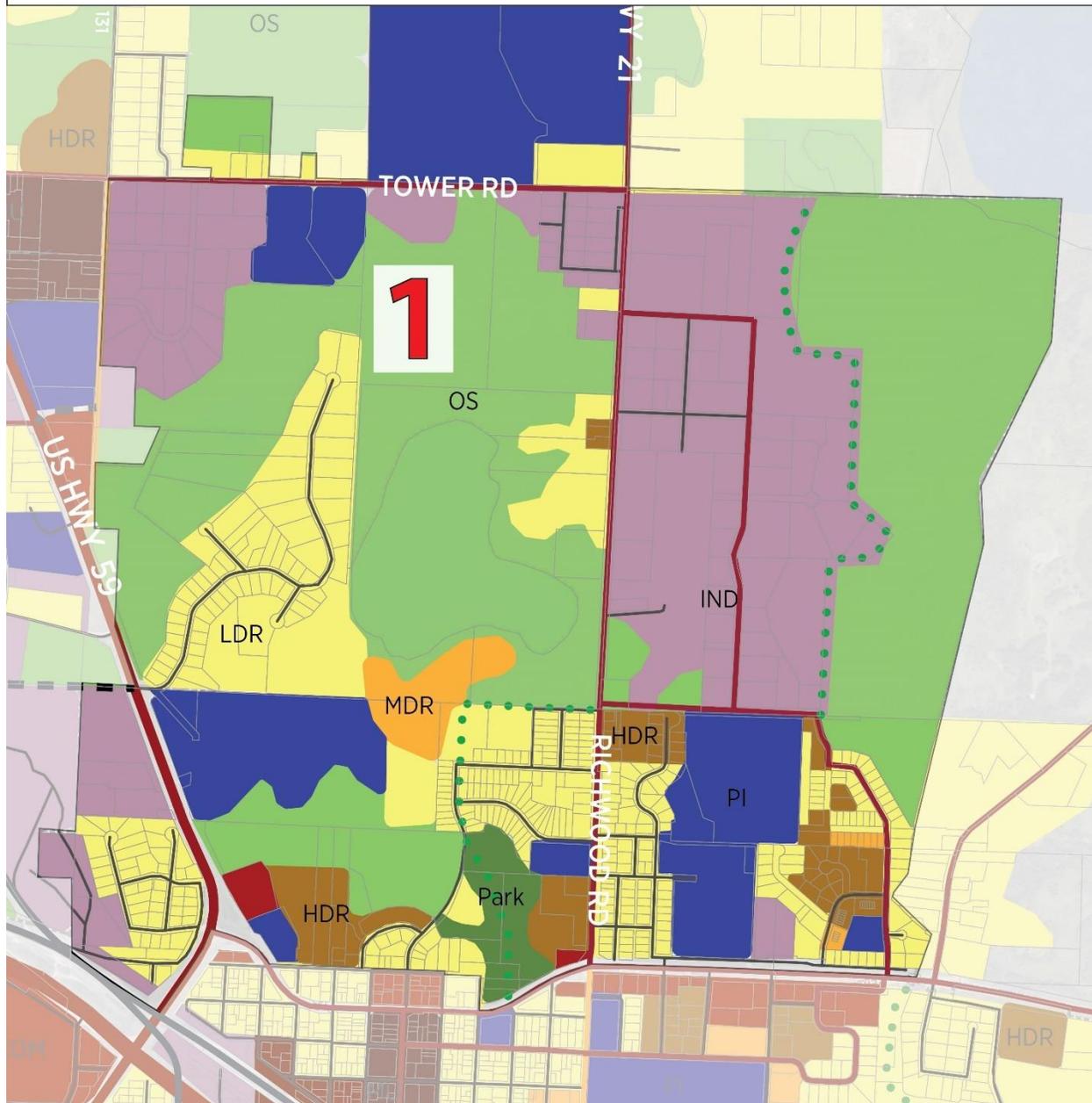
Mobility

Access to the area is served by Highway 34 and Highway 59 with local connections to Washington Avenue and Roosevelt Avenue, Richwood Road. No changes to the roadway network is planned other than continued development of the local roadway system to accommodate the future residential and industrial projects.



The plan does show off street trail connections through the planning area. A trail from Lyle Crovisier Memorial Park north, connecting to Richwood Road, and a trail north from Terry Street through the industrial park offers new recreational amenities to surrounding neighborhoods.

PLANNING DISTRICT 1



PLANNING DISTRICT 2

Revised, 2018

Description

Planning District 2 includes the westerly edge of the City, west of Rossman Avenue, and south of Highway 10. Most of the area within this district is fully developed and few large use changes are expected.

Future Land Use

Continued retail development is expected along the Highway 10 frontage road. The addition of a "big box retailer" in recent years strengthens the draw to the west side for retail and services and help capture the pass through traffic along Highway 10. Opportunities for commercial and mixed-uses area envisioned along Highway 10.

The residential uses within the district are expected to remain stable in the neighborhoods west of Rossman Avenue, but the City should be an active player in maintenance and rehabilitation of the housing stock so that it remains viable. The HRA can ensure availability and access to programs to assist homeowners with housing improvements. Other areas of new residential development include medium and high density opportunities south of the airport and areas along Cheryl Drive, south of Willow Street W. Continued investment into older housing stock will help retain a supply of affordable units within the community. The City will also need to work with owners of commercial and industrial business in the area to make sure that adverse impacts related to their operations do not interfere with the living environments of adjacent housing and that proper screening and landscaping is utilized to reduce visual impacts.

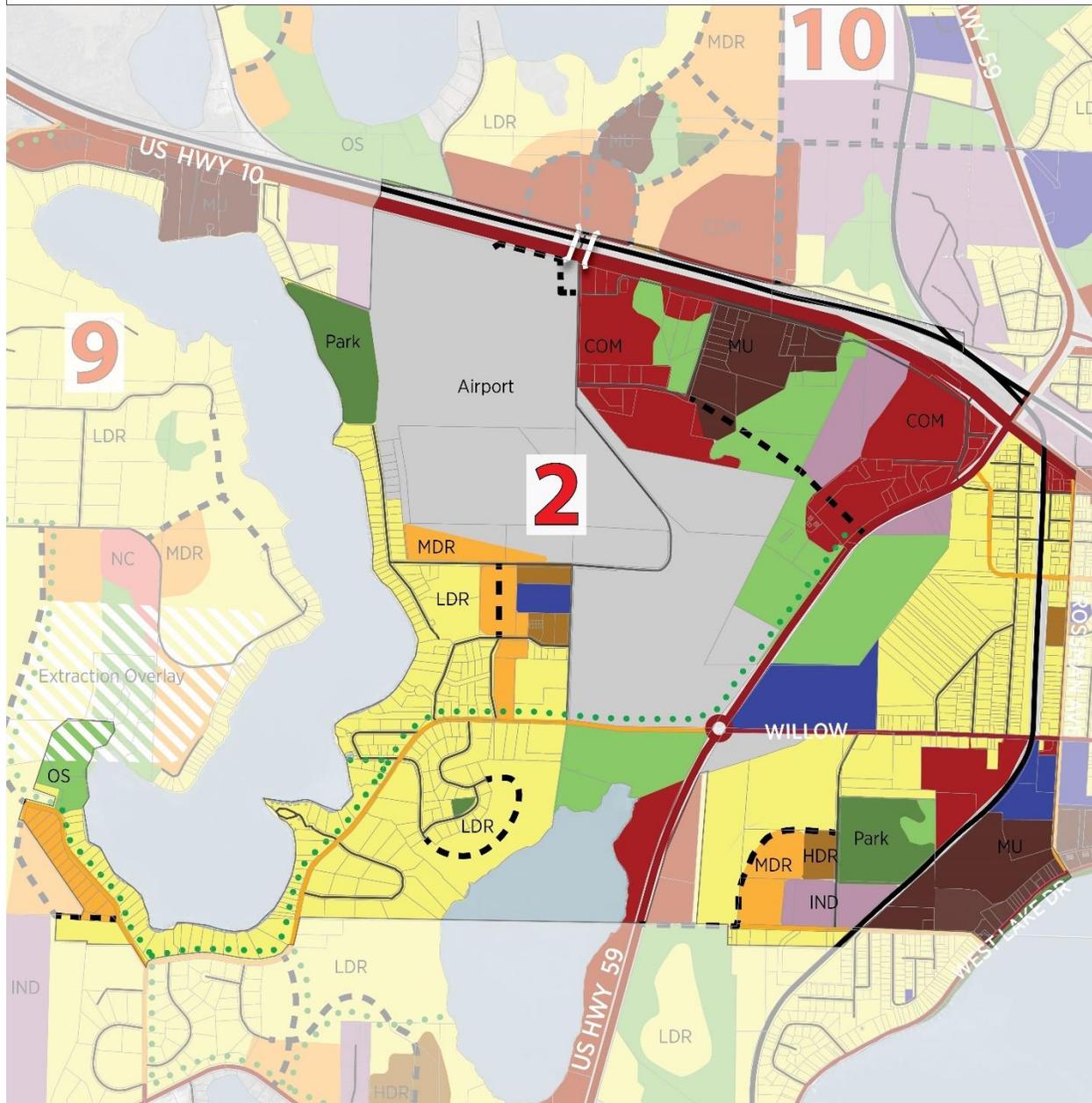
Significant areas in the district are devoted to governmental uses. The City's waste water treatment plant encompasses much of the area along the westerly border of the City. Adequate area is available for the current operations and future expansion of the facility. The airport is north of the treatment plant and requires significant open space for landing zones. The airport also limits the height of buildings in other planning districts. The Becker County Fairgrounds, at the southwest corner of the planning district, is expected to remain at this location, at least in the near future, although many residents felt that the land would be better utilized for recreational and residential uses. The cost of replacing the fairgrounds to another location within the County has been the major reason why this has not occurred. The open areas within the planning district comprise areas of wetlands and undevelopable areas.

Mobility

Access to the district is by Highways 10 and 59. Local access is provided by Rossman Avenue, Willow Street, Holmes Street, Main Street, and Legion Road. The plan shows a street extension of Menard Drive east to Highway 59 and local streets to serve new

residential areas. A trail system is proposed from commercial areas near Highway 10 south to Willow Drive and extending east toward Long Lake.

PLANNING DISTRICT 2



PLANNING DISTRICT 3

Revised, 2018

Description

Planning District 3 consists of the traditional core of the City including the Central Business District, older residential neighborhoods, and the City recreational areas on the north side of the lake. The downtown, as the major retail center of the community, is seen as a vital area with opportunities for growth and revitalization. A planning strategy for the downtown is discussed in detail within the Land Use section of the Development Framework.

Future Land Use

The commercial area identified along Highway 34, at the intersection of Washington Avenue, is seen as under-utilized and could be further redeveloped to better "capture" travelers along this corridor. The City may become involved in incentive and redevelopment efforts to facilitate potential projects. Further south, on Washington Avenue and West Lake Drive, a strategy for continued mixed use development is also proposed in the Land Use section. The Central Business District and Washington Avenue/West Lake Drive area provides the greatest opportunity area for the community to provide a unique destination shopping, recreational, and hotel inn district. The natural amenities, historical buildings, and timing for redevelopment is now at a point where significant changes could occur in this area. The City will need to be an active participant with property owners and development interests to make the projects work. Additionally, continued direct City investment into streets, trails, and the recreational access on Detroit Lake will provide incentive for additional private development funds.

The railroad historically presents challenges related to land use conflicts. A special rail yard district is shown north of Highway 10 which could function as a unique mix of uses. A program for North Washington was previously studied and can continue to be planned for this area.

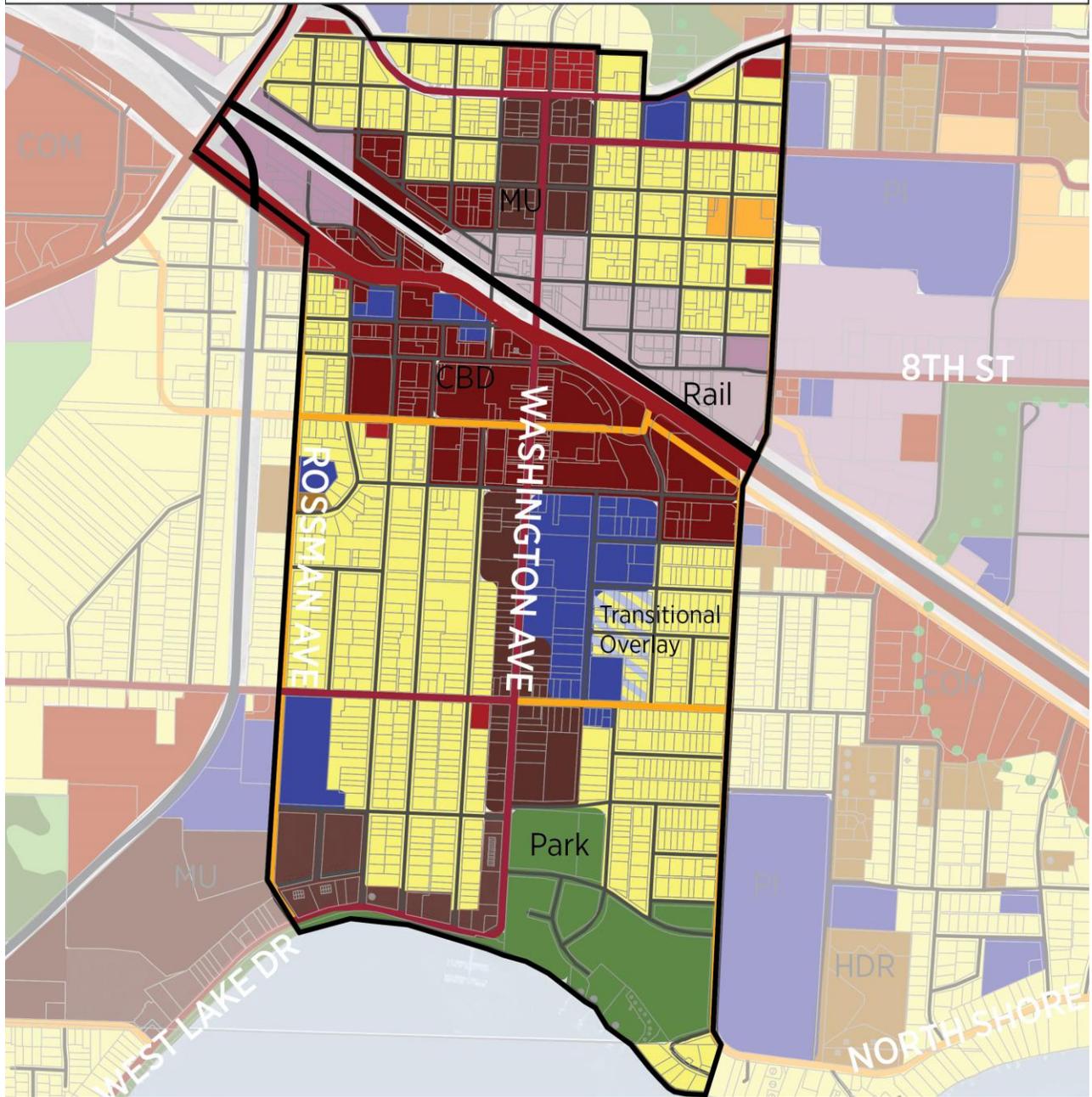
The residential land uses within this district provide a wide range of housing options in all price ranges. Areas to the west of the downtown and north of Highway 10 contain much of the affordable single-family housing in the community. The City is interested in promoting the preservation of these areas with continued involvement by the HRA. As discussed in the Land Use section, the City will promote additional multiple family housing options within and adjacent to the downtown. The Washington Avenue and West Lake Drive Corridors also hold opportunities for additional housing options, but as secondary to the commercial and service land uses. The City's major park facilities are contained in this area. A major commitment by the City to keep these areas viable with modern and attractive facilities is vital to encourage investment in the corridor.

Mobility

The primary access to the area is by Highways 10 and 34 and Washington Avenue, with local access by Holmes Street, Willow Street, and West Lake Drive. Many of the

transportation issues identified by the community through the Transportation Action Model process involves intersections and access issues in this district.

PLANNING DISTRICT 3



PLANNING DISTRICT 4

Revised, 2018

Description

Planning District 4 is an area heavily dominated by the existing industrial and school uses. Most of the residential areas are located in the northerly half of the district with property available for infill of low, medium, and high density uses.

Future Land Use

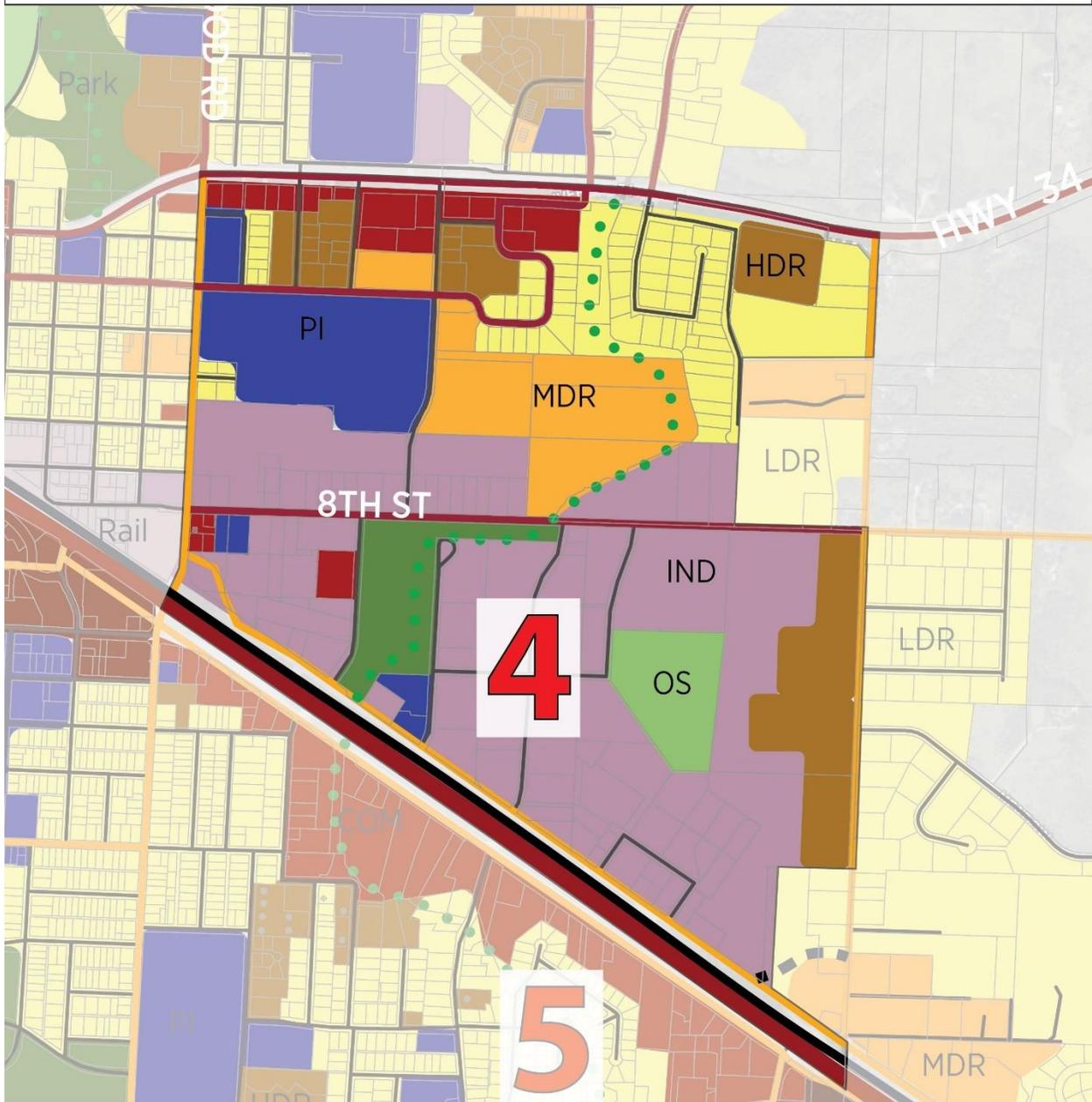
The existing mobile home area is expected to remain, but medium density housing is identified in the Land Use Plan to infill the area north of 8th Street. The demand for student and multiple family housing remains high in the community and it is anticipated that continued development of appropriate units would occur in this area.

Continued commercial development and redevelopment is expected to occur along Highway 34 as under-utilized residential and commercial lots are utilized for business use. The potential for commercial development remains high with the proximity of Northwest Technical College and the travelers on Highway 34. Industrial uses are expected to remain a priority use along and south of 8th Street. The district includes two park areas within planned industrial area. Continued investment and connections to these areas will be necessary as the surrounding neighborhoods increase in population.

Mobility

Primary access to the area is served by Highway 34 with local access on Roosevelt Avenue, 8th Street, and Highland Drive. Issues of access across Highway 10 impacts this district and a grade separation crossing of Highway 10 and the railroad tracks of Roosevelt Avenue has improved traffic flow in this area. Trail connections to existing park land and other planning district is a priority to allow neighborhood residents to safely reach these amenities.

PLANNING DISTRICT 4



Arterial Street	Wetland/Open Space (OS)	Commercial (COM)	Airport
Collector Street	Low Density Residential (LDR)	Central Business District (CBD)	Water
Local Street	Medium Density Residential (MDR)	Park (P)	2018 Parcels
Railroad	High Density Residential (HDR)	Civic, Public, & Institutional (PI)	
Proposed Street	Mixed-Use (MU)	Industrial (IND)	
Proposed Trail	Neighborhood Commercial (NC)	Raiside District	



PLANNING DISTRICT 5

Revised, 2018

Description

Planning District 5 is almost completely developed with predominantly low and high density residential uses, schools and churches, and the commercial area along Highway 10. The uses include mid to higher value single family areas, and high density uses, including a large residential care facility.

Future Land Use

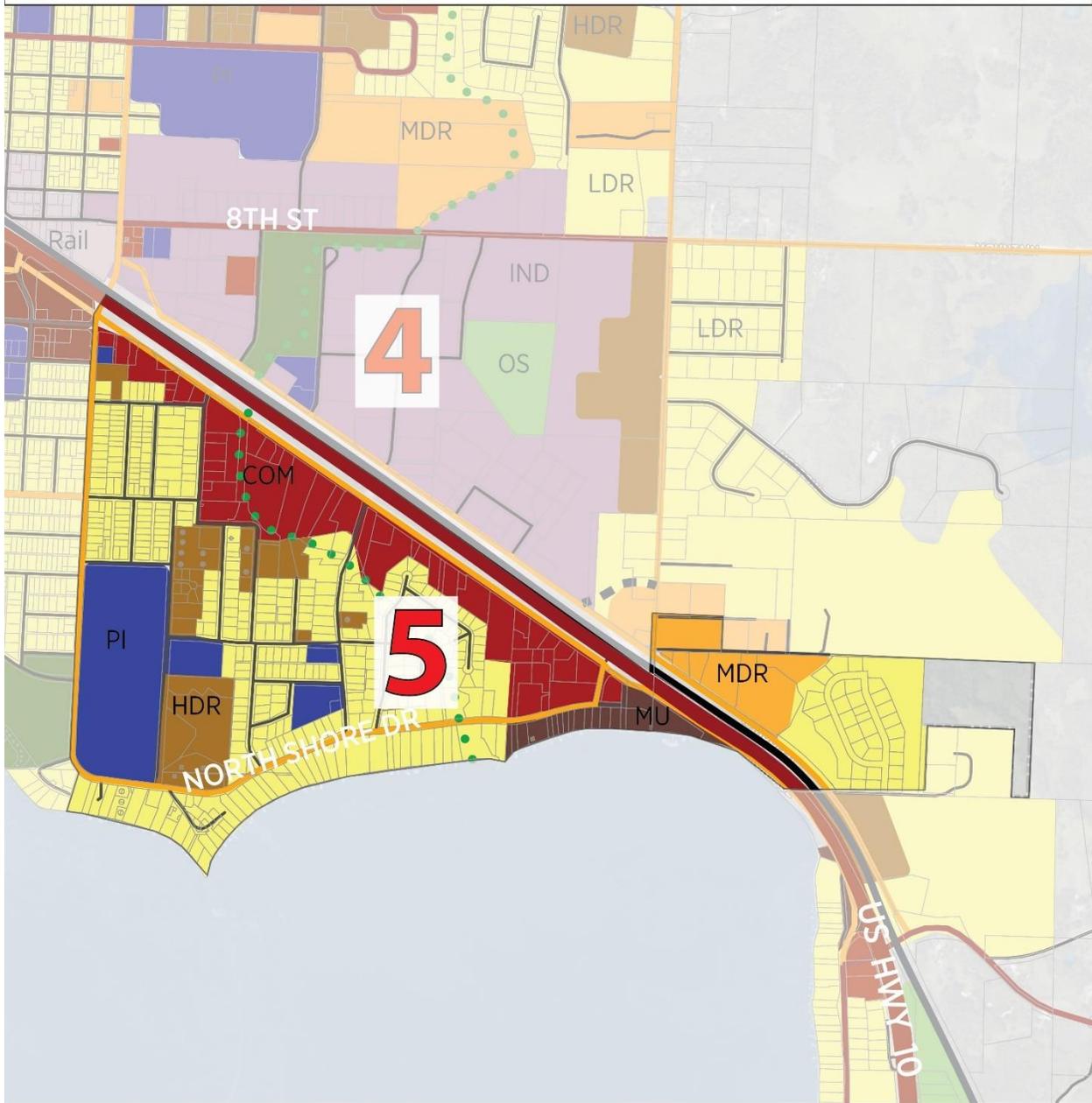
The residential neighborhood is stable, and few changes are expected. The high school is a significant and use that is also not expected to change in coming years. A neighborhood issue resulting from the high school is the traffic, especially on Roosevelt Avenue. The City will continue to work on this issue with the neighborhood and school district. If there is an opportunity to develop a natural park in this area along the Pelican River on City owned or railroad property it should be pursued by the City.

The commercial areas along Highway 10 comprise many of the City's service businesses including hotels and restaurants. Most of the commercial land is developed with the exception of a few parcels. As this area is an important entrance into the community and much of the tourism related service business is located here, a high level of design and appearance will be an important factor.

Mobility

The primary access to the area is Highway 10, with local access provided by Roosevelt Avenue, Corbett Road, Jackson Avenue, and North Shore Drive. The overall issues of site access to businesses as traffic levels increase will be reviewed by MnDOT and the City. A grade separation from the railroad and Highway 10 at Roosevelt will affect this district and make access to other parts of the community much easier. A trail should be planned to run along Pelican River to grant safe access to Detroit Lake from neighborhoods to the north.

PLANNING DISTRICT 5



PLANNING DISTRICT 6

Revised, 2018

Description

Planning District 6 includes the southwesterly portion of Detroit Lake and the surrounding residential and commercial areas. The district is predominantly low density residential with the potential for additional medium density development.

Future Land Use

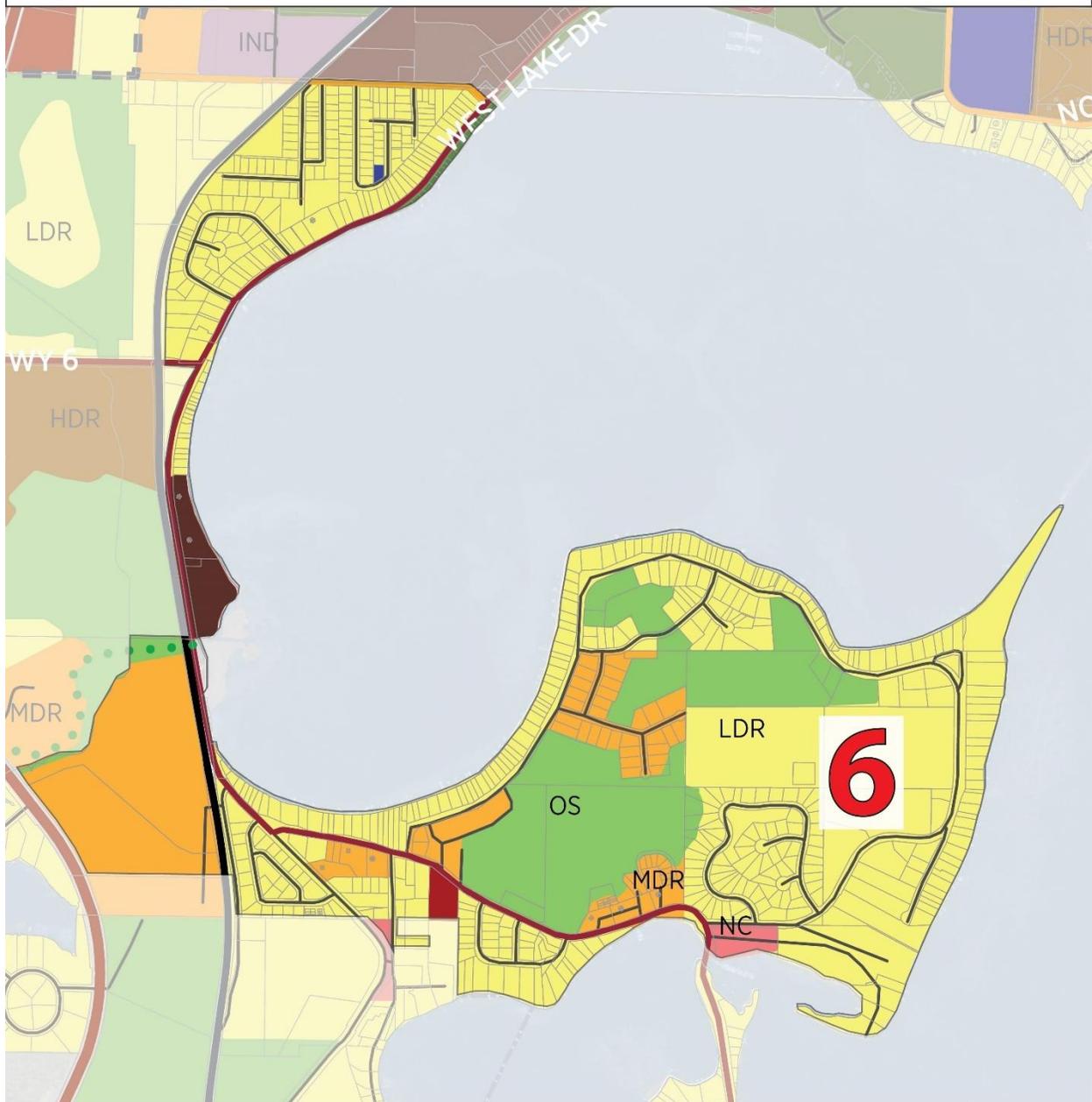
The existing mobile home park and surrounding area is expected to be replaced with medium density residential development. Area to the east is expected to develop with single family homes. Other infill areas, especially those around Curfman Lake will also develop into single family uses. All development will need to buffer around wetlands and environmentally sensitive areas. The City has placed a priority on the annexation of area around Curfman Lake and the extension of utilities to protect the water quality of Detroit Lake.

Three limited areas of commercial development exist within the district. They are expected to remain as is with no significant expansion.

Mobility

Access to the area is provided by local roadways consisting of West Lake Drive, Long Bridge Road, and South Shore Drive. As development occurs to the south, access to the south of the district will need to be developed. County Road 22 and Township Road Number 5 will likely provide the primary collector and local road access through the City and into these areas.

PLANNING DISTRICT 6



Arterial Street	Wetland/Open Space (OS)	Commercial (COM)	Airport
Collector Street	Low Density Residential (LDR)	Central Business District (CBD)	Water
Local Street	Medium Density Residential (MDR)	Park (P)	2018 Parcels
Railroad	High Density Residential (HDR)	Civic, Public, & Institutional (PI)	
Proposed Street	Mixed-Use (MU)	Industrial (IND)	
Proposed Trail	Neighborhood Commercial (NC)	Railside District	

PLANNING DISTRICT 7

Revised, 2018

Description

Planning District 7 consists of the east and south of Detroit Lake with single family and commercial uses. Most of the area is developed or has the potential for a variety of residential development types.

Future Land Use

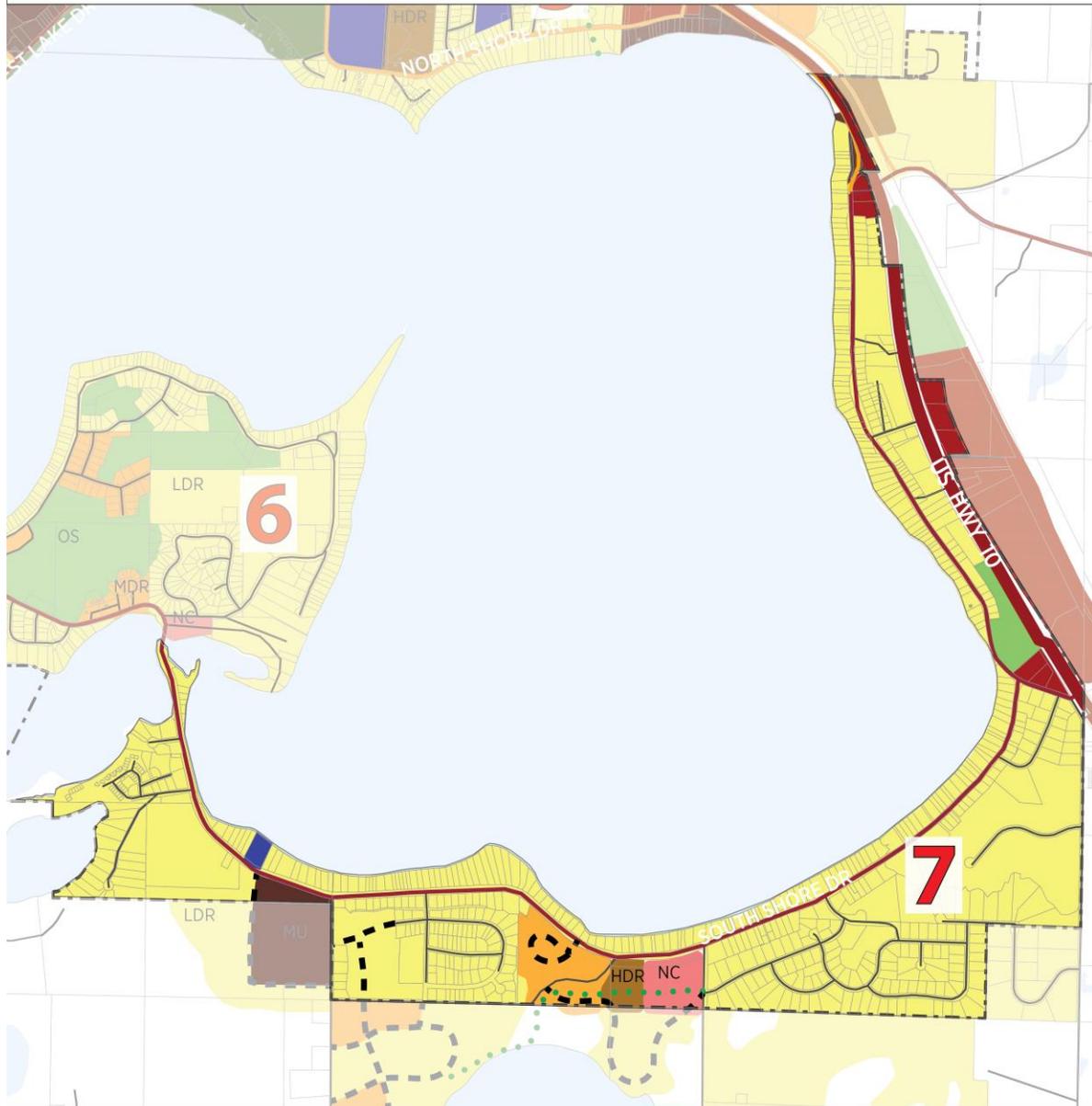
Some of the property to the east of East Shore Drive and south of South Shore Drive has not been platted for single family development but it is expected that once lots are created and utilities are established, that development would occur quickly. A mixture of low, medium, and high density residential development is proposed. Neighborhood commercial nodes along South Shore Drive can provide small scale commercial and service uses to the growing neighborhoods.

Some areas along Highway contain existing commercial uses, it is expected that these commercial uses will not change in land area, However, some neighborhood commercial uses may develop in scattered areas.

Mobility

The district is accessed by Highway 10 with local access by East Shore Drive and South Short Drive. Access to the south into future development areas would follow existing township roads, including township Roads 4,7, and 9. As development occurs within the existing City, rights-of-way and access for future development will need to be pursued as a part of the subdivision process. Potential street connections are shown in the plan.

PLANNING DISTRICT 7



PLANNING DISTRICT 8

Description

Planning District 8 encompasses the area south of existing residences along Floyd Lake to the boundary of Planning District 1, bounded on the west by U.S. Highway 59 and on the east by the Becker State Wildlife Management Area. The district includes a large amount of open space with some rural residential properties and light industrial/commercial uses near Highway 59. Single-family homes are spread along the Floyd Lake shoreline.

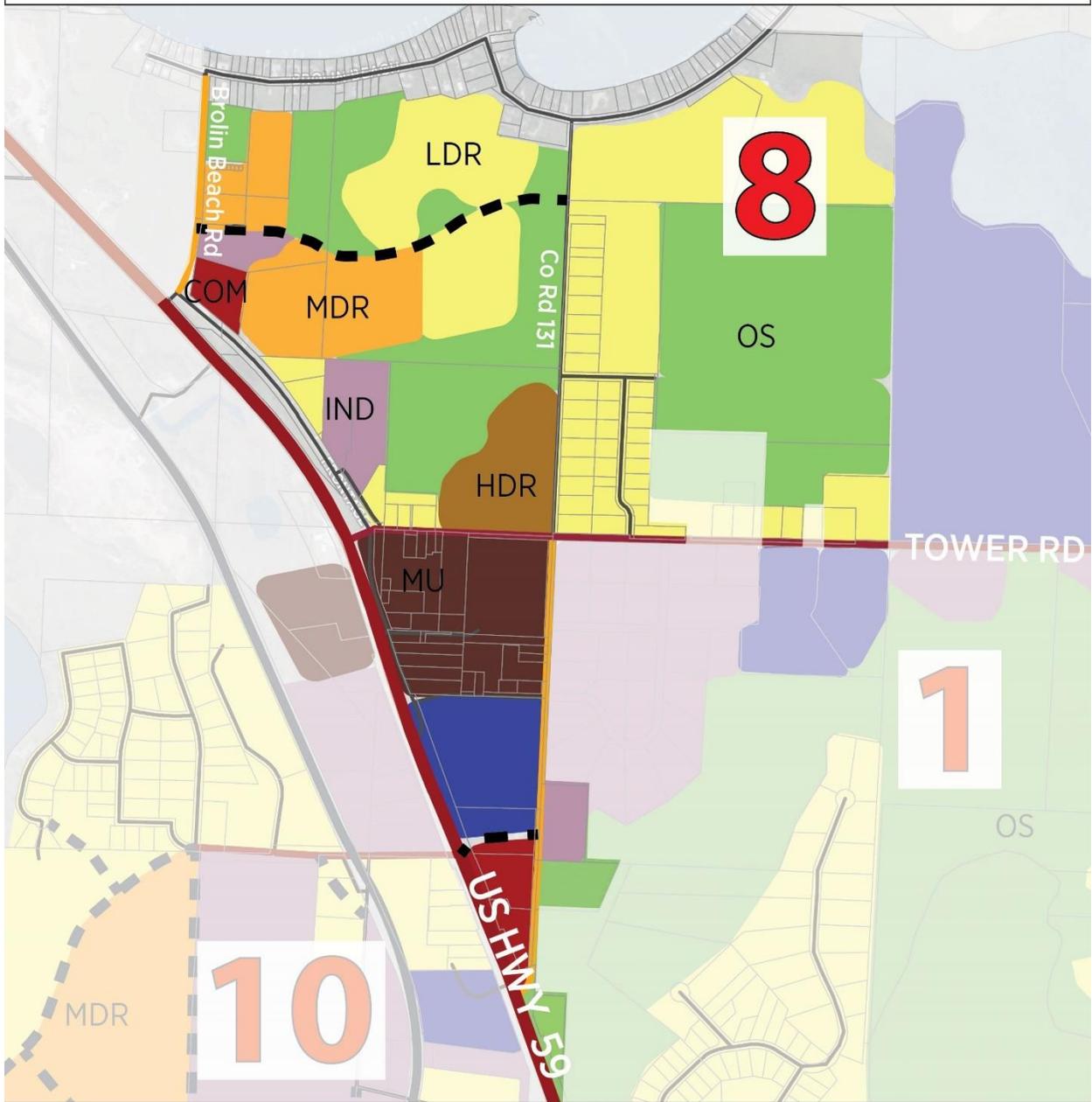
Future Land Use

Areas on the east are expected to remain as open space to maintain wetland and wildlife areas. Land west of 131 can develop with low density and medium density residential uses, with open space to protect wetlands and sensitive environmental features. The northwest corner of Tower Road and 131 is a priority area for high-density residential that complements new mixed-use land redevelopment south of Tower Road. The far south end of the District is reserved for park and open space, while uses along Highway 59 north of Tower Road are expected to remain as they are today.

Mobility

Existing street extensions should provide access to the area. An east/west connection on the north should be a priority to connect Brolin Beach Road with County Road 131 as development occurs. An extension of Brady Lake Road on the south can connect to Stony Road to provide direct access from the Brady Lake area to northern development areas. The connection would reduce the need for east/west travelers to take US Highway 59 to and from Brady Lake.

PLANNING DISTRICT 8



PLANNING DISTRICT 9

Description

Planning District 9 encompasses the area west of Long Lake and outside of the 2017 city limits boundary. Undeveloped land comprises the majority of the district. Areas along the shoreline are partially developed with single-family residential and a campground. Several commercial, light industrial, and resort uses exist along US Highway 10 on the northern edge of the district. Major access to the district is provided by Highway 10, Highway Sg, Long Lake Road and County Road O.

Future Land Use

The city developed a land use plan for the Long Lake area in 2006. Future land uses in the District are expected to grow under a similar pattern as the 2006 plan. Land along US Highway 10 can remain as commercial/industrial uses. However, a residential component can expand along N Long Lake Road.

Development along W Long Lake Road can include medium density residential nodes. Neighborhood scale commercial should be incorporated at a central location in the District to provide commercial/service amenities for newly developed neighborhoods. Similar to other districts, open space preserves wetlands and should offer a recreational feature near medium density residential nodes.

Gravel mining is expected to continue on the southwest corner of the District. There is a potential for additional gravel operations in the central area of the district. However, gravel operations would have a significant impact on expected future residential development and would need to be mitigated appropriately.

The remaining area in the District is expected to remain as low density residential uses. These areas should develop as neighborhoods that incorporate park space and street/trail loops.

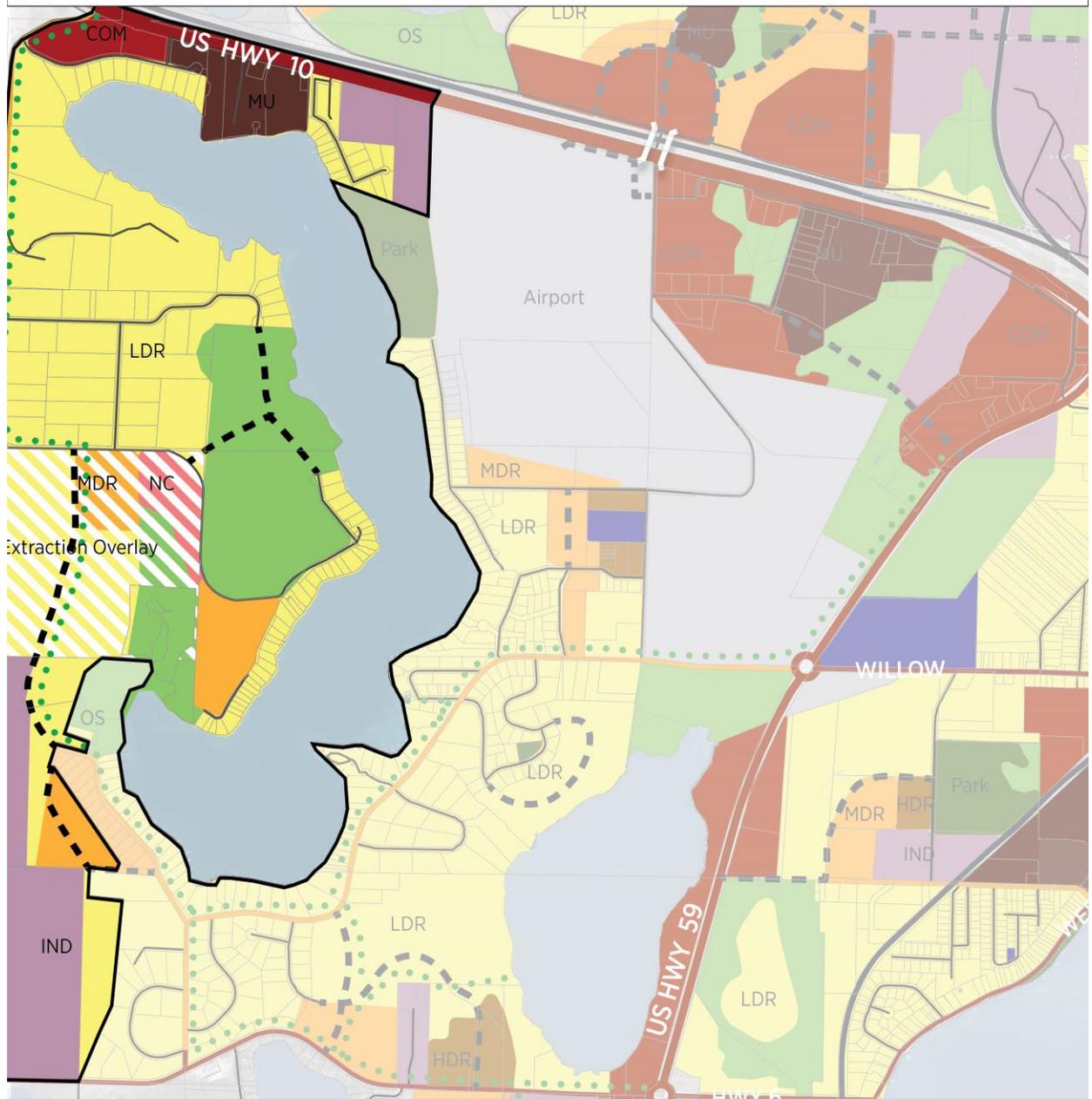
Mobility

The street network should focus on two main connections to W Long Lake Road. The first priority includes extending Long Lake Drive north to W Long Lake Road. This key connection creates development opportunities but more importantly grants efficient access to County Highway 6 and southern Detroit Lakes. A second priority connection is Cherry Hill Road to Lakewood Drive, and west to W Long Lake Road. This connection eliminates

two dead-end residential streets. The loop allows residential development to continue along the lakefront and increases the efficiency of the street and utility network.

Trail connections should continue through District 10. A trail loop would connect along Long Lake to the south into an expanded trail network in Planning Districts 2 and 11.

PLANNING DISTRICT 9



Arterial Street	Wetland/Open Space (OS)	Commercial (COM)	Airport
Collector Street	Low Density Residential (LDR)	Central Business District (CBD)	Water
Local Street	Medium Density Residential (MDR)	Park (P)	2018 Parcels
Railroad	High Density Residential (HDR)	Civic, Public, & Institutional (PI)	
Proposed Street	Mixed-Use (MU)	Industrial (IND)	
Proposed Trail	Neighborhood Commercial (NC)	Railside District	

PLANNING DISTRICT 10

Description

Planning District 10 includes areas west of US Highway 59 and north of US Highway 10 extending to Brandy Lake. Land on the north and along Highway 59 consists of a mix of developed uses ranging from large lot single-family development to heavy industrial. Open space comprises the land along and south of Brandy Lake. Open space areas include some wetlands and areas within the airport conical zone, which restricts major development. The area is outside of the 2017 city limit boundary.

Future Land Use

Future land development in the District envisions a mix of uses that would complement improvements to the crossing at US Highway 10, detailed below. The land surrounding the railroad and near US Highway 59 is expected to remain as more light and heavy industrial uses with low-density residential on the north. Mixed-Use development can be located on the northeast end of the district to create a mixed-use node along the Tower Road/US Highway 59 intersection.

District 9 contains a large amount of undeveloped open space south of Brandy Lake. The plan expects this area to develop with commercial uses adjacent to US Highway 10. Medium and high-density residential should buffer new commercial development from lower density residential uses that can continue to develop along Brandy Lake. Wetlands should remain as open space. A public park space will be a need in the area as residential development occurs. The park should be in a central location within walking distance for the most residents as possible.

The airport clear zone extends across US Highway 10 into Planning District 10. Land west and southwest of Brandy Lake will need to reserve a significant portion of land to abide by landing/take-off zone regulations. However, other areas west of Brandy Lake can develop, envisioned for low and medium density residential uses.

Mobility

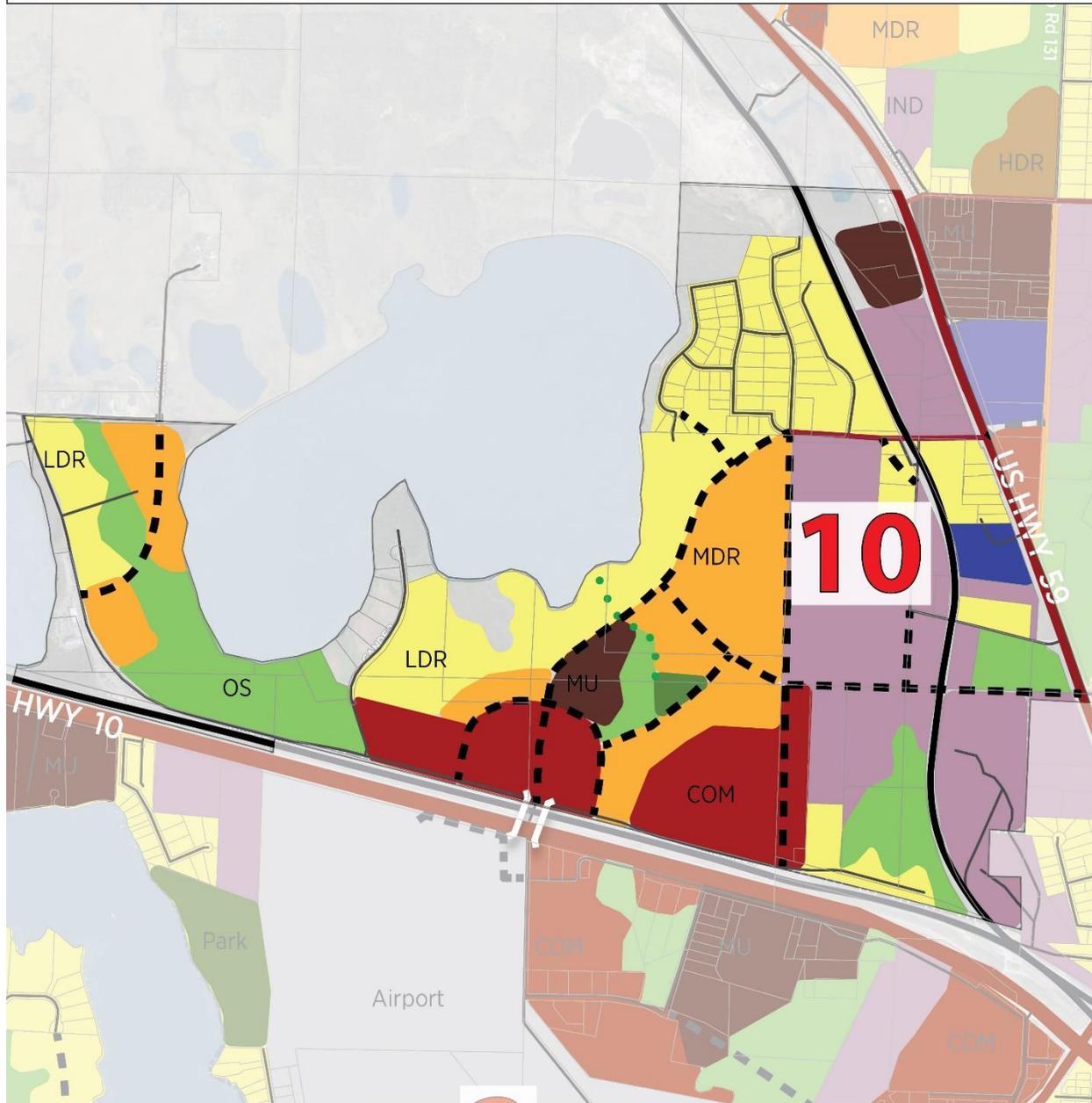
Significant connectivity improvements are needed in the District as development occurs. A priority east/west connection is the extension of Willow Springs Road to the west. The extension provides a critical secondary link for crossing the railroad into new development areas.

Brandy Lake Road currently provides an east/west connection on the north. A short north/south connection just west of the railroad should be made to reduce the number of

railroad crossings for motorists traveling eastbound on Brandy Lake Road who want to turn south on Old Pit Road. Additionally, an extension of Brandy Lake Road to the southwest can connect to a new local street network, and more importantly, a major connection and crossing at US Highway 10.

The internal local street connections can deviate from what the concept shows but should create links to the local street system. Cul-de-sacs should be avoided unless to protect environmental features. Trails are also planned in the District to serve pedestrians and bicyclists and connect new park space to Brady Lake. Opportunities to connect trails to other planning districts is a priority.

PLANNING DISTRICT 10



PLANNING DISTRICT 11

Description

Planning District 11 encompasses the area south of the 2017 city limits boundary, extending south to Muskrat and Munson Lakes and east to West Lake Drive. The focal point of the district is the intersection of MN Highway 59 and County Highway 6. Land uses in the district range from rural residential homesteads, churches, and service-based businesses.

Future Land Use

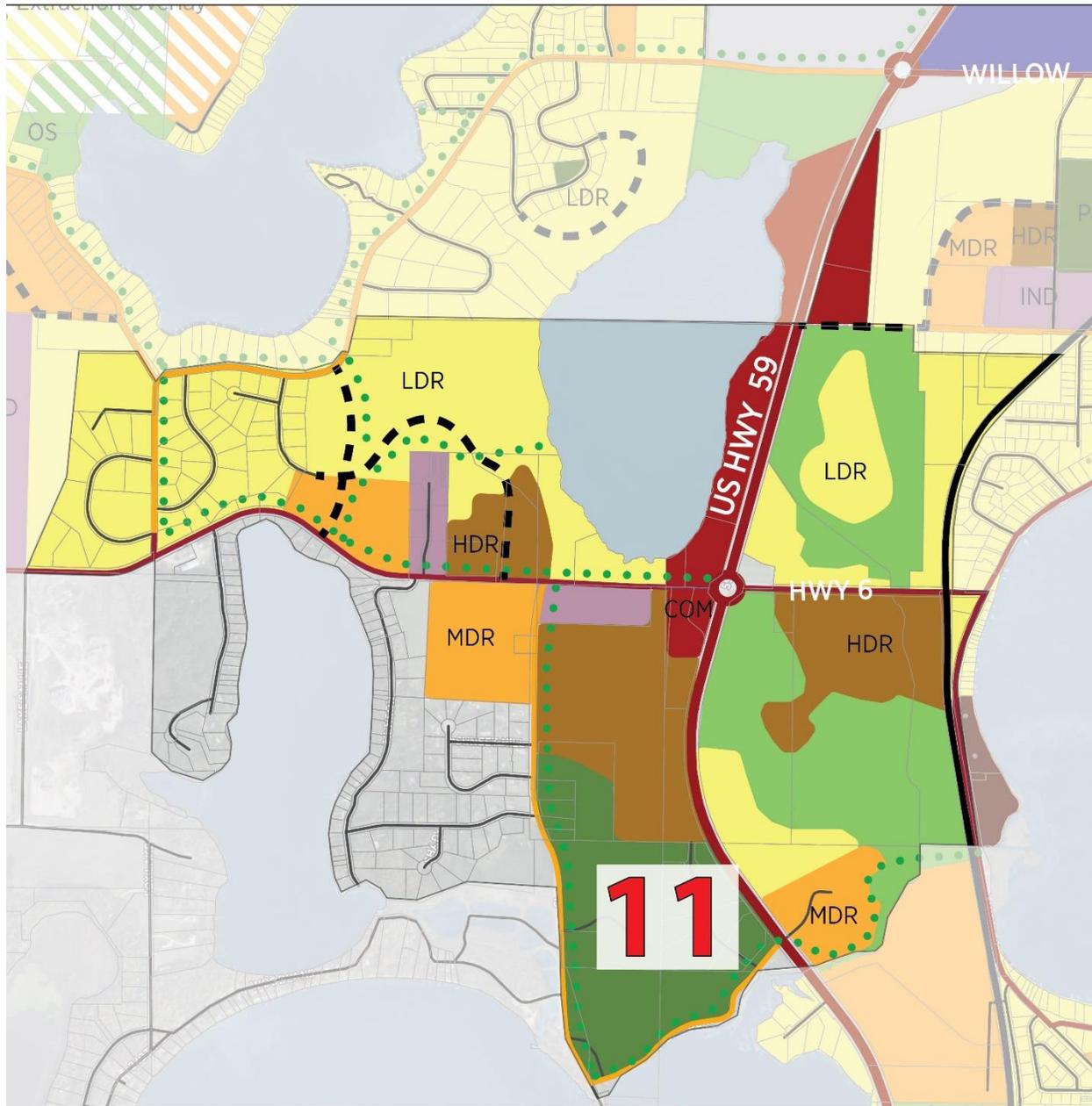
District 11 is expected to experience significant growth as land along Highway 59 develops for commercial uses. The intersection of Highway 59/6 should be a commercial node before transitioning into residential uses east, west, and south. Improvements to the intersection of Hwy 59/County Hwy 6 would accommodate high density residential development along Highway 6. Areas along Highway 6 should include more intense uses such as existing industrial, high/medium density residential, and neighborhood commercial uses.

Areas east of MN Highway 59 include a large amount of wetlands and should be preserved as open space. Areas not used for open space are expected to develop for residential use at a variety of densities.

Mobility

Major access to the district is provided by Highway 59 and Highway 6. Secondary access to residential areas are provided by County Highway 19 and Long Lake Road. New street connections that loop from Highway 6 are a priority to avoid dead-end streets. An extensive trail network is a priority in District 11 to connect recreation areas, parks, new residential development, and several lakes, and other parts of Detroit Lakes.

PLANNING DISTRICT 11



Arterial Street	Wetland/Open Space (OS)	Commercial (COM)	Airport
Collector Street	Low Density Residential (LDR)	Central Business District (CBD)	Water
Local Street	Medium Density Residential (MDR)	Park (P)	2018 Parcels
Railroad	High Density Residential (HDR)	Civic, Public, & Institutional (PI)	
Proposed Street	Mixed-Use (MU)	Industrial (IND)	
Proposed Trail	Neighborhood Commercial (NC)	Railyard District	
			North
			500 Ft 1,000 Ft 2,000 Ft

PLANNING DISTRICT 12

Revised, 2018

Planning District 12 encompasses the City's two-mile extraterritorial area. These areas are important to accommodate the future growth and development of the community.

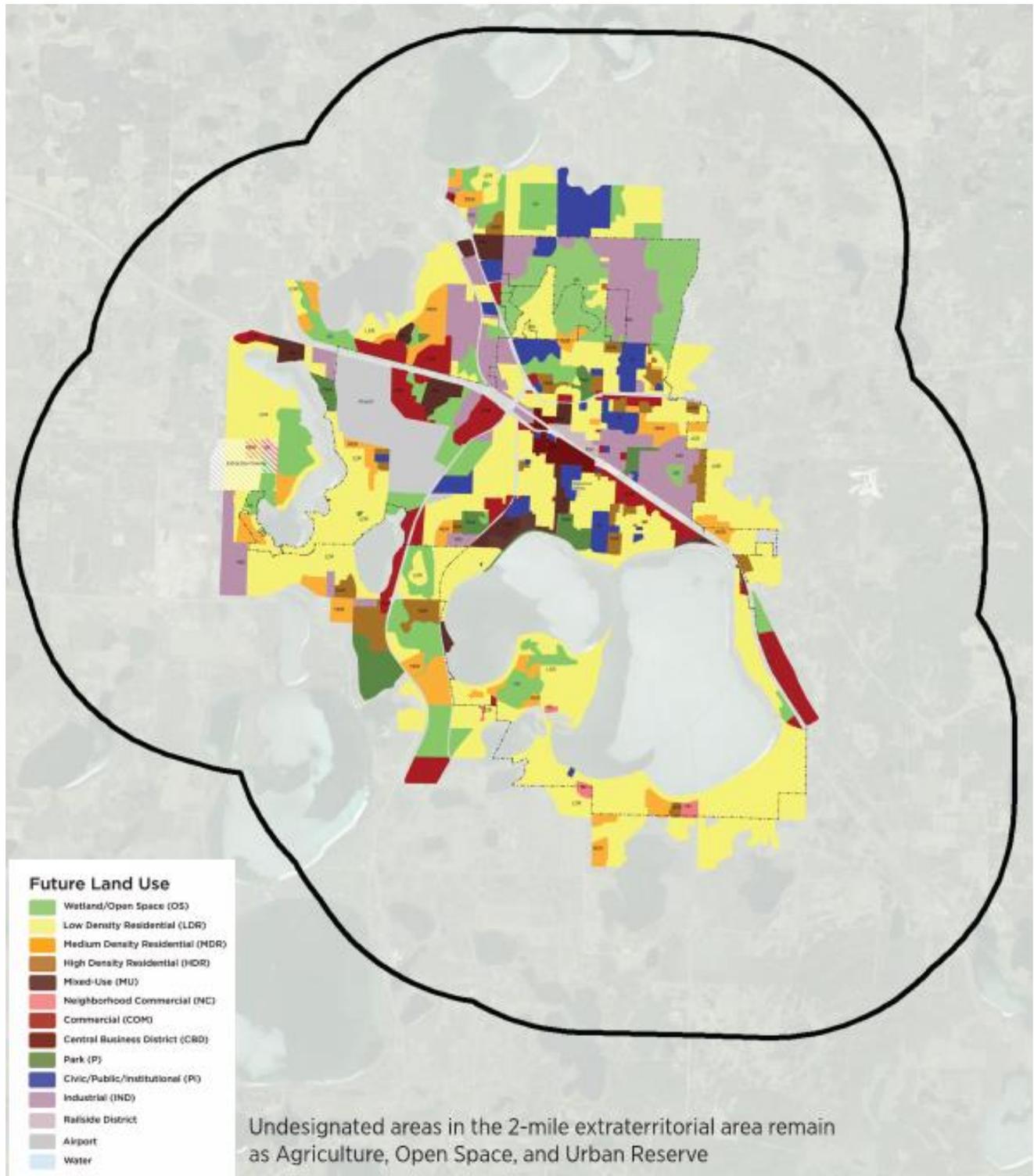
The city has placed a high priority in completing the annexation around Curfman Lake to extend utilities and to protect the water quality of the lake. Development interests have focused on the area south and west of the lake for continuing residential development. As the land supply for development is diminished in this area, the pressure for additional annexation will continue. Annexation for utility extensions on the east side will likely be necessary for existing dwellings on individual sewer systems. Infill development of residential uses would likely follow annexation and utility extension on both sides of Highway 34.

On the north side, a large industrial area is identified between Highway 59 and Roosevelt Avenue, north of the current City boundaries. This area encompasses Mud Lake and the City is a landowner in the northwest of this section. The northern portion of this area will be developed as an industrial park.

Commercial uses are expected to continue along the Highway 10 corridor. The city will need to work with MnDOT on the development of property access controls to include frontage road systems. Industrial development is expected to the north, as a continuation of existing industrial areas that have already been established.

The Transportation Plan identified those roadways, primarily Township and County roads that will provide the collector access to the developing areas. The City will need to work closely with all of the affected jurisdictions in providing the necessary roadway system within the annexed areas.

2 Mile Extraterritorial Jurisdiction



IMPLEMENTATION INTRODUCTION

A final, continuing and ongoing phase of the current comprehensive planning process is the programming of implementation measures intended to bring about improvements to the City as defined by the Development Framework of the Comprehensive Plan. These measures involve “soft” projects or studies as well as capital “hard” projects and equipment. The organization of these efforts is presented in the Implementation Plan.

Implementation consists of both planning and budgeting. Programs and projects are initially identified and defined. This is followed by prioritizing the various efforts and then in the year the project will be implemented, determining work responsibility, costs and possible funding sources of projects.

The first section of the Implementation Plan lists all possible improvement projects identified during Detroit Lakes’ comprehensive planning program. The second section of the plan provides individual descriptions of improvement projects which require finalization or future prioritization and implementation.

It is again emphasized that the Implementation Plan is an ongoing, annual effort which Detroit Lakes should incorporate as part of its management and budgeting process. This Implementation Plan, once established, should be reviewed and updated by the City each year at the beginning of its yearly financial planning. Through such constant attention, the City will be able to progressively address and resolve problems and bring about desired community improvements to the extent that fiscal resources are available.

SUMMARY OF PROJECTS

Land Use

Land Use Plan Implementation/Annexation
Curfman Lake Annexation
Central Business District
Highway Commercial Redevelopment Areas
Washington Avenue/West Lake Drive
Industrial

Transportation

Intersection Improvements at Highway 10
Grade Separations at Highway 10
Access Management at Highway 10
Roadway Extension
Roadway Improvements/Maintenance
Pedestrian/Bicycle Facilities
Public Transit
Airport Improvements

Community Facilities

Public Utilities/Annexation
Storm Sewer
Community Center
Parks and Trails
Convention Center

Administration

Environmental Protection
Demographic Issues/Planning
Housing Maintenance/Rehabilitation
CBD Planning/Organization
Design Guidelines
Community Identity/Public Relations
Zoning and Subdivision Regulations Updates
Safety Issues
Capital Improvement Planning
Economic Development



PROJECT DESCRIPTIONS

As previously discussed, the Implementation Plan is an ongoing annual effort which the City should utilize as part of its management and budgeting process. In this regard, the following project descriptions serve as a reference for continual review, consideration and prioritization of projects to be implemented in the future. New projects should be added to the plan, just as projects which are completed should be removed. If this procedure is adhered to consistently, achievement of the community improvements and expenses should occur continually as monetary resources are available.

LAND USE PROJECTS

Land Use Plan Implementation/Annexation

The Land Use Plan, which includes the annexation areas, introduces a prioritization of areas for inclusion into the City and new land use classifications. The City will need to pursue an ongoing dialog with Township officials and landowners of the surrounding jurisdictions on this issue. The use of Orderly Annexation Agreements and establishment of Joint Planning Boards may be an effective way to cause the transition of the rural areas to an urban environment.

Curfman Lake Annexation

The City has determined that the annexation of land around Curfman Lake is a priority so that the City can extend utilities and improve water quality of the lake. This general area is in high demand for single family development and would be a logical extension of the City borders. The City should talk with the property owners and representatives of Lake View Township regarding annexation in the future.

Central Business District

Land use issues related to the Central Business District include the potential for redevelopment of the area north of Highway 10 on Washington Avenue. The area surrounding the Holmes School is also an area for potential redevelopment, especially if the former school building is utilized for a community center. The City should identify specific redevelopment areas, provide the appropriate zoning and ensure the appropriate development conditions by providing public incentives blended with private investment. The City should promote the development and redevelopment of mid and higher density residential housing units in the downtown either as freestanding or within upper structures of commercial buildings. Finally, the City should work with Becker County and St. Mary's

Hospital to provide continuing expansion opportunities for these major institutions within the downtown area.

Highway Commercial

Highway commercial development and redevelopment will continue along Highways 10 and 34. Underutilized properties will become increasingly attractive for redevelopment as the demand for prime frontage on these corridors continues. The potential also exists for additional commercial development along Highway 10, to the east of the current City boundaries. The City will need to work with the development community in facilitating the creation of additional commercial lots, whether by annexation or redevelopment of underutilized parcels.

Washington Avenue/West Lake Drive

The area on either side of Washington Avenue, south to the lake and west along West Lake Drive is a significant area for redevelopment in coming years. With proper planning and zoning, coordination of City landowners, and City economic development efforts blended with private investment, a destination area could be created along this corridor. The City would need to take the lead in developing a specific area plan with design elements, making zoning changes and providing economic development tools. Active involvement of the property owners and neighborhood residents is important in this process.

Industrial

The City has been proactive in providing industrial and business warehouse areas within the community. There has also been an active program for the promotion of developable land and development assistance in Detroit Lakes. The City will need to continue its efforts of promotion and assistance, especially for startup industrial uses and encouraging the expansion of existing businesses. Continued investment in the existing industrial areas through expansion, upgrades and infrastructure will insure a strong economic and job base for the community and region.

TRANSPORTATION PROJECTS

Intersection Improvements at Highway 10

As a result of the yearlong Transportation Action Model process conducted with the assistance of MnDOT, committee recommendations have been made related to access issues at the intersections of Holmes, Frazee, McKinley and Highway 10. The City will continue to work with affected property owners and businesses as well as MnDOT on intersection improvements in this area.

Grade Separations at Highway 10

The Transportation Action Model process addressed the issue of a lack of separated grade crossings within or east of the downtown. The committee looked at a number of different alternatives but did not recommend a specific location for a crossing. The issue is regarded as important, but not as an immediate transportation need at this time. The City will continue to monitor the transportation issues, and work with MnDOT and the Burlington Northern Santa Fe Railroad on possible locations and future funding for a separated intersection.

Access Management at Highway 10

Issues related to Highway 10, discussed as part of the Transportation Action Model, also involved the overall access management for the corridor. A number of alternatives were discussed by the committee and it was determined that a combination of the suggested roadway improvements could be implemented over time. The committee suggested that additional study would need to be made of each Highway 10 access point before actual roadway changes were made. The City regards this as an ongoing project with involvement of affected property owners and businesses with the cooperation of MnDOT.

Roadway Extension

The Transportation Plan identifies existing and proposed roadways that will serve as the basis for a collector network in the areas for potential annexation and growth. Most of these roadways are in place and under the jurisdiction of the Becker County or townships. The City will need to coordinate the roadway issues and upgrades with the appropriate jurisdictions as the City expands into urbanizing areas.

Roadway Improvements/Maintenance

An ongoing effort of active and preventative maintenance of the City's street system is necessary. The City must regularly update a Capital Improvement Plan that addresses new transportation systems, maintenance, and funding sources.

Pedestrian/Bicycle Facilities

A generalized trail plan has been developed as part of the Comprehensive Plan to provide for interconnections between neighborhoods, parks, schools, and commercial areas. The plan addresses the need for a more comprehensive trail plan, possibly in combination with a park plan to provide details on trail development. A plan would include trail specifications and an implementation plan for programming development of the system.

Public Transit

As indicated in the Comprehensive Plan, the City does not provide a public transportation system for the community. The City will need to measure the demand for public transit needs and cooperate with MnDOT, St. Mary's Hospital, the nursing homes and other social service providers in examining means of providing transportation services, especially for the elderly or other special needs populations.

Airport Improvements

Runway extension and widening is a goal for the airport, along with development of a parallel runway.

COMMUNITY FACILITIES

Public Utilities/Annexation

The City will continue its policy of not allowing the extension of services unless an area is annexed, or an orderly annexation agreement is finalized and put into effect. As the provision of utility service to developed lake areas continues as an issue, the City will not waiver from its policy. The City will need to authorize engineering studies to assure service capabilities and adequate connections but would not do so unless an annexation request was moving forward.

Storm Sewer

The City will continue to work on storm water management issues and will implement a storm water plan. As development occurs, the City will need to cooperate with the Pelican River Watershed District on planning for adequate storm water systems that will preserve the quality of the area lakes, river and wetlands.

Community Center

The community has narrowed the focus on a location for the community center to the Holmes School site. The location's proximity to the downtown would be positive for the existing commercial area as well as a tool for facilitating renovation and revitalization in the surrounding area. The City will need to take the lead in determining what uses will be incorporated into the center and the methods of financing.

Parks and Trails

The Comprehensive Plan establishes a park classification system to program the level of development for each of the community's parks. The classification system should be utilized as a basis for developing a comprehensive park system plan. The plan would need to address current needs, identify potential areas for new parks, and consider funding sources. The City should review its park dedication requirements as part of the subdivision process to assist in land acquisition and park development.

Convention Center

The City will work with public and private agencies to encourage the development of a convention center in Detroit Lakes.

ADMINISTRATION PROJECTS

Environmental Protection

The City will need to assure that its environmental regulations are kept current and enforced to protect the natural qualities of the area. The impervious surface requirements of the S, Shoreland District of the Zoning Ordinance should provide adequate flexibility in providing for development and redevelopment in the community. The ordinance issue should be addressed with consideration of overall water quality and other environmental issues. The City may wish to consider implementation of tree preservation and replacement standards to protect the natural resources and provide for revegetation of

developed areas.

Demographic Issues/Planning

The population trends identified within the Comprehensive Plan indicate a shift in demographics for the community with a significantly higher number of retired and older persons and fewer school age persons. Shifts in the population will impact the City and School Districts of Becker County during the next 20 years. The City will need to work with area jurisdictions and service providers on implementing programs and facilities to address the demographic changes.

Housing Maintenance/Rehabilitation

There is continuing support in the community for housing rehabilitation programs through the City's HRA. The City should continue to promote these programs and offer new programs as funds are available.

CBD Planning and Organization

The City should work together with private business on streetscape improvements and in developing programs for rehabilitation of the business districts' buildings.

Community Identity/Public Relations

Detroit Lakes has an ongoing policy of providing effective public education regarding City activities. The City will continue to work on ways to promote the community, its residential neighborhoods and its business and industrial sites through the use of brochures, videos, personal contacts, and the Internet. To continue and improve the lines of communication between City government and its citizens, Detroit Lakes should continue to use announcements, newspapers, and other forms of public media such as the Internet.

Zoning/Subdivision Regulations Updates

As a follow-up to Comprehensive Plan approval, the City should review its zoning and subdivision regulations and make updates as needed. The Comprehensive Plan text suggests specific administrative, performance standards, and zoning district changes to the Zoning Ordinance.

Most critical to the City would be the updates to and addition of zoning districts. The plan suggests adding single family zoning districts for new developed areas and changes to the R-LB District to accommodate development along Washington Avenue/West Lake Drive.

Safety Issues

A street numbering system for public safety personnel was also raised as an issue. The City could consider establishment of a secondary system that would be introduced over time on street signs

Capital Improvement Planning

The City of Detroit Lakes lacks an effective system of capital improvements planning that is scheduled or updated on a regular basis. The capital improvement program can be used as a planning tool that will be especially important as the City continues to grow and expand its utility network.

Economic Development

The City's Community Development Department oversees the administrative functions related to promotion and City assistance efforts in attraction and expansion of business and industry for the community. With the commercial and industrial opportunities in Detroit Lakes, the City will need to continue an aggressive approach for business growth. The economic development efforts of the City are seen as an ongoing and continuing effort.