

The top half of the cover features a background of green geometric shapes. A large, light green triangle on the left contains the text 'OUR BLUEPRINT FOR THE FUTURE'. To its right, a darker green shape contains a stylized illustration of two loons swimming in water.

OUR BLUEPRINT FOR THE FUTURE

# CROSSLAKE

COMPREHENSIVE PLAN UPDATE 2035

The bottom half of the cover is a photograph of a large, calm lake under a bright blue sky with scattered white clouds. A wooden dock extends from the bottom center into the water, where a group of people are sitting. The far shore is lined with a dense forest of green trees.

ADOPTED  
MAY 2018

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## Acknowledgements

The City of Crosslake acknowledges the dedication and volunteerism of its residents in updating the 2017 Comprehensive Plan Update. This Plan is an example of dedication toward the future success of the City of Crosslake. This Plan was directly developed by the following steering committee members, appointed and elected officials, and city staff:

### Steering Committee Members

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Char Nelson, City Clerk  
Jon Kolstad, Crow Wing County  
Leah Heggerston  
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Aaron Herzog, Planning Commission  
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Mark Linder  
Matt Kuker

*We thank the residents who volunteered to complete the survey, attend the listening session, and provide input in the prior planning efforts that the City of Crosslake has undertaken. A heartfelt thank you is expressed by City Administration.*



**RESOLUTION NO. 18-18  
CITY OF CROSSLAKE  
COUNTY OF CROW WING  
STATE OF MINNESOTA**

**RESOLUTION ADOPTING THE UPDATE FOR THE COMPREHENSIVE PLAN**

**WHEREAS**, the City Council has designated as one of the duties of the Planning Commission to write and revise its Comprehensive Plan when it finds need to do so; and

**WHEREAS**, the current Comprehensive Plan for the City of Crosslake was adopted by the City Council in 2008; and

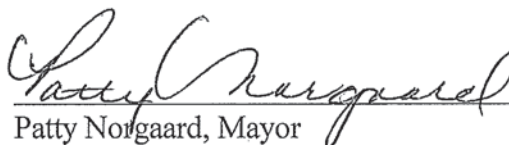
**WHEREAS**, the Planning Commission determined the 2008 Comprehensive Plan was outdated and it would be in the interest of the City and its residents to update the document; and

**WHEREAS**, the Planning Commission, with the assistance from Staff, Steering Committee, National Joint Powers Alliance, and Region Five Development Commission began the process of updating the Comprehensive Plan in April 2017; and


**WHEREAS**, after reviewing the proposed document and taking public testimony, the Planning Commission recommended approval of the adoption of the Comprehensive Plan.

**NOW THEREFORE, BE IT RESOLVED**, that the Crosslake City Council has reviewed the proposed 2018 Comprehensive Plan on May 14, 2018 and does hereby approve its adoption.

Adopted by the City Council of the City of Crosslake, Minnesota, this 14<sup>th</sup> day of May, 2018.

  
Patty Norgaard, Mayor

ATTEST:

  
Charlene Nelson, City Clerk



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**SURVEY QUESTION:** How would you describe the *community character* of Crosslake? >>>

“This city has a good reputation as a great place to live and to visit.

“Welcoming sense of community, diverse, relaxed yet busy, naturally beautiful.

“Recreational, family-oriented, tourism destination.

“Spread out (3+ miles) of businesses and homes set in a beautiful “up-north” setting of lakes, trees, rivers, and streams.

“Very unique given the fact of all the seasonal property owners and its small, year-round population.

“Crosslake is known as a vacation area primarily in the summer. A large part of the population is retirement age. About half of that age group leaves for part or all of the winter months. Crosslake is surrounded by natural beauty of water, woods, and wildlife.

“Welcoming, intimate, warm, inviting, natural, historically significant, open to growth.

“Wonderful! Great place to put down roots and settle into such a great small community.

“The community of Crosslake has a likable character because of its residents.

“Crosslake is a combination of summer and year-round residents. The centerpiece of the community is the Corp of Engineers' Campground.

“A recreational area with significant natural beauty and with city services and shopping experiences to support the population - both residents and visitors.

“Quiet, reserved, safe.

“Friendly with a small-town atmosphere.

“Crosslake has a large number of community members that are determined to enhance the rich culture, environment, and businesses in the area.

“Crosslake is as unique to Minnesota as Aspen is to Colorado - without the mountains in Aspen and without the lakes in Crosslake, what would there be?

“Small town, seasonal vacation lakes area, retirement community.

“Very friendly, engaged, and willing to work together to make their community better for all.



# Introduction

01

The City of Crosslake has crafted a rich identity in north central Minnesota as a vital community, rich in natural resources, scenic beauty, and history. From its settlement more than 115 years ago and strong ties to the land, Crosslake has grown into a mature city nestled in the forest, amongst the Whitefish Chain of Lakes.

Today, Crosslake is a destination for cabin dwellers, 2,384 (2016 ACS estimate) year-round residents, visitors, and a sought location for anglers, snowmobilers, and outdoor enthusiasts.

The 2008 Plan Update set out to provide a “Blueprint for the Future.” This Plan Update is no different, building off the rich history, efforts, and successes of the last decade. Crosslake is planning a strong foundation. As the city is provided the blueprints, a team of elected and appointed officials, city staff, and residents, will lead in the construction of such a project.

## What are Crosslake’s three greatest assets?



Friendly people, recreational resources, and Crosslake’s history.



The lakes, US Army Corps Campground, the businesses.



Whitefish Chain, woods and nature, well maintained roads.

Survey responses from the community survey (Aug 2016).

It is important to note that this is not Crosslake’s first Comprehensive Plan. Crosslake has an extensive history of long-range planning efforts and notable, timely updates since the year 2000. The city’s current Plan was adopted in 2008, and the majority of the efforts in this Plan were built on the foundation of the city’s previous comprehensive planning efforts. This Plan will replace the 2008 Comprehensive Plan.

## Purpose of a Comprehensive Plan

This Plan is meant to provide policy framework that the city will use to help guide future decision-making efforts. This Plan honors and emphasizes past planning efforts and paints a future vision formed from community input. The goals, policies, and implementation strategies will help **provide direction** as to how to solve current issues, future trends, and the desires and aspirations of the community.

**This Plan should be used as a guide to shape the City of Crosslake.** This Plan provides an inventory of existing conditions, documents specific opportunities and constraints, and identifies a series of specific goals and policies aimed at addressing these issues while fulfilling the community’s vision for the future.



Comprehensive Plans are generally intended to provide direction for ten- to twenty-year time horizons; however, Plans are most effective when updated every five years. **This Plan will provide guidance and policy direction for a fifteen-year time horizon.** Crosslake has developed a mission for continuous improvement and reflection and should continue this trait into the years to come.

The Plan will address the following topics:

- Land Use
- Housing
- Economic Vitality
- Transportation
- Infrastructure
  - Emergency Services
- Environment
- Recreation
- Community Facilities
  - Education
  - Medical (Healthy Communities)

This Plan should be viewed as a *living document*. City officials should review the Plan's priorities every year during the annual budgeting process in mid-summer and check in often with residents, both seasonal and year-round, business owners, and other stakeholders to ensure the document remains current. Amendments should be made as necessary, especially as community circumstances arise and change.

Once the Comprehensive Plan is adopted by the City Council, the *build* portion of the blueprint comes to fruition. This Plan should be used in day-to-day activities with city staff and elected and appointed officials. The Plan should specifically and explicitly be referenced in land use decisions.

## Authority to Plan

The State of Minnesota gives its communities the legal authority to adopt a plan according to the Municipal Planning Act (Minnesota State Statute Sections 462.351 to 462.364). The Municipal Planning Act creates a single, uniform procedure that applies to all cities. The Comprehensive Plan provides the legal framework to enact land use control and other municipal actions to implement long-term growth and development regulation strategies. The city's land use (zoning) ordinances and official zoning map should be updated to conform to the Comprehensive Plan pursuant to adoption.

## Public Engagement

At the time of this plan's development, the city was working closely with the Minnesota Design Team (MDT). As these efforts run on parallel tracks, community input gathered by the MDT was incorporated throughout this Plan and used as the main source of content for the public engagement portion of this effort.

A steering committee comprised of ten members was appointed by the City of Crosslake. These volunteers helped lead the planning efforts from the spring of 2017 to winter of 2017. This diverse team was instrumental in the creation of the project's overall process and outreach efforts. The effective public engagement process was due in part to the significant local support and ongoing efforts of multiple projects at the time of the Plan's update.

Various community surveys were completed during 2016 as a part of the Minnesota Design Team's planning effort. A specific community survey was deployed as part of the planning process, specifically focusing on asset-based results. A community listening session was held to gather further input.

## Guiding Principles

A series of leading themes and vision statements were compiled during the MDT visit. This Plan builds from the excitement and ownership that was formed during the MDT process. The following is a list of guiding principles and leading themes that form the foundation of this Plan:

- Enhance the unique ecology of Crosslake.
- Create vibrant places that connect people with nature.
- Balance facilities for driving, biking, boating, and walking.
- Provide a diverse balance of housing, business, and public amenities.
- Celebrate Crosslake's heritage.

The idea of infusing the design principles into this vision is critical. This set of principles is the reflection of a union from a diverse set of public and private sector investments. These principles will be promoted as the central standard by which everyone operates – a new way of thinking.

## Planning Process

In addition to the work being done by the MDT, several *Crosslaker* initiatives were also at various stages of development, including discussions on the Crosslake Community School, water quality, dog park, connectivity and walkability study, housing study, and the Loon Center. With so much positive community engagement and energy being focused on these dispirit efforts, Crosslake city officials correctly recognized that all planning efforts and documents such as the zoning ordinance, housing plan, transportation plans, and land use plans are subordinate to a municipality's comprehensive plan, and that real policy change must start with an update to the comprehensive plan.

The city council began this process by approving an update to its Comprehensive Plan in the spring of 2016. The city of Crosslake reached out to National Joint Powers Alliance (NJPA) and Region Five Development Commission (R5DC) to seek a proposal for facilitating, conducting, and developing the Comprehensive Plan update in early 2016.

At that same time, an ad hoc comprehensive planning steering committee was formed in order to provide oversight, input, and guidance throughout the planning process. This steering committee was comprised of residents, business owners, representatives from the *Crosslakers*, city staff, planning and zoning, the city council, and Crow Wing County. The steering committee was designed to provide broad representation from the community, yet be a small enough body with expertise so that it would remain nimble and action-oriented in its decision making. The steering committee was tasked with synthesizing a broad range of information that was gathered through a robust community engagement process. Additionally, the steering committee was responsible for translating the information received from the community into goals and policies. Broadly speaking, the steering committee's task was twofold. The first task was to garner input from the community; the second was to translate the community input into actionable goals and policies.

In order to accomplish this complex task, the steering committee developed a list of Plan elements, formed from input from the community engagement process. The following Plan elements are included in the Comprehensive Plan Update:

- |                     |                                 |
|---------------------|---------------------------------|
| ▪ Land Use          | ▪ Environment                   |
| ▪ Housing           | ▪ Recreation                    |
| ▪ Economic Vitality | ▪ Community Facilities          |
| ▪ Transportation    | ○ Education                     |
| ▪ Infrastructure    | ○ Medical (Healthy Communities) |
| ○ Public Safety     |                                 |

Once these leading themes were identified, the steering committee had a framework that could more easily be presented to the community for input in each of these leading theme areas.

### Existing Goal Evaluation

Another area where the steering committee was invaluable was in evaluating the goals from the existing Comprehensive Plan. The steering committee utilized the American Planning Association's (APA) Sustainable Communities Matrix/Principles worksheet to evaluate every goal in the existing Comprehensive Plan. The purpose of this exercise was first to determine which goals remained relevant, and secondly, to eliminate goals that had already been accomplished. By doing this, the steering committee not only gained an understanding of which goals remained relevant to the community's needs, but also was able to identify policy gaps, or areas that should be addressed, in the Plan update.

### Goal Development

After identifying the leading theme areas and evaluating the existing goals, the steering committee set about developing the goals for the Comprehensive Plan update. The steering committee chose to develop goals for each leading theme area noted above to formulate measurable steps in achieving the community's overall vision. Goals establish long-range efforts for the city. They are intended to serve as guidelines for the Comprehensive Plan. These goals were developed to represent general statements that identify community aspirations or desired conditions.

The steering committee spent considerable time, effort, and careful thought on developing these goals over the course of two goals workshops that lasted over two hours each. After much deliberation, where each steering committee member had the opportunity to weigh in, each goal was unanimously agreed upon by the steering committee.

### Policy Development

After developing goals for each of the leading theme areas, the steering committee shifted its focus toward the development of policies. Each goal is accompanied by a series of policy statements. Policies describe actions made toward achieving each of the goals in the specific Plan elements. As with the development of goals, the steering committee adopted a similar approach to the development of policies. The policies were developed over the course of two policy workshops (separate from the goal workshops) that also lasted at least two hours each. Each of the policies were carefully discussed, tweaked, edited and/or modified, and agreed upon by the steering committee.



### What are Crosslake's three greatest weaknesses?

“

The biggest problem is that Crosslake is a destination city. There needs to be a reason to come here. The lakes are the biggest draw. Crosslake needs to come up with other reasons for guests to visit the city.

“

Infrastructure (roads, utilities), usage and beauty of County Rd 66, support of our water ecology

“

More affordable housing for families and seniors. Jobs to attract more young people to live here.

Survey responses from the community survey (Aug 2016).

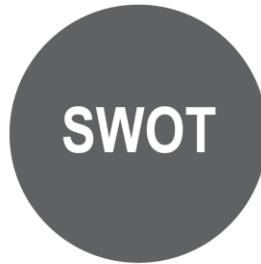
## SWOT Analysis

The following is a list of strengths and opportunities that cover a broad spectrum of issues. The following issues are grouped into the following six areas.

**Effective Government** – Crosslake has a history of participative local government that involves a wide cross-section of the residents. Improving opportunities for local residents to get involved and have a dramatic impact on government makes for a more effective representation system.

**Land Use/Growth Management** – The natural beauty of the area draws more people to the community each year. An influx of new residents will continue to place new strains on the local environment and on the City's ability to provide needed public services. Managing and guiding growth and change can make it easier for the community to pay for the full impacts of the growth and changes that are anticipated.

**Social Concerns** – Communication between permanent residents, seasonal residents and tourists can increase awareness of their separate and similar issues and concerns. Recognizing the unique volunteer base can improve the sense of community felt by all residents and visitors.



**Environmental Preservation** – Crosslake recognizes that most people came to the area for its natural beauty of lakes, wetlands and forests. Preserving the natural character of the community is important to the future health of the area.

**Transportation** – An effective and safe transportation system is critical to the future of the community. Diversifying methods of moving people and goods through the community will enhance the community.

**Community Facilities** – Crosslake has a wide variety of local community facilities that provide recreational and other essential public services. Planning for the best location for future facilities will make Crosslake a more attractive place to live and do business.

## Demographic Data Overview & Background Report

A compiled community profile is located in the Community Profile Report, a supplemental report. The community profile contains a summary of background information and relevant demographic and socioeconomic data from sources such as the MDT visit, Crow Wing County Housing and Redevelopment Authority (HRA), U.S. Census Bureau, American Community Survey (ACS), the Minnesota Demographer's Office, Minnesota Department of Employment and Economic Development (DEED), and various other sources and studies completed by the county, state, and other ongoing efforts and researchers. It is vital to the understanding of this Plan that readers review the Community Profile. The analysis of this data is imperative to understanding the historical conditions, future development, and potential growth for the city of Crosslake.

Where pertinent, data is included throughout the chapters as supporting documentation.

### Goal Evaluation and Refinement

In an effort to refine current goals and policies, we must first evaluate their effectiveness. As a portion of the Comprehensive Plan Update process, the steering committee reviewed the existing goals for importance, content, and relevancy. The secondary purpose of the goal review was to seek and determine if the existing goals held a sustainability component. The scoring matrix was provided by the American Planning Association (APA). The scoring matrix is a part of a larger report that developed comprehensive plan standards for sustaining places.

The scores and notes are included in the appendix. This exercise helped influence the goal language and policy development.

## History

*The following is a brief history of Crosslake that was highlighted in the 2008 Comprehensive Plan. The brief was written by the Crosslake Area Historical Society, Deanna Engen, Curator, October 22, 2002.<sup>1</sup>*

*Crosslake celebrated its official 100-year birthday in 2003 even though there was much activity in our area long before that. Putting a century into a nutshell is pretty near impossible – this brief history just skims the surface.*

*This beautiful area of ours was enjoyed by many before us. Early signs of animal and human life have been documented from bone fragments and shards. The Ojibwa populated this land for many centuries, using the lakes and rivers as travel highways. They fished the waters and hunted the woodlands. Fur trappers and traders found unbelievable riches in the waters and woods.*

*Joseph Nicollette and his party made a survey of the upper Mississippi Territory, traveling the Whitefish Chain in 1836. As a result of this survey, Congress appropriated money to begin work on six dams constructed by the US Corp of Engineers on the Mississippi and its tributaries in northern Minnesota. The idea behind this reservoir system was, in part, to preserve the Falls of St. Anthony and aid in navigation down the river in dry times. The dam at Crosslake, which is called the Pine River Dam, was constructed in 1885 and 1886 as part of the Mississippi reservoir system. In 1885, according to Corp records, the area was "fairly swarming with men!" There were 78 men working on the dam alone!*

*Logging was at its peak at the turn of the century with the Crosslake Lumber Company Headquarters housing up to 1,400 men. A railway was established by the Crosslake Lumber Company to haul logs from the Walker area and south to Crosslake where the logs were dumped into Crosslake between what is now Moonlite Bay and the former Starkka gas station, now Sundance Ridge.*

*Headquarters was located at the site of what is now known as Old Log Landing. It encompassed approximately 200 acres around this area. There were eating and sleeping accommodations for all the loggers, two blacksmith shops, one large enough to house two engines, large stables, office buildings, a small round house, warehouses and a post office. Large gardens were kept to supply the winter needs of the men.*

*The logging industry flourished until about 1912 when the logging companies moved and the railway closed down.*

*Many of the early settlers of our area came to work in the logging industry and stayed on. Some of those early names are still known to us because many descendants are still here. Ami Gould was the first registered homesteader in 1870. Others followed – some early-recorded names are Albert "Cod" Kimball, John Stees, Ed Kimball, Joe Kimball, Horace Butterfield, Freeman Doane, George Frost, Jim Frost, August Ostlund, William Gordon, JH Allen and Charles Heath. Some of the early railroad men were Harry Gould, Bill King, Art Satchell, James Johnson and Frank Gordon. We may still have friends or neighbors with names of Buchite, Allen or Gould.*

*The economy of Crosslake centered around the logging industry until approximately 1912 when the forests were depleted and logging companies moved on. Another source of income was needed. Many were already aware of the beauty of the lakes and the potential for fishing, hunting and recreation.*

*In the period that followed, many popular resorts were developed and the tourist industry flourished bringing with it many well-known local landmarks such as the Crosslake Store, which was a gathering spot for the local people for many years, the Crosslake Pavilion, later known as the Log Jam, Moonlite Bay, the Clover Club and the Manhattan Beach Hotel. A news excerpt from the Pequot Review of September 27, 1929 reads, "An informal house warming was held Tuesday evening on completion of the Kavli Realty Company's new Manhattan Beach Hotel on Trout Lake." Tourism continues to be our most important industry.*

---

<sup>1</sup> 2008 Comprehensive Plan



*Schools developed over the past century with the first school in the blacksmith shop at the Ami Gould ranch in 1889. In 1889 School District 58 was formed and the Helensburg School was built on the William Gordon homestead. The school burned in 1918 and a schoolhouse near Greer Lake was bought by District 58 and moved to a spot that in recent years has been known as Yorek's Crosslake Auto. It was known as the Gordon School. In 1907, District 99 was organized and a building built on the William Stowe property at the intersection of highways 66 and 16, about the present site of Moonlite Square. In the late 1940's Maurice Swann donated land to District 58 and 99 for a new school. It was known as the Crosslake School, grades one through four and opened its door in the fall of 1949. It was located at the present site of the post office. This school later became the Crosslake City Hall. In 1965 the school district was consolidated with Pequot Lakes and all children were bused to Pequot Lakes. In the fall of 2000 the Crosslake Community Charter School welcomed students from kindergarten through eighth grade, so we have come full circle!*

*Churches developed with the first Sunday Schools being held in homes and then at the schoolhouses. The Crosslake Lutheran Church began on Sunday, March 9, 1947 with a Sunday school meeting in the Gordon School south of Crosslake. On Sunday, September 7, 1947, ground was broken on land given by Mr. and Mrs. Maurice Swann. The Crosslake Lutheran Church is still located at this site.*

*Immaculate Heart Catholic Church also built on land donated by the Swann family in 1955 and there are now six congregations in the Crosslake community.*

*This community began as Watertown Township in Cass County. In 1887 Watertown Township was annexed to Crow Wing County. It was 1903 before a petition for organization of Watertown Township was accepted by the Crow Wing County Board. The south half of Watertown Township became Crosslake Village on May 23, 1951. The remainder of Watertown Township became North Crosslake Village on December 9, 1964.*

*Crosslake and North Crosslake Villages joined to become Crosslake Village on November 21, 1972 and finally became the City of Crosslake on January 1, 1974.*

*We have seen tremendous growth over the years including amazing increase in land values. We have a large Corp of Engineer's recreation area that welcomes thousands of visitors each year. We enjoy a new city park and recreational building, a new city hall and telephone company building as well as a new fire hall and post office. There are many new businesses, including four banks, a drug store and fully equipped medical clinic. We have an active historical society that welcomes over 5,000 visitors each year.*

*In the 1930's the Crosslake Chamber of Commerce coined the phrase "Crosslake – The Beauty Spot of Minnesota" – that still rings true today.*

*The City of Crosslake is named after a prominent lake on the Whitefish Chain in Crosslake. Crosslake in Ojibwa is SA-SUB-A-GUM-AW, which means "the Lake Through Which the River Flows Directly Across" (The Journals of Joseph N. Nicollette).*



# Land Use

02

This Plan will provide specific recommendations to direct Crosslake's redevelopment and growth. Land use is the central element of the traditional comprehensive plan. It establishes the physical configuration of the city, the mix and location of uses, and the nature of the systems that support them.

This portion of the Plan will help guide elected and appointed officials, the Planning Commission, and City Council to respond to development and redevelopment requests. A combination of text, policies, and maps will guide the land use, zoning, and physical development, ensuring that growth and development is consistent with the community's vision for the future.

## Smart Growth Principles

A series of principles can help create neighborhoods that are vibrant and sustainable. Smart Growth covers a range of development and conservation strategies that help to protect our health and natural environment and make our communities more attractive, economically stronger, and more socially diverse. These principles can help Crosslake promote efficient and sustainable land development, redevelopment patterns that utilize prior infrastructure investments while consuming less land that is otherwise available for open space, natural resource conservation, and preservation. When applied to policy, the city of Crosslake can take advantage of opportunities from which the public will benefit from resiliency and environmental, economic, and social sustainability. The following is a list of principles:

- Mix land uses.
- Take advantage of compact building design.
- Create a range of housing opportunities and choices.
- Create walkable neighborhoods.
- Foster distinctive, attractive communities with a strong sense of place.
- Preserve open space, natural beauty, and critical environmental areas.
- Strengthen and direct development toward existing infrastructure.
- Provide a variety of transportation choices.
- Make development decisions predictable, fair, and cost effective.
- Encourage community and stakeholder collaboration in development decisions.

## Existing Land Use

Crosslake is 37 square miles of area and includes a former township with the Manhattan Beach peninsula. Crosslake's surface area is comprised of approximately one-third water, one-third public lands, and one-third privately owned property. A land inventory was completed as part of the 2002 Comprehensive Plan update. Each parcel was evaluated, and the land use was determined by city staff. Existing aerial photographs, mapping, and Crow Wing County property records were also used as a resource for developing the map. Understanding the existing land use patterns provides insight and further analysis opportunities on the leading development types, as well as possible deficiencies.

From this original analysis, a series of existing and future land use maps were crafted and have been a part of day-to-day decisions of the city since. Crosslake's existing land use shows that residential is the largest land use category in the city. Right-of-way and public/semi-public uses make up a large part of the city.

Crosslake has a diverse development pattern predominantly aligned with or limited by the many lakes within the city. Shoreland residential and shoreland commercial are the two most intensive land uses within the city. The urban core is located predominantly at the intersections of Highways 3 and 66. A vast majority of the land within city limits is in public ownership and/or undeveloped. In general, the city is linear with a sprawling growth pattern. The majority of businesses and services are located along Highway 66.

Development patterns are evolving in several ways:

- Redevelopment of older residential properties is resulting in larger residences with higher impervious coverage.
- Off-lake shoreland residential development is occurring where building sites retain scenic views of wooded tracts, lakes, or wetlands.
- The new mixed-use downtown development has provided opportunities for higher density residential development.
- The relatively high demand for lakeshore properties is leading to development of marginal lakeshore areas and those previously considered less than desirable.
- Continued lakeshore development, increased impervious coverage, and landscaping practices are placing increased stress on adjacent water bodies.
- The timing and location of future growth and development is dependent on factors that are primarily beyond the city's control.
- Development is limited by federal, state, and county-owned land within city limits.

## Q9: WHEN IT COMES TO GROWTH AND DEVELOPMENT, WHAT IS CROSSLAKE'S GREATEST CHALLENGE?





## Physical Features

### Lakes

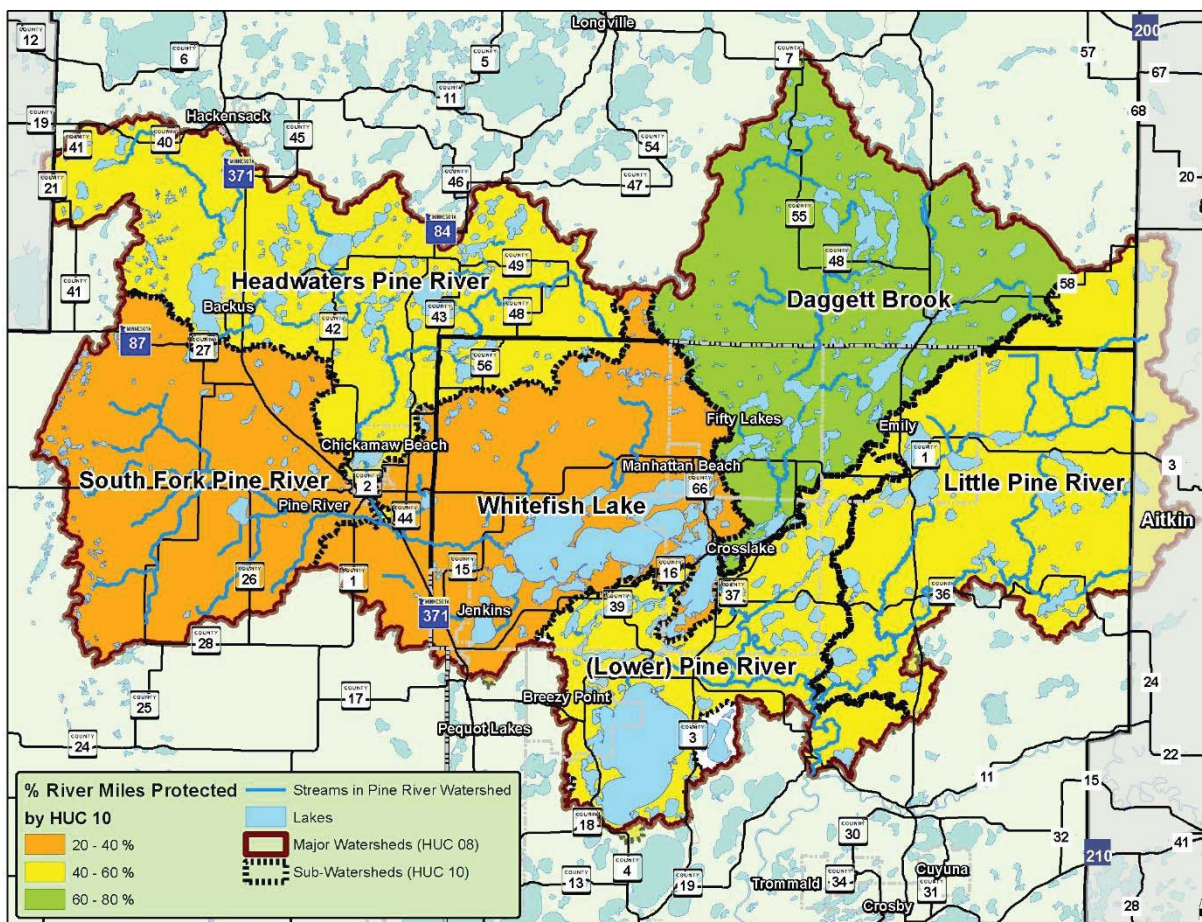
The dominant physical feature of Crosslake is the presence of lakes. Water (predominantly lakes) makes up nearly one-third (30%) of Crosslake's surface area. The 14 interconnected lakes of the Whitefish Chain of Lakes alone include more than 13,500 acres of water.

### Major Watersheds

Crosslake sits within the Pine River Watershed along with the cities of Pine River, Backus, Breezy Point, Manhattan Beach, Emily, Jenkins, and Chickamaw Beach.

The Pine River Watershed contains 586 stream and river miles of various sizes and 441 lakes greater than 10 acres. Land ownership in the Pine River Watershed is 56% privately held, and over 40% is state-owned land.

The watershed is 51% forested, 21% wetlands, and 13% open water. The watershed contains numerous heavily developed lakes. The majority of the lakes are important recreational resources and economic benefits to the watershed.



Source: <https://www.pca.state.mn.us/water/watersheds/pine-river>

The following is a list of existing land use categories in the city:

## Residential

Residential is the largest developed land use type in the city. This section describes the land use districts established in the City of Crosslake. The land use district boundaries are identified on the official land use district map.

### Shoreland District (SD):

The purpose of this district is to preserve and enhance the quality of surface waters, conserve the economic and natural environmental values of shorelands, protect drinking water sources, and provide for the wise use of water and related land resources. The primary use within this district is seasonal and year-round single-family residential. Lot dimensions and density limitations are controlled by lake or river classifications. Compatible commercial or water-oriented commercial uses may be allowed as permitted or as conditional uses.



**Rural Residential 5 (RR-5):** The purpose of this district is to establish and maintain a low-density residential district with five-acre minimum lot sizes outside the shoreland zone, preserving the character of the city and providing a rural single-family setting with limited agriculture/forestry uses. The primary use within this district is single-family residential and agriculture/forestry. Compatible commercial uses may be allowed as permitted or as conditional uses.



**Sensitive Shoreland (SS):** The purpose of this district is to accommodate limited residential uses, agricultural uses, and forest management activities within the shoreland protection zone while conserving sensitive land areas.



## Commercial

Four commercial land use types are identified in Crosslake: general commercial, downtown commercial, waterfront commercial, and limited commercial.

**Waterfront Commercial (WC).** The purpose of this district is to accommodate commercial uses in the shoreland district where access to and use of a surface water feature is an integral part of the business. The primary uses in this district are marinas, resorts, and restaurants with transient docking facilities.



**Limited Commercial District (LC).** The purpose of this district is to establish and provide a commercial environment with a limited mixture of commercial and office-related development and services. A commercial district may be located within or outside the shoreland zone.



**Downtown Commercial District (DC).** The purpose of this district is to establish and provide a commercial environment with a mixture of commercial and office-related development and services and maintain a pedestrian-oriented commercial district consisting of retail, offices, and professional services. A downtown commercial district may be located within or outside the shoreland zone.





**Commercial/Light Industrial District (C/LI).** The purpose of this district is to establish and maintain a district for light industrial purposes with commercial activities that can provide the employment opportunities for the residents of the community, allow for the production and manufacture of goods and products, provide for the retail display and sale of the goods and products manufactured on the site with other related products or services, and provide professional contractor services and related office uses.

### **Right of Way**

Street right of way comprises nearly 2.5% of the city's total area. There are various County State Aid Highways (CSAH), over 50 miles of city maintained streets and several privately maintained roads.

### **Public/Semi-Public**

This land use classification includes public facilities such as schools, city buildings, county buildings, pumping stations, sewage treatment plants, etc. In addition, this category includes public utilities such as power plants, electrical substations, and telephone companies. Finally, it includes private institutional uses such as hospitals, churches, schools, cemeteries, and similar places.

### **Parks and Open Space**

All public parks, open spaces, and recreational areas are included in this category. It also includes campgrounds, state- and county-owned property, resorts, and golf courses, whether public or private. It does not include recreational facilities that are included as part of a school grounds (this is public/semi-public), recreation/amusement businesses, such as a bowling alley, miniature golf, water slide, or go-cart track (these are commercial uses). A large portion of the park and recreation land use is comprised of property owned by Crow Wing County.

### **Vacant**

This includes all vacant land with no actively used buildings, but which could be available for development, including existing platted lots as well as former farmland that has not been cultivated for many years and is now sitting idle.

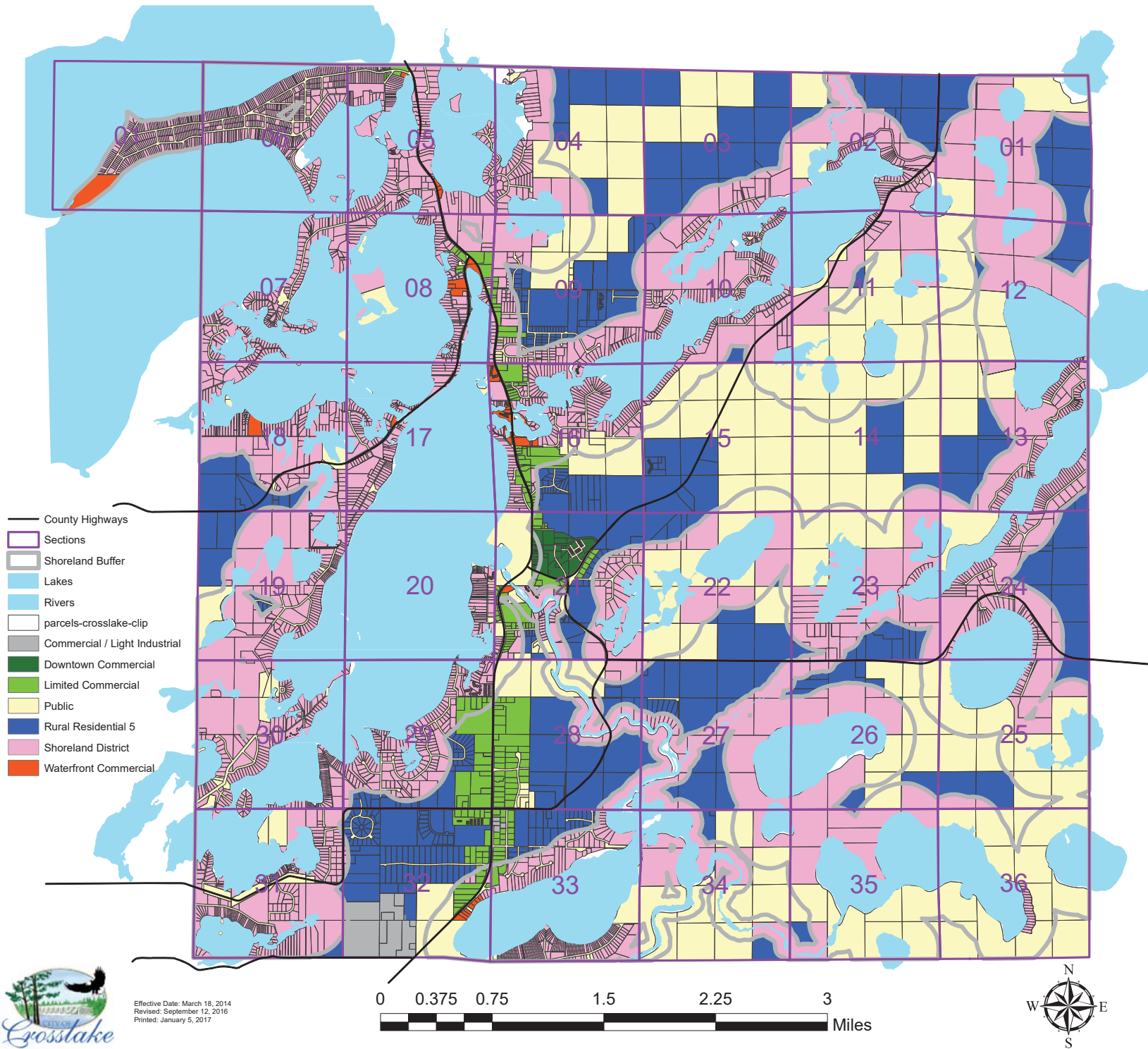
### **Open Water**

Open water comprises approximately 7,750 acres or 32.7% of the city's total area. Open water areas include the beautiful and scenic Whitefish Chain of Lakes. The lakes in and around Crosslake are the number one reason people are attracted to the area. These water features are used for recreation and are a great asset for the city.

### **Wetlands**

Within the City of Crosslake there are roughly 1,484 acres of wetlands.

CROSSLAKE EXISTING LAND USE MAP



## Future Land Use Plan

This portion of the land use chapter will serve as the *Future Land Use Plan*, a series of recommendations, narratives, and maps. This section will address the growth and development of Crosslake over the next fifteen-year time horizon. The Plan is specific enough to guide day-to-day development decisions and will serve as the basis for updating the zoning ordinance and development controls of the city.

The Plan will focus on providing additional areas for residential and commercial growth in the city, while recognizing the importance of maintaining the recreational and residential core of the city. The intent of this Plan is to provide policies to ensure Crosslake is a well-planned community with various housing options, economic vitality, efficient and connected transportation network, adequate parks and open spaces, and retail opportunities for residents and visitors alike.

### Future Land Use Categories

The land use categories used in the Plan consist of three major categories: residential, commercial, and light industrial. The following outlines a general description of the future land use categories:

**Rural Residential:** A classification for properties that are typically large lot single-family homes or cabins. This category preserves open land, wooded tracts, and sensitive natural features. **Density is one residence per five acres or vacant parcels greater than five acres in size.**



**Low Density Residential:** This category includes low-density residential uses which includes single-family detached units or cabins, with the potential of twin homes or other low-density attached homes. **Overall density is between two and four units per acre.**



**Shoreland Residential:** A designation adjacent to waterbodies. Residential development must conform to shoreline development standards. Conservation design elements should be practiced. **Overall density is between two and four units per acre.**

**Medium Density Residential:** This category includes low-density residential uses, including housing styles that range from single-family houses (attached or detached), to duplexes, townhomes, row houses, apartments, condominiums, and other dwellings that house more than one family in one building. **Overall density is between four and eight units per acre.**



**Limited Commercial:** This category includes less intensive commercial uses not limited to small retail and service oriented businesses and offices. The intent of this district is to allow businesses that have a very low impact on surrounding uses and to the city's infrastructure.

**Downtown Commercial:** This category includes high-density commercial uses, including all business, retail stores, services, and professional offices such as attorneys, real estate, insurance, etc. located in the downtown area. The design and development of these areas will require pedestrian-oriented development. These areas are to be served by existing and proposed municipal sanitary sewer system.

**Waterfront Commercial:** The purpose of this district is to accommodate commercial uses in the shoreland district where access to and use of a surface water feature is an integral part of the business.

**Commercial/Light Industrial District:** The purpose of this district is to establish and maintain a district for light industrial purposes with commercial activities that can provide employment opportunities for the residents of the community, allow for the production and manufacture of goods and products, provide for the retail display and sale of the goods and products manufactured on the site with other related products or services, and provide professional contractor services and related office uses.

### Open Space

This category includes all public parks, open spaces, community center, walking trails, recreational areas, public or private campgrounds, and golf courses.

### Public

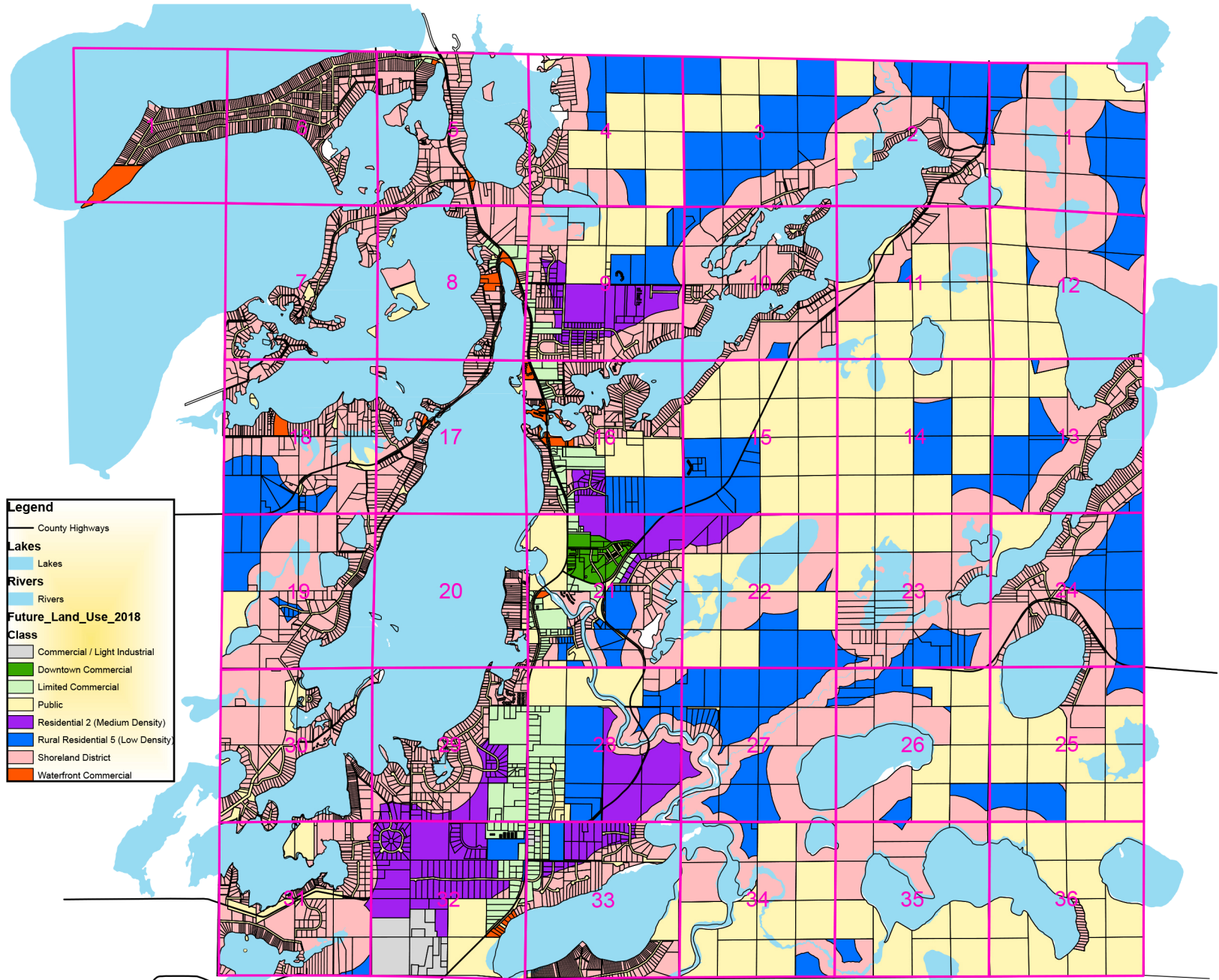
This category includes all publicly-owned uses, such as schools, municipal buildings, sewage treatment plants, sanitary sewer, public utilities, telephone companies, churches, schools, and cemeteries. It does not include parks and other recreational uses, whether public or private, such as golf courses, camps, etc.



Together with the Plan text, the future land use map will be used to help determine whether proposed changes to the zoning (both text and map) are consistent with the Comprehensive Plan. The map uses color coded categories to show the general character, intensity, and planned uses. The future land use map and text is intended to direct development to certain areas where facilities, services, and densities are available and compatible. It is important that readers, city staff, and appointed and elected officials understand that the Future Land Use Map is a tool that is general in nature and should not be used for site-specific decisions, but rather, a general guide for development of the city.



CROSSLAKE FUTURE LAND USE MAP



**Legend**

County Highways

**Lakes**

Lakes

**Rivers**

Rivers

**Future\_Land\_Use\_2018**

**Class**

- Commercial / Light Industrial
- Downtown Commercial
- Limited Commercial
- Public
- Residential 2 (Medium Density)
- Rural Residential 5 (Low Density)
- Shoreland District
- Waterfront Commercial



Comprehensive Plan Update 2018  
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## **FUTURE GROWTH AREAS**

The 2008 Comprehensive Plan outlined a series of planned growth areas. The planned growth areas were developed in an effort to reflect the goals and strategies found within the land use and transportation sections. These areas outlined the preferred development pattern and uses should a development proposal be considered. Growth areas direct or guide development to areas that meet the community goals and strategies. Identified growth areas are based on land characteristics, proximity to urban services, and previous development. The following growth areas were studied and redefined. It is not intended to immediately rezone all land within these growth areas, rather, parcels may be rezoned prior to further development in an effort to comply with the guidance and philosophy reflected in this Plan update.

### **Growth Area 1**

This area lies between Rush and McClain Lakes and along CSAH 66. The area consists of vacant, commercial and large lot residential uses. The potential future land use for this area consists of Waterfront Commercial, Limited Commercial, and low and medium density residential development.

### **Growth Area 2**

This area lies north and east of the existing downtown district, adjacent to CSAH 3. The area consists of a small amount of multi-family residential, rural residential, and a large amount of undeveloped and vacant property. The Crosswoods Golf Course lies within this growth area. The potential for future land use includes limited commercial along CSAH 3 and multi-family and single-family residential.

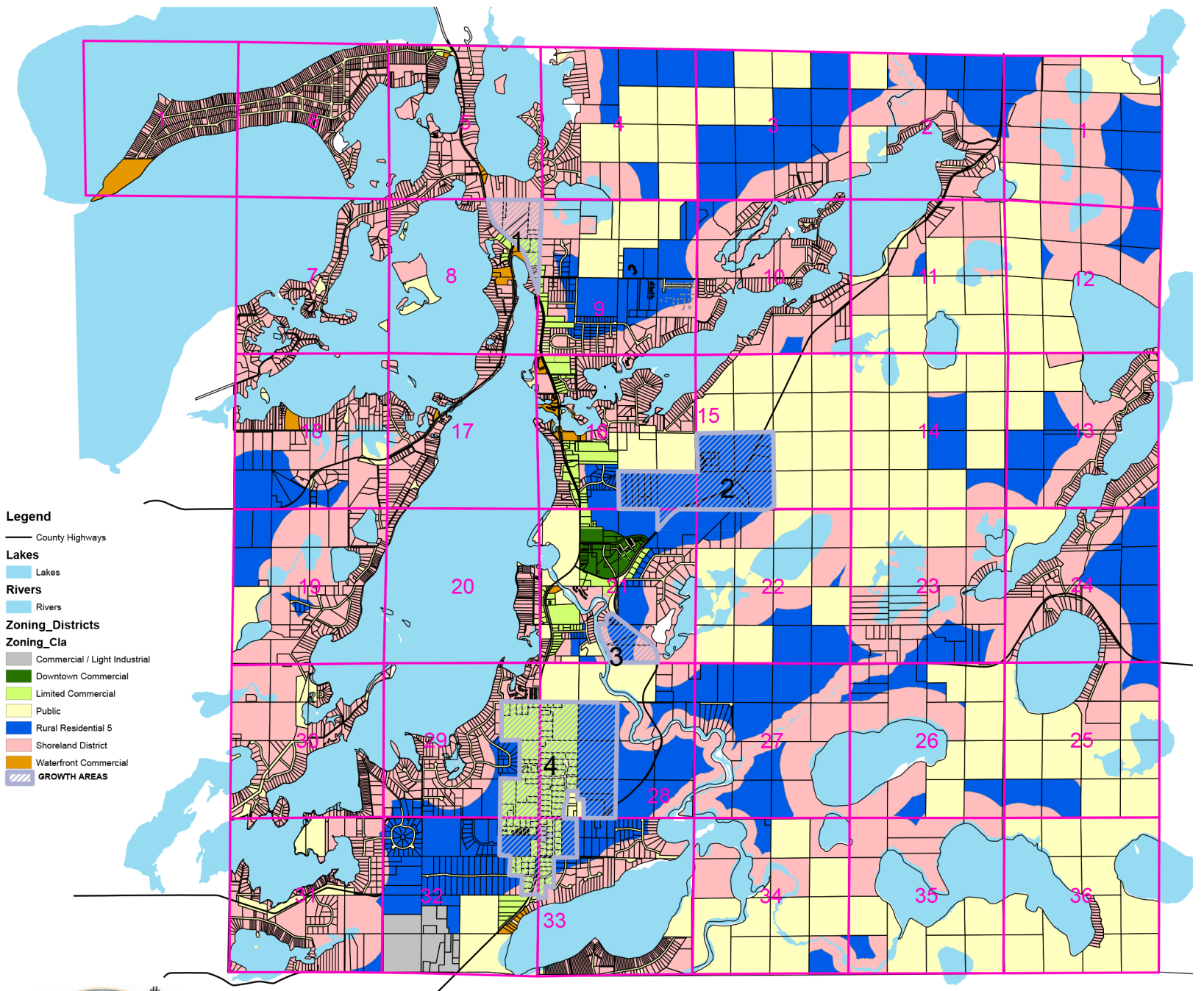
### **Growth Area 3**

This area lies south of the existing downtown district along County Road 37. The area consists of small and large shoreland residential properties, as well as a small number of vacant residential lots. The area is relatively less developed than other areas that are adjacent to the commercial and downtown commercial areas of the city. Future land use for this area consists of low-density residential housing.

### **Growth Area 4**

This area lies south of the municipal wastewater treatment facility along CSAH 3. The land is generally zoned for commercial and light industrial uses. The future land use guides this area for similar uses. The extension of municipal sewer to this area would allow for more diverse commercial and industrial uses to locate within the community.

CROSSLAKE FUTURE GROWTH AREAS



- Legend**
- County Highways
  - Lakes**
    - Lakes
  - Rivers**
    - Rivers
  - Zoning\_Districts**
  - Zoning\_Cla**
    - Commercial / Light Industrial
    - Downtown Commercial
    - Limited Commercial
    - Public
    - Rural Residential 5
    - Shoreland District
    - Waterfront Commercial
    - GROWTH AREAS



## LAND USE GOALS

**Goal 1: Encourage sustainable development and redevelopment through the Comprehensive Planning and Zoning Ordinance that would maintain the community's character and strengthen the distinction between urban growth and rural countryside.**

LU1. Guide new development in ways that promote and enhance land use compatibility.

LU2. Support the infill and redevelopment of areas within the city in an effort to leverage existing infrastructure investment.

LU3. Identify areas and phases of development in a manner that addresses the cost of providing public services.

LU4. Plan for the mix of land uses to support a pedestrian-friendly environment and encourage an active life style.

LU5. Identify and prioritize significant view-sheds and develop alternative approaches to preserve them while permitting reasonable use and development of privately owned lands.

**Goal 2: Encourage sustainable development that respects the environment, including natural topography and suitable soils, and avoids such areas as wetlands, floodplains, erodible steep slopes, and bluffs.**

LU1. Encourage design standards that are appropriate to the community context.

LU2. Encourage development that respects the natural topography.

LU3. Protect and connect natural and sensitive areas within city limits.

LU4. Identify and protect watersheds, lakes and rivers, groundwater recharge areas, wetlands, and other sensitive natural areas.

LU5. Consider zoning adjustments that minimize impervious surface coverage in new development.





# Housing

03

Housing plays a critical role in defining a person's quality of life. Residential land comprises 22% of developed land within the city's total area. Housing is a visual indicator of a community's character, implying prosperity and vitality to the visitors who recreate and residents who reside.

As a principle of Smart Growth, the following element outlines the importance of creating a range of housing opportunities and choices:

## ***Creating Housing Opportunities and Choices***

*Building quality housing for families of all life stages and income levels is an integral part of a smart growth approach. Housing constitutes a significant share of new construction and development in any city, but its economic importance is sometimes overlooked. Adding housing in commercial districts can breathe new life into these neighborhoods in evenings and on weekends. And more importantly, the housing options available in a community will influence families' economic opportunities, cost of living, and how much time they spend commuting each day. Diversifying housing options within existing neighborhoods can give everyone more choices about where to live.*

As Crosslake continues to grow, new residential neighborhoods need to be created without compromising the character of the community. Demand for housing in Crow Wing County will be driven by two primary segments:

1. Households that desire a second residence for occasional use
2. Those that require permanent housing because they are year-round residents<sup>2</sup>

Communities in northern Crow Wing County are likely to attract a larger proportion of mid-age and older adults that want to, "Take advantage of the significant amenity value of the lakes area and may look for more affordable and/or upscale single-family homes<sup>3</sup>."

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<sup>2</sup> Crow Wing County Housing Study

<sup>3</sup> Crow Wing County Housing Study



## Residential Districts

As outlined in the Land Use Chapter, Crosslake has established three classifications of residential uses within the city: Shoreland District (SD), Rural Residential-5 (RR-5), and Sensitive Shoreland (SS). Crosslake's housing stock offers rural, single-family residences, seasonal cabins, townhomes, apartments, and a variety of multi-family dwellings on a variety of lot sizes and site characteristics. Residential is the largest developed land use type in the city.

## Existing Conditions

Understanding the current housing inventory along with future needs will assist Crosslake in providing sufficient housing units to meet the needs of current and future residents. Crosslake is somewhat unique regarding its seasonal nature. Crosslake is home to not only year-round residents, but also homes that are occupied "full time" between four and six months out of the year. The City of Crosslake has a high percentage of seasonal housing units and a small number of rental units. According to the ACS, Crosslake has 1,836 seasonal/occasional housing units (5-year estimates average (2008-2012)).

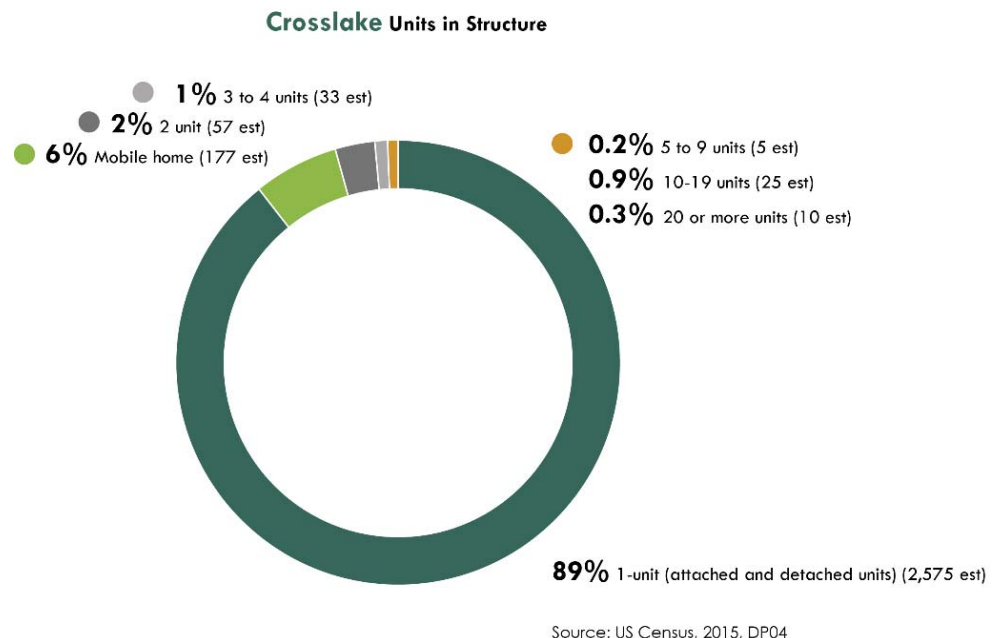
Nearly 90% of the housing stock are single-family homes. The ACS provides a median housing value of the 851 owner-occupied units. The median cost of an owner-occupied unit is \$366,100.

**Shoreland District (SD).** The purpose of this district is to preserve and enhance the quality of surface waters, conserve the economic and natural environmental values of shorelands, protect drinking water sources, and provide for the wise use of water and related land resources.

**Rural Residential-5 (RR-5).** The purpose of this district is to establish and maintain a low-density residential district with five-acre minimum lot sizes outside the shoreland zone, preserving the character of the city and providing a rural single-family setting with limited agriculture/forestry uses.

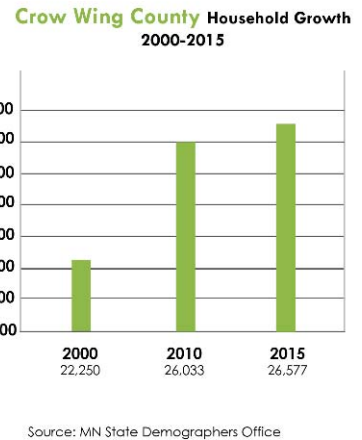
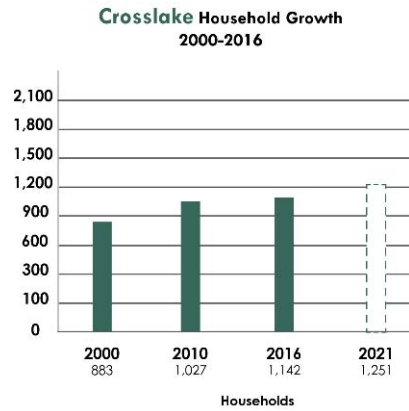
**Sensitive Shoreland (SS).** The purpose of this district is to accommodate limited residential uses, agricultural uses, and forest management activities within the shoreland protection zone while conserving sensitive land areas on which more intensive development would adversely affect water quality, wetlands, lakes, shorelines, slopes, wildlife habitat, biological ecosystems, or scenic and natural values.

*Language from City of Crosslake Zoning Ordinance.*



The *Crow Wing County Housing Study* states Crosslake has 1,065 housing units (2014 ACS Estimate) and a projection of 1,150 in the year 2020, an increase of 85 households. The housing study also provides some analyses and projections of the own/rent data that was gathered during this planning process.

According to the ACS, there are 2,882 housing units in the city. Of those, 1,002 (34.8%) are occupied units, while 1,880 units remain vacant (65.2%). Though these numbers may seem unrealistic, this ratio reflects the seasonal nature of Crosslake being a summer and vacation community. According to the *Crow Wing County Housing Study* and 2010 census data, 912 residents own properties, while 115 rent properties. It's projected that ownership rates will increase by 11% in the year 2020. According to the ACS, it's reported that the average rent in the city of Crosslake is \$822 per month.



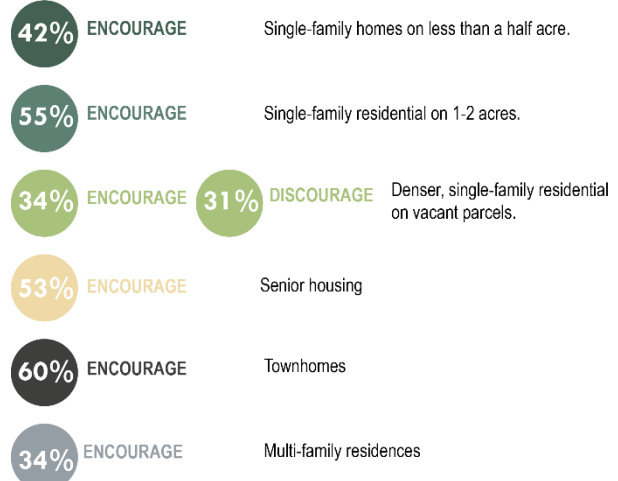
The *Crow Wing County Housing Study* estimates an increase of 85 households in 2020, and continued growth is projected for 2030 with an increase of 110 households.

Crosslake's median household income is \$64,012. The Department of Housing and Urban Development defines affordable housing costs as less than 30% of a household's adjusted gross income. Using the household median income, one can calculate the fraction of income the median household pay to rent at the median gross rental rate.

The *Crow Wing County Housing Study* provides the following recommendations:

- Need for affordable rental housing to serve:**
  - Young families, older adults and seniors, students, entry level workers
  - Consider some smaller developments in cities that are growing and need additional rental housing (20 units or less)
- Need for active adult options for older adults and seniors:**
  - Traditional apartments, single-level townhomes, condominiums, detached villas
  - Clustering concepts in appropriate locations with centralized amenities
- Need for market rate rental housing to serve:**
  - Entry level workers with higher wages that do not want to buy initially
  - Mid-age and older residents that prefer a more convenient lifestyle
  - Workers that may be relocating to the area temporarily

Q8: IN YOUR OPINION, SHOULD THE CITY OF CROSSLAKE ENCOURAGE OR DISCOURAGE THE FOLLOWING TYPES OF DEVELOPMENT?



## Missing Middle Housing

The median age of Crosslake's residents is 61. The city's median age is considerably higher than the state's median age of 37.8. A demand in senior housing will spike after 2020 when the baby boomers reach their mid-70s.<sup>4</sup> Affluent seniors are seeking to downsize from their larger homes to more convenient, easy maintenance townhomes, apartments, or row-houses. Others seek quality, affordable housing that won't break their budget. One strategy in responding to the demand for a walkable urban living is to integrate "Missing Middle Housing" concepts. *Missing Middle Housing* is not a new type of building, rather, it is a range of building types that existed pre-1940, and they were a fundamental building block.

Missing middle buildings typically have a footprint not larger than a large, single-family home. This makes it easy to integrate them into neighborhoods and are a good tool to transition to higher-density and main street context. Based on the *Crow Wing County Housing Study*, the following housing types should be considered in future development:



DUPLEX (side-by-side)



DUPLEX STACKED



BUNGALOW COURT



FOURPLEX



SMALL MULTI-PLEX



TOWNHOMES



LIVE/WORK



COURTYARD APARTMENTS

<sup>4</sup> Crow Wing County Housing Study

These building types create a moderate density that can support services and amenities within walking distance. These building types have the following in common:

- A walkable context
- Small-footprint buildings
- Lower perceived density
- Smaller, well-designed units
- Fewer off-street parking spaces
- Simple construction
- Creates community
- Marketable

## HOUSING GOALS

**Goal 1: Support the development of housing and neighborhoods that meets the needs of all residents and addresses safety, greenspace, density, and non-motorized transportation, enabling all to live comfortably in Crosslake.**

H1. Integrate and expand mixed housing opportunities.

H2. Promote and incentivize traditional style neighborhoods in areas that are within walking distance of the downtown and other activity centers.

H3. Promote housing options for year-round and seasonal workforce population.

H4. Consider zoning changes to allow mixed-use residential development in commercial districts.

H5. Maintain fair and reasonable property maintenance inspection efforts.

H6. Encourage housing infill development in existing residential areas.

H7. Consider zoning code rewrite or updates to incorporate form-based zoning elements.



# Economic Vitality

04

Economic health is a component of a healthy and thriving community. A strong commercial, tourism, and industrial base provides jobs to community residents and contributes to the city's tax base.<sup>5</sup> Crosslake's economy relies heavily on tourism and its influx of summer residents. A community survey was completed as a part of the Comprehensive Plan Update. During the survey participants were asked questions regarding economic and community development. **Survey respondents believe that supporting a year-round economy was Crosslake's greatest challenge.**

Smart Growth approaches to development can help achieve the vision of thriving, vibrant communities. One way to structure a smart growth approach is to use the following goals as a framework or a vision for future growth:

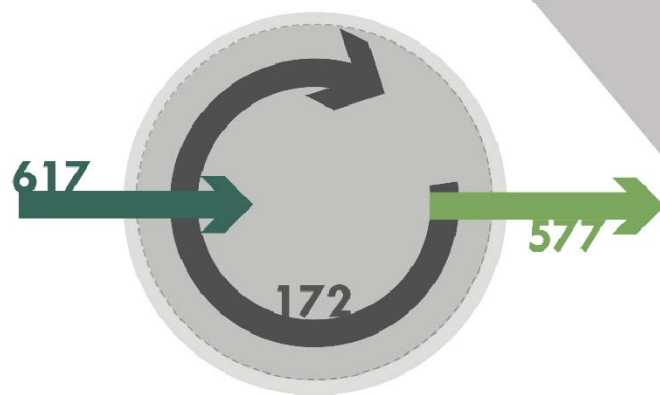
- **Support the rural landscape** by creating an economic climate that enhances the viability of working lands and conserves natural lands.
- **Help existing places thrive** by taking care of the city's assets and investments such as downtown, existing infrastructure, and places that the community values.
- **Create great new places** by building vibrant, enduring neighborhoods and communities that people, especially young people, do not want to leave.

*Foster distinctive, attractive communities with a strong sense of place: Unique, interesting places that reflect the diverse values, culture, and heritage of the people who live there have the greatest staying power. Projects and neighborhoods that incorporate natural features, historic structures, public art, and placemaking can help distinguish a place from its neighbors to attract new residents and visitors and support a vibrant community for the people who already live there.*

## Existing Conditions

An ESRI 2015 *Annual Employment and Wages* study states that a total of 1,029 jobs are located in the City of Crosslake. Of those, 24% is in the accommodation and food services industry, 24% in the retail trade industry, and 17% in the construction industry. Sixty-five percent of the Crosslake workforce is within these three industries. An

<sup>5</sup> 2008 Comprehensive Plan



*Inflow/Outflow graphic providing an overview of number of workers that live in the Crosslake study area and their employment characteristics.*

*Inflow/Outflow Report (2014)* identifies that 172 workers live in the selection area, 617 are employed in the selection area but live outside of the city, and 577 live in the selection area but are employed outside of the city.

### Seasonal Employment

An analysis was completed by Minnesota Employment and Economic Development (DEED) that provides insights into Crosslake's seasonal employment trends. From the first quarter of 2014 to the first quarter of 2016, Crosslake experienced significant fluctuation in terms of employment. Trends indicate seasonal fluctuation during the first and fourth quarter of 2014/2015. This data may not come as a surprise to seasonal residents, but an analysis of the data can provide insight into housing needs and workforce development.

### Tourism

Given the unique geography and water resources located in and around Crosslake, tourism is perhaps the most impactful economic driver in the community. During the spring and summer months, the influx of both visitors and seasonal residents increases dramatically. Naturally, this results in a thriving tourist economy, particularly in the areas of hospitality, retail, and dining. Furthermore, other industries positively impacted by the tourist economy include hospitality, construction, real estate, storage facilities, cabin care, landscaping, dock services, and others.

Visitors often come to Crosslake, not as a one-time destination, but rather year after year. Increasingly, visitors end up relocating and become permanent residents after experiencing the unique character, natural resources, and recreational opportunities.

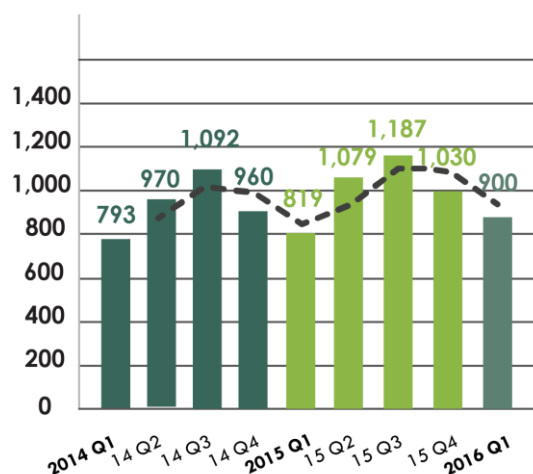
The economic opportunities of a thriving tourist economy are not without challenges. For example, with the influx of visitors and seasonal residents during the summer months comes added strain on city services and higher environmental impacts for both waterways and sensitive areas. Striking the balance between economic vitality and environmental conservation is the key to Crosslake's continued success. An over-reliance on service and hospitality jobs can limit economic opportunity and mobility for residents.

Service and hospitality jobs are necessary in an effort to support the tourism industry. **These jobs can provide desirable employment opportunities for students, retirees, and others that seek part-time and/or seasonal employment.**

### Business Attraction

The City of Crosslake should consider financial incentives, tax breaks, and land subsidies for business attraction on a case by case basis. The primary drives for business attraction should be 1) to provide clear land use and development guidance that encourages diverse and desirable industrial and business uses to locate in the community, and 2) to invest in public infrastructure improvements and amenities that will enhance the community's image and attractiveness to prospective businesses, entrepreneurs, and employees.

**Crosslake Total Quarterly Employment  
2014 - 2016**



Source: Quarterly Census of Employment and Wages

### Growing New Jobs & Businesses

An approach to growing jobs and businesses is the economic gardening approach to economic development. This approach seeks to grow the local economy from within by promoting local entrepreneurship and small/local business development. Economic gardening works with what you have in the community to build new opportunities.

The City of Crosslake should consider supporting existing businesses and entrepreneurs, as well as home-based businesses. Strategies should seek to connect existing businesses and entrepreneurs to resources and tools that will help them grow and thrive.

2015 Annual Employment and Wages			
	Firms	Jobs	Total Payroll
<b>TOTAL – All industries</b>	<b>123</b>	<b>1,029</b>	<b>\$32,663,171</b>
Construction	24	176	\$7,755,523
Manufacturing	4	33	\$1,579,932
Retail Trade	23	249	\$10,386,559
Finance and Insurance	4	18	\$952,248
Professional, scientific, and technical services	4	19	\$574,800
Administrative and support and waste management and remediation services	6	48	\$1,450,084
Arts, entertainment, and recreation	3	38	\$490,323
Accommodation and food services	15	251	\$4,429,164
Source: Quarterly Census of Employment and Wages			

### Sustainable Economic Development Strategies

This chapter of the Comprehensive Plan recommends Smart Growth approach to economic development. Crosslake should develop specific initiatives that aid in developing a vision for accommodating sensible growth in the future that respects the environment, while maintaining and enhancing its rural character and quality of life. Crosslake should continue to promote its unique, local assets in an effort to foster seasonal tourism growth and amenities for its residents.

#### Help Existing Places Thrive

Crosslake will benefit from building on and enhancing previous investments. Public investments can maintain existing infrastructure and buildings to extend their useful life while supporting new, targeted growth that benefits from existing architecture.

#### Create Great New Places

By updating guidelines and standards and eliminating barriers and conventional policies, Crosslake can begin to build vibrant, prosperous neighborhoods and new districts that will provide the opportunity to retain current residents (especially young people) and welcome new residents. Specific growth areas have been identified on the Future Land Use Map (FLUM) in the Land Use Chapter. These areas have been identified to target new growth and have been identified as areas best suited for development.

## ECONOMIC VITALITY GOALS

**Goal 1: Capitalize on Crosslake's unique economic drivers in order to promote the community, spur economic growth, and serve residents, seasonal residents, businesses, and visitors.**

EV1. Actively promote Crosslake as a thriving place to live, work, and play.

EV2. Support efforts to improve the business corridor and encourage people to support businesses in Crosslake by making it more convenient and inviting for residents and tourists.

EV3. Inspire entrepreneurs and start-up businesses and encourage efforts to redevelop parcels and existing storefronts in the City of Crosslake.

EV4. Review and refine local ordinances to allow for new food, beverage, and farm-related enterprises.

**Goal 2: Encourage economic growth while maintaining Crosslake's character, through preservation and conservation of the environment.**

EV1. Preserve and conserve greenspaces and waterways.

EV2. Provide assistance in planning and site selection.

**Goal 3: Consider the financial impacts of decisions regarding community growth and development.**

EV1. Develop or adopt a sustainability checklist that determines the long-term maintenance costs of any local public project utilizing grant funds for construction.

EV2. Develop criteria of financial thresholds, above which, a private developer may need to provide additional measures.

EV3. Implement policies that promote fiscal impact analysis for all capital expenditures, developments, or infrastructure projects.





# Transportation

05

Crosslake's multimodal transportation network of roads, bridges, trails, sidewalks, and water transportation is perhaps one of the most critical elements of its future development.

Maintaining and enhancing Crosslake's road systems is foundational in serving the complex needs of its residents, tourists, and local economy. Crosslake's road system provides both mobility and access to a variety of destinations, including employment centers, housing, services, and recreation.

**An effective transportation system relies on more than roads alone. Walking trails, bikeways, sidewalks, and public transit all provide key components to a properly functioning transportation system. Developing a strong multi-modal transportation system that supports the needs of all community members is one of the most critical elements of a thriving community.**

For example, a well-planned multimodal transportation system that connects users to popular community destinations serves as an economic development driver by directing tourists to areas of interest, recreational amenities, and shopping centers.

In addition, a multimodal transportation system promotes a sense of place by providing enjoyable spaces for residents and visitors to easily navigate town, comfortably park, and experience the ease of mobility through a variety of downtown sidewalks, trails, bikeways, or even waterways.

This section of the Plan will identify several of the key transportation assets present in Crosslake. This section will also identify issues and barriers, as well as discuss transportation planning concepts, best practices, and recommendations. The section concludes with Crosslake's Transportation Goals and Policies.

## I. Roads and Bridges

### *Jurisdiction*

One reason that transportation planning can be complex is because of its multi-jurisdictional nature. In an average day a community member could easily utilize a federal highway, a state highway, county road, several local municipal roads, and township roads without ever realizing these jurisdictional changes. Add in state, county and municipal trails, and local or private sidewalks, and one can begin to understand the level of coordination, maintenance,



and planning that is involved in providing the end user with a seamless, well-functioning multi-modal transportation system.

In Crosslake, there are no state or federal highways. There is, however, a network of county roads and highways and local municipal roads, trails, and sidewalks.

### ***Functional Classification***

Functional classification is the grouping of streets and highways into classes or systems according to the character of service they are intended to provide. Basic to this process is the recognition that most travel involves movement through a network of roads. Functional classification defines the role that any road or street plays in serving the flow of trips through an entire network.

Within the City of Crosslake, the functional classification of roads ranges from *Local Roads* to *Minor Arterial*.

- County State Aid Highway (CSAH) 3 from the intersection CSAH 66 south to city limits is a *Minor Arterial*.
- CSAH 66 from CSAH 3 north to city limits is a *Minor Arterial*.
- CSAH 3 from the intersection of CSAH 66 north/east to city limits is a *Major Collector*.
- CSAH 36 is a *Major Collector*.
- CSAH 37 is a *Minor Collector*.
- All other roads in Crosslake are functionally classified as *Local Roads*.

### ***Access Management***

Access Management is the planning, design and implementation of land use and transportation strategies in an effort to maintain a safe flow of traffic while accommodating the access needs of adjacent development.

Often, driveways, intersections and closely-spaced traffic signals along major roads cause safety problems that result in crashes, stop-and-go conditions, and loss of business due to access issues. In addition, it can inhibit a pedestrian's ability to safely cross roads and access local amenities and shopping.

Properly addressing access management can be done by coordinating with county and state transportation authorities, as well developing and implementing local access management plans.

### ***Bridges***

Bridges, by their very definition, epitomize the concept of connectivity. Bridges connect more than land formations; bridges connect population centers with destinations. Bridges connect people with places.



There are four county bridges and three municipally-owned bridges in the City of Crosslake. All seven are listed below with descriptions and technical information. The Crow Wing County Highway Department provides reporting and testing on all seven bridges located in Crosslake.

*The CSAH 3 bridge crosses over the Pine River Reservoir near the geographic center of city limits. This bridge was constructed in 1985 and spans 59.5ft with a roadway width of 44 ft. The CSAH 3 bridge includes two single lanes, shoulders on both sides, and a 9-ft. sidewalk on the west side of the bridge, and it has an average daily traffic (ADT) count of 2,520. This bridge was last inspected on 10/25/2016.*

*A second county bridge is located on Highway 66, spanning Daggett Brook and connecting Daggett Lake to Cross Lake. This bridge was constructed in 1979 and spans 70 feet with a roadway width of 44.1 feet. The CSAH 3 bridge includes two single lanes, shoulders on both sides, and an 8.8ft. sidewalk on the west side of the bridge, and it has an average daily traffic (ADT) count of 6,149. This bridge was last inspected on 11/16/2016.*

*The third county bridge is located on County Road 36 southeast of downtown, and it crosses the Pine River. This bridge was constructed in 1984 and spans 104.5 feet. with a roadway width of 38.5 feet. This bridge also features two single lanes, shoulders on both sides, but does not have pedestrian facilities aside from the shoulders. The County Road 36 bridge has an average daily traffic (ADT) count of 907 and was last inspected on 10/26/2016.*

*The fourth county bridge is located on County Road 16, right next to the Wharf, and spans the Pine River as it connects Cross Lake and Rush Lake. This bridge was constructed in 1963 and reconstructed in 1991 and spans 31.1 feet with a roadway width of 40.3 feet. Similar to the bridge on County Road 36, this bridge also has two single lanes, shoulders on both sides, but also does not have pedestrian facilities aside from the shoulders. The County Road 16 bridge has an average daily traffic (ADT) count of 2,419 and was last inspected on 11/16/2016.*

*A municipally-owned bridge is located on Milinda Shores Road and crosses over Rush Lake Channel. This bridge was constructed in 1950 and reconstructed in 1989. It spans 28 feet with a roadway width of 14 feet. This bridge is a single lane bridge with no shoulders and no pedestrian facilities and has an average daily traffic (ADT) count of 15. It was last inspected on 10/13/2016.*

*Another municipally owned bridge is located on Sunrise Island Road and crosses over the Cross Lake channel. This bridge was constructed in 2011 and spans 60 feet with a roadway width of 20 feet. This bridge is a two-lane bridge with no shoulders and no pedestrian facilities. It has an average daily traffic (ADT) count of 50 and was last inspected on 10/25/2016.*

*A final bridge is located at the end of Daggett Pine Road. This bridge was recently constructed and opened to the public in 2017. It spans 48.17 feet. Due to its construction only two weeks prior to this document being prepared, no additional information is available.*



## II. Trails

For many, trails provide an opportunity to experience the outdoors, engage in recreation, and exercise. Others rely on trails simply for transportation. Increasingly, communities and individuals are realizing the benefits of incorporating trails and greenways into their transportation networks. By their very nature, trails serve a dual purpose. They serve both a transportation purpose, as well as a recreational purpose.

### Recreation - Trails

One of the many benefits of community trails is that they provide accessible recreation opportunities within close proximity to community members' homes. Trails often link residential neighborhoods with destinations such as shopping destinations, employment centers, or other recreational spaces.

- Trails make communities better places to live by preserving and creating open spaces for recreation.
- Trails and greenways provide new opportunities for outdoor recreation and non-motorized transportation.
- Trails also provide a unique facility to serve a diverse population of a community that may otherwise have limited opportunities to access natural areas due to financial or transportation constraints.
- Trails provide affordable exercise and recreational opportunities within the community.

### Transportation - Trails

In addition to providing a recreational purpose, trails function as non-motorized transportation corridors for pedestrians and cyclists. In addition to recreation, trails often link residential neighborhoods with destinations such as shopping, employment centers, or other recreational destinations.

- A quarter of all trips people make are one mile or less, but three-fourths of these short trips are made by car.
- For school trips one mile or less, only 31% are made by walking; within two miles, only 2% of school trips are made by bike.
- Trails link neighborhoods with shopping and entertainment districts and provide pleasant transportation alternatives for commuting to work and school.

In addition to serving both a recreational purpose and a transportation purpose, trails also promote more active, healthier lifestyles, economic vitality, a cleaner environment, and safer, more livable communities.

### Active Living - Trails

While many of us understand that exercise is important for maintaining good health in all stages of life, we often struggle to provide ourselves appropriate amounts of exercise. The U.S. Surgeon General estimates that 60% of American adults are not regularly active, and another 25% are not active at all. Often, busy schedules and the cost of constraints and distance are listed as top reasons for not exercising enough. Trails provide a safe, inexpensive option for individuals in rural communities to get adequate amounts of exercise. There is scientific evidence that supports providing convenient access to places for physical activity, such as trails connecting to parks or other recreational facilities, increases the level of physical activity in a community.

#### Q13: PLEASE INDICATE IF YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS REGARDING CROSSLAKE'S TRANSPORTATION NETWORK:

<b>88%</b> ENCOURAGE	Alternative transportation modes (walking, biking, etc.) are important.
<b>88%</b> ENCOURAGE	I see the value in providing bicycle trails, on-street lanes, and extended sidewalks.
<b>63%</b> ENCOURAGE	More bike facilities (bike lanes, bike parking, etc.) are needed within the city.



## Economic Vitality – Trails

The positive economic impact of trails in communities is increasingly being documented and experienced by both communities and individuals. Trails are becoming common in residential neighborhoods. Development plans for homes, apartments, and townhouses often include footpaths to enhance recreational opportunities and property values. Trails are regarded by real estate agents as an amenity that helps to attract buyers and to sell property. Studies in Denver, Seattle, Minnesota, and other communities across the country have consistently found that the proximity to trails increases the value of homes from one to 6.5%.

Furthermore, the concept of “Trail-Towns” seeks to create economic growth, grow local business, and create jobs by compounding the economic potential of trails within communities and by emphasizing a community’s trail assets and amenities.

Crosslake boasts eight trails within city limits. Four of Crosslake’s eight trails are separated, 8-foot paved trails. These trails include:

- West Shore Drive Trail
- Daggett Pine Road Trail
- CSAH 66 Trail
- Manhattan Point Trail

The other four designated trails in Crosslake either consist of extended shoulders on municipal or county roads or are scheduled to have extended shoulders. These trails include:

- Anchor Point Road Trail
- Signed Trail along County Road 103 (2-foot shoulders)
- Signed Trail along County Road 16
- Signed Trail along County Road 36 (Scheduled to have 6-foot shoulders)

In addition, all the county roads in Crosslake also have extended shoulders that could act as trails similar to the ones listed above, however they are not signed as designated trails.

## Sidewalks

Crosslake is relatively unique in that it relies heavily on the CSAH 66 trail and has a very limited sidewalk network. The city’s only sidewalk is located along Swann Drive from CSAH 66 to Town Square.

In addition to the public sidewalk on Swann Drive, there are other segments of privately owned sidewalks, including a network of sidewalks at Town Square and a network of sidewalks that is owned by the Army Corps of Engineers near the dam.

## Non-Motorized

- Biking
- Water Trails
- Snowshoeing
- Cross-Country Skiing

## Motorized

- Snowmobile
- All-Terrain Vehicle (ATV)
- UTV
- Motorized Watercraft

## Parking Strategies

Parking strategies throughout the city must address not only the quantity and location of parking, but also the quality and characteristics of spaces available.



*The above images depict various on-street bicycle options. Striping must conform to MUTCD standards.*

Providing convenient and centrally located lots clearly marked as public parking can encourage existing customers to explore commercial areas throughout the city by communicating that the lot is an appropriate location to leave their vehicle for an extended period. The addition of public parking in one or more lots throughout the city is a long-term strategy that is largely dependent on the timing of redevelopment and availability of individual properties.

### **Paul Bunyan Scenic Byway**

The Paul Bunyan Scenic Byway was designated as a State Scenic Byway in June 1998. The 54-mile route (much of which is in Crosslake City limits) passes forests of jack, red, and white pine, spruce, cedar, and birch/aspen mix. It circles around the 14 lakes of the Whitefish Chain and travels the north side of Pelican Lake. The natural resources of lakes and woods provide natural, scenic, recreational, historic, and cultural resource opportunities for residents and visitors alike.

### **State of Minnesota Scenic Byway Designation**

A scenic byway is a set of roads that tell the story of their area's archaeological, cultural, historic, natural, recreational, and scenic qualities in a compelling and extraordinary way. Byway routes are selected based on their characteristics and how well they represent their region.

Minnesota Scenic Byways are roads that pass through 22 transportation corridors that feature many of Minnesota's finest cultural, historic, natural, recreational, archaeological, and cultural locations and landscapes. Grassroots organizations have nominated these byways for byway designation and engage in planning, conservation, preservation, and marketing activities to ensure a quality byway experience for visitors and residents.

Four state agencies, including the Minnesota Department of Transportation, the Minnesota Department of Natural Resources, the Minnesota Historical Society, and Explore Minnesota Tourism, partner with these grassroots organizations and with local governments on byway projects.

### **Complete Streets**

*Complete Streets* is an approach to road planning and design that considers and balances the needs of all transportation users. It's about improving the transportation system's safety and functionality for all users. Its main premise is for people to get around safely and efficiently from point A to point B, using whatever mode of travel they choose.

The *Complete Streets* approach helps to maximize the use of public roadways and right of way to provide a comprehensive and connected multimodal transportation system.

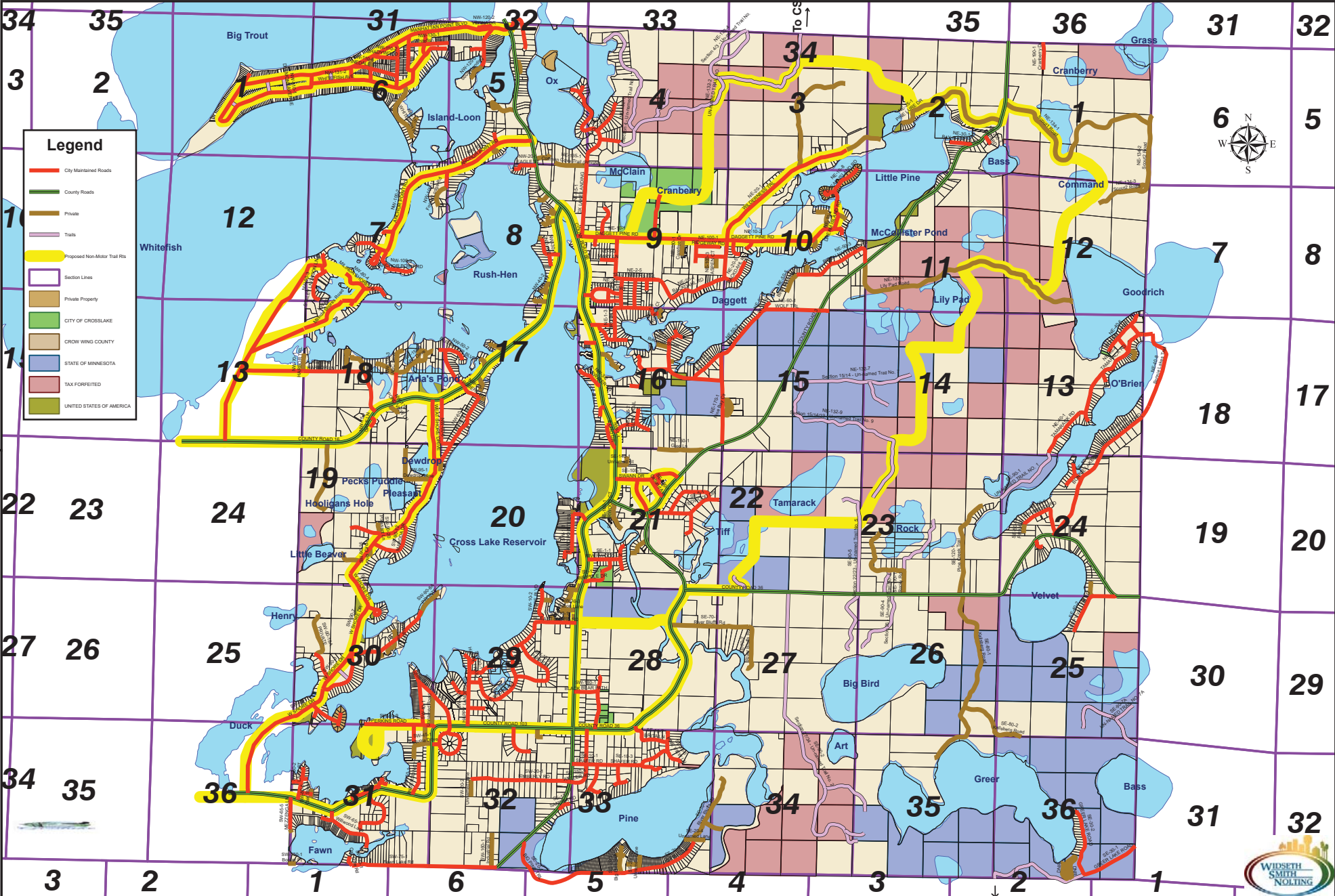
*Complete Streets* in a rural setting looks different from *Complete Streets* on a main street running through a small community, which may look different from *Complete Streets* in the Minneapolis-St. Paul metropolitan area.

There are many factors involved in selecting the appropriate mix of transportation options, and every community has unique challenges and opportunities. Some of these factors include:

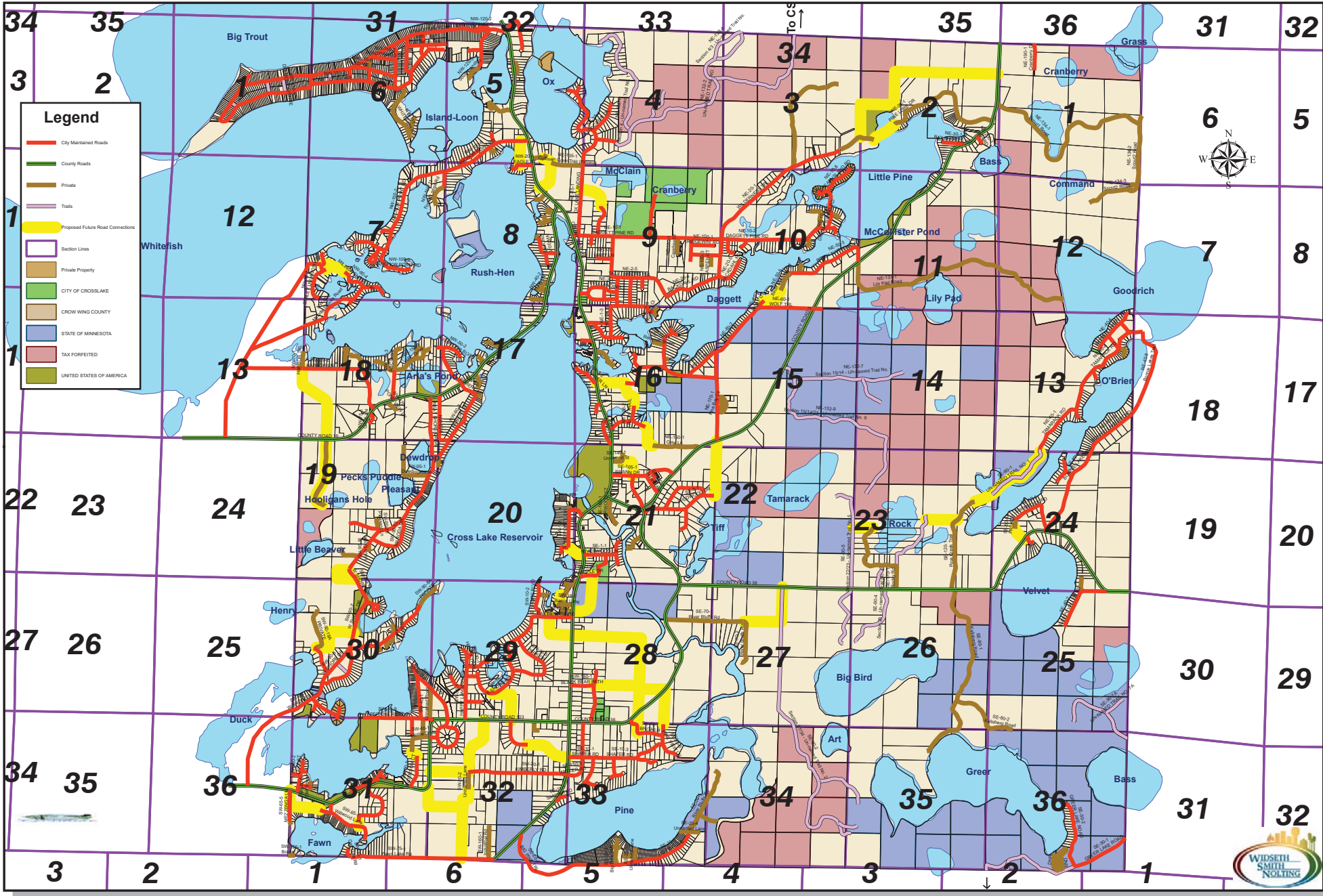
Community context:

- Topography
- Road function
- Traffic speed and volume
- Freight volumes
- Pedestrian and bicyclist demand

Some of the Complete Street options available to communities include paved shoulders, sidewalks, bicycle lanes or dedicated bikeways, pedestrian refuge medians or bump outs, truck mountable curbs in roundabouts, signal retiming, and updated striping.









## TRANSPORTATION GOALS

**Goal 1: Continue to prioritize a well-maintained transportation system that provides adequate mobility for all modes and all users, including transit.**

T1. Explore a Complete Streets policy.

T2. Develop a network of enhanced local connections to area amenities, business centers and other destinations via bike lanes, sidewalks, and multi-use trails.

T3. Consider developing a local access management policy.

T4. Develop a wayfinding and signage strategy.

T5. Encourage interconnected development patterns that create convenient multi-modal transportation options and foster a strong sense of place.

- i. Explore opportunities to expand non-motorized transportation networks.
- ii. Explore opportunities to expand motorized networks.

T6. Design and construct streets that account for four-season use by incorporating all modes of travel.

T7. Improve and expand bicycle lanes, sidewalks, crosswalks, and multi-use trails.

T8: Maintain and improve the existing road system to provide for traffic flow that is safe and efficient for all users. This includes vehicle and truck traffic, pedestrians, bicycles, ATV/OHV, snowmobiles, and other.



# Infrastructure

06

Infrastructure is the backbone of every community. Adequately maintaining and enhancing Crosslake's infrastructure impacts all aspects of community life and development. Infrastructure includes any publicly owned capital asset such as municipal buildings, transportation facilities (roads, bridges, trails, sidewalks, signage), water and wastewater systems and stations.

Infrastructure can also include privately owned capital assets including dams, electrical systems (generation sites, cable, conduit and equipment), oil or natural gas pipelines and hookups. Increasingly, communities are also considering high speed internet to be akin to a public utility, essential for any community to compete in the global economy. Therefore, broadband fiber and the subsequent last mile connections would also be considered infrastructure.

In short, infrastructure is comprised of the hardware and capital assets that enable us to enjoy the wide array of modern amenities that are crucial to our way of life but often go unnoticed.

A community's infrastructure capacity can either be a limiting factor for community growth or act as a catalyst for community growth. City staff and officials can, through proper planning, develop Crosslake's infrastructure to guide community development in ways that are in the best interest of the community. Infrastructure can become a powerful tool to strike a balance between Crosslake's economic vitality and conserving the environment and essential character of Crosslake.

## Public Sector Infrastructure

Crosslake's public-sector infrastructure consists of several municipal assets including buildings, city-owned land, the road network, trail networks, and some street lighting in and around the downtown. The city's buildings include:

- City Hall
  - Police Department
  - Fire Hall
  - North Ambulance Service Garages
  - Community Center
  - Public Works facility
  - Wastewater Treatment facility
- } All share a common building.

While Crosslake does not have a public water works, the city is currently in the beginning stages of developing plans for an expanded wastewater treatment facility. Additionally, the city is also in communication with Crow Wing County regarding updating its storm water system.

An additional infrastructure asset serving Crosslake is the U.S. Army Corps of Engineers Dam. Operated by the U.S. Army Corps of Engineers, the Crosslake Dam and Recreation Center provides excellent recreation opportunities. The construction of the dam at Crosslake raised the water level, making channels between the lakes and forming the Pine River Reservoir, which is better known as the Whitefish Chain of Lakes.

Significance: The Pine River Dam is one of six Mississippi River Headwaters Reservoirs dam sites that are historically significant for their association with navigation, commerce, tourism, the Ojibway Indians, and U.S. Indian policy in Minnesota in the late 19th century. By providing a consistent flow of water throughout the navigation season, the Pine River Dam enhanced navigation and aided in the commercial development of the Upper Mississippi River and the surrounding region. The dam site was also one of the earliest non-Indian settlements in the region and by the late 19th century was attracting some of the first tourists to the area. The Mississippi Headwaters project precipitated a century-long conflict between the tribe and the U.S. government over the damages resulting from the inundation of tribal lands and property.

Source: <http://www.loc.gov/pictures/item/mn0392/>

### **Private Sector Infrastructure**

The energy needs of Crosslake residents are met by Xcel Energy, which provides natural gas, and Crow Wing Power provides the community with electricity.

In addition to telephone and cable television, Crosslake Communications provides Crosslake with one of the city's most valuable assets - broadband fiber. In today's global economy, fast, reliable, and affordable internet is critical for the success of students, businesses, and communities. With many rural areas still not served by fast, reliable, and affordable internet, Crosslake's network of broadband fiber is an extremely valuable economic development tool that can be used to attract new residents, new businesses, or both in the form of work-from-home businesses, such as consultants.

## **INFRASTRUCTURE GOAL**

**Goal 1: Provide and maintain quality infrastructure that meets the daily needs of Crosslake residents and visitors and promotes the spirit of the community.**

I1: Develop and implement an infrastructure maintenance plan that includes:

- i. Roads
- ii. Bridges
- iii. Water, wastewater, storm water
- iv. Other city facilities

I2: Continue to maintain the city's Capital Improvement Plan (CIP)

# Public Safety

Public safety is one of the underpinnings of a successful community. Law enforcement, fire, and emergency medical services ensure residents and visitors can live, work, and play in Crosslake knowing that they and their loved ones, their livelihoods, and personal property are safe and protected, and that they will be provided the assistance needed in case of a crisis event or emergency.

One of the biggest challenges that the city of Crosslake has, particularly for law enforcement, is the increased service demand during peak summer months. Due to the influx of seasonal residents and tourists, Crosslake's population swells from 2,141 to nearly 10 times that amount during peak weekends. With such a drastic increase in population, the demand for city services increases as well. Planning for this peak demand is challenging, and the city staff, along with elected leaders, continue to seek innovative ways to overcome these challenges and meet these needs.

## ***Law Enforcement***

Crosslake enjoys law enforcement primarily from the Crosslake Police Department, but also through coordination with the Crow Wing County Sheriff's Department, the Minnesota State Patrol, the Minnesota Bureau of Criminal Apprehension (BCA), as well as other state and federal law enforcement agencies.

The mission of the Crosslake Police Department states:

*"It is the mission of the Crosslake Police Department to work with the citizens of our community to preserve life, maintain human rights, protect property, and promote individual responsibility and community commitment."*

*"It is our goal to improve and maintain the quality of life the residents of the City of Crosslake enjoy and to ensure that our city is a safe place to live, work and visit."*

The Police Force capabilities and resources include, but are not limited to:

- Officers
- Squad vehicles
- Training
- Services

## ***Fire Services***

The capability of the all-volunteer Crosslake Fire Department is such that it can serve not only the needs of residents and businesses of Crosslake, but also the people of surrounding communities through a mutual aid agreement through the Cuyuna Range Fire Fighters Association.

There are currently 25 active volunteer members, 21 of who are also medically trained. The trained volunteer members include one paramedic, four EMTs, and sixteen EMRs. The Crosslake Fire Hall is outfitted with an Engine 1 that has a 1500-gallons-per-minute (GPM) pump with 1000 gallons of on-board water. It also has an Engine 2 with a 1250 GPM pump and 1000 gallons of on-board water. The fire department also has two water tenders with a combined tank volume of 5000 gallons, and Rescue Vehicles 1 and 2, including a Zodiac Boat for water rescue operations. In addition, the department has a grass rig for brush and wildfire response, as well as a utility pump. Lastly, there are 5 dry hydrants located throughout the city and a 350 GPM well at the fire hall.



### *Emergency Management*

Crow Wing County Emergency Management coordinates with local, state, and federal agencies to preserve life, property, and the wellbeing of Crow Wing County citizens from natural, technological, and man-made disasters. By coordinating with Crow Wing County Emergency Management, Crosslake avails itself to additional emergency management resources such as the Allied Radio Matrix for Emergency Response (ARMER)/800MHz, additional fire prevention programs, National Incident Management System (NIMS), the Incident Command System (ICS), and Hazard Mitigation Planning.

## **PUBLIC SAFETY GOAL**

### **1. Promote a safe community by providing equal access to emergency services for all residents and visitors.**

PS1: Develop and implement an emergency management plan and provide education opportunities for residents and city officials on how to react during an emergency.

PS2: Conduct citizen outreach events to establish relationships between residents and public safety personnel.

PS3: Continue to ensure our community has adequate funding for public safety, facilities, services, equipment, administration, and staffing.



# Environment

07

Crosslake's natural beauty, lakes, and environmental areas are what sets the city apart from its peer cities. Crosslake is the only community located on the Whitefish Chain of Lakes. The environment and natural resources are the biggest reasons that people come to the area to enjoy the lakes and all they have to offer <sup>6</sup>.

Understanding the city's natural resource inventory and amenities is the first step in planning where development and redevelopment should be encouraged or discouraged. This study will allow city officials and city staff to achieve the maximum value in the development process.

In an effort to maximize value on every parcel throughout the city, an analysis of the natural resource inventory will determine areas that are most suitable for development, while other areas have a higher natural value. These natural and sensitive environmental areas are best left protected from urban development and will provide the city the opportunity to enhance these areas and water bodies.

Crosslake has developed a culture of enhancement and preservation of its natural resources. It was noted during the planning process that these efforts have been instilled in long-range planning efforts from the past 20 years. Crosslake has the opportunity to become a leader in water quality and preservation in our region and has the opportunity to teach its visitors about the importance of this trait.

## Existing Conditions

There are 41 classified lakes and 61 public water bodies that are identified by the DNR. Nearly a third of the city's surface area is comprised of water, primarily lakes. The largest lakes include Lower Whitefish, Rush, and Cross Lake. The Chain of Lakes and the river form a central spine of the community, offering a large buffer or natural barrier, as well as an opportunity for natural resources, park and trail development, and open space facilities.

People move to Crosslake to enjoy its natural beauty. It's imperative to preserve the environment. This has been noted as an essential, defining characteristic of Crosslake.

## Shoreland Regulations

The City of Crosslake has adopted the shoreland regulations that comply with DNR standards. The city has also taken action to implement more restrictive regulations in an effort to enhance the water quality.

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<sup>6</sup> 2008 Comprehensive Plan

The DNR's Shoreland Management Program provides for the orderly development of shoreland and protects lakes and rivers from pollution by individual sewage treatment systems and non-point sources. The intent of this program is to encourage development of shorelands in ways that enhance water quality and preserve scenic resources. The program implements the Shoreland Management Act, which regulates all land within 1,000 feet of a lake and 300 feet of a river.

The standards for any given lake or river varies depending on its classification. The DNR provides for three classifications of lakes: Natural Environment, Recreational Development, and General Development. Rivers have six primary classifications: Remote, Forested, Transition, Agriculture, Urban, and Tributary. In addition, some rivers have special classifications other than those listed above. These include: state or federal Wild and Scenic Rivers, Critical Area Rivers, Trout Streams, and Special River Management Districts.

**Q16: PLEASE INDICATE WHETHER YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS REGARDING WATER QUALITY BEST MANAGEMENT PRACTICES (BMP's):**



The City of Crosslake adopted shoreland regulations on January 13, 1992 to comply with the DNR model. It should be noted that Crosslake has also added more restrictive regulations in some portions of the DNR model.

### **Vegetation Management in Shoreland Areas**

The protection of natural vegetation in shoreland areas, especially along lakes and streambanks, is critical to maintaining water quality and wildlife habitat. Good shoreland management requires the protection of natural vegetation in shore impact zones, steep slopes, and bluff areas.

Shoreland vegetation (native trees, shrubs, forbs, grasses) provides numerous ecological benefits including:

- Minimizes the erosive impact of raindrops
- Holds soils and limits soil erosion from surface runoff, which is important since high velocity or concentrated runoff volumes can readily erode soils
- Removes nutrients in runoff which would degrade water quality
- Binds and strengthens the soil column with deep, dense roots which prevent and reduce the likelihood of bank or slope failure
- Provides diverse fish and wildlife habitat
- Provides privacy and helps screen shoreland development
- Provides natural and aesthetic views
- Reduces erosion by protecting the banks against wave energy

### **Floodplains**

The City of Crosslake has adopted the DNR's Floodplain Management Regulations. The purpose of this program is to minimize the threat to life and property that can result from flooding.

### **Wetlands**

Crosslake boasts a plethora of wetlands sprinkled throughout the city's land area. Wetlands are valuable for storing and stabilizing surface waters in an effort to support wildlife habitat and protect against flooding and droughts.





Wetlands are the environment's first defense in cleansing and purifying runoff water by removing nutrients and contaminants.

### **Tourism**

The abundance of natural resources brings people from across the Midwest and beyond to Crosslake. Every year snowmobilers make Crosslake a destination as they stop to patronize local businesses. In the summer months, visitors relocate to the area for four to six months. The Army Corps Campground provides a place for RVing and camping directly adjacent to Cross Lake. Additionally, recreational opportunities bring people from all over to go fishing, boating, and hiking.

### **Natural Resources as an Economic Engine**

Natural amenities have been correlated with job and economic growth in rural communities. People are drawn to the rural outdoors, that can be developed upon or enhanced as part of an asset-based economic development strategy. Crosslake can invest in recreational facilities or can look at amenities as an asset in their undeveloped form and consider opportunities related to low-impact outdoor activities (hiking, cross country skiing), or as scenery that provides a backdrop to residential development.

### **Green Infrastructure**

Green infrastructure includes a range of approaches for managing stormwater near where it falls. Most green infrastructure mimics the natural processes of soils and vegetation to capture, slow, and filter runoff, often allowing it to recharge ground water, but some practices collect and store rainwater for future use. Some techniques use permeable pavements, bioswales, rain gardens, vegetated or "green" roofs, rain barrels, and cisterns. These solutions work at the site scale and can fit into individual development, redevelopment, or retrofit projects. Stormwater has historically been managed by traditional underground storm sewer systems. This "grey infrastructure" has the single purpose of collecting and carrying runoff from city streets, parking lots, and other impervious surfaces as quickly as possible. Many communities are now looking to combine gray and green infrastructure approaches to manage stormwater in achieving multiple community goals.





## ENVIRONMENTAL GOALS

### **Goal 1: Protect and enhance the city's natural resources, waterways, and environmentally sensitive areas.**

- E1. Continue to enhance erosion control measures and sediment control policies.
- E2. Assess and improve water management and stormwater management policies, shoreland buffer requirements, and effective zoning controls.
- E3. Consider developing local storm water infiltration standards.
- E4. Research and assess water conservation policies.
- E5. Research and consider the benefits of developing a Natural Area Management Plan and efforts to forest the community to ensure conservation of Crosslake's shorelands and woodlands.
- E6. Assess and improve minimum setbacks from and vegetative buffers around water bodies.
- E7. Consider environmental protection overlay district to protect environmentally sensitive areas such as sensitive shorelands, steep slopes and bluffs, and wetlands.

### **Goal 2: Encourage and provide education to the community about best management practices regarding environmental stewardship and promoting green space.**

- E1. Consider policies that encourage green infrastructure and protect existing systems.
- E2. Engage community volunteers and stakeholders to restore and maintain natural resources and sensitive environmental areas.
- E3. Work with local and state organizations to fund ongoing ecological management and restoration.
- E4. Collaborate with local businesses, service organizations, and community partners to expand the value of the open space and natural resource system.



# Recreation

08

Lakes and parks have long been considered the “front door” of the community. Green spaces help define the curb appeal and local flavor of the community that welcomes residents and visitors alike. Crosslake’s public spaces, parks, and lakes are what people identify with the city.

A successful park network contributes to a great community and higher quality of life. Parks contribute to the pride of the community, increase positive health outcomes, provide environmental benefits, encourage private development, and invite visitors to the city. As Crosslake continues to grow, the park and recreational facilities will need to accommodate that growth by responding to active and passive needs.

Open space and sensitive environmental areas provide scenic opportunities as well as preserve the small-town feel and quality of life. The park, trail, and open spaces of Crosslake help preserve valuable wildlife, habitat, and scenic landscapes that make the city so unique.

This chapter will address the park, trail, and open space network, as well as programming and activities that are offered to residents and visitors.

## Existing Conditions

The city’s park network is classified by whom they are designated to serve. A park that is developed and intended to serve neighborhood residents has a different need than a park built to serve the needs of the community as a whole.

### Park and Trail Classifications

The National Recreation and Park Association (NRPA) and the American Academy for Park and Recreation Administration (AAPRA) have formed parks and trail guidelines that outline the service needs and functional guidelines for park development. The following is a list that classifies parks and trails on their level of service:

#### Mini-Park

The smallest park classification that is used to address unique recreational needs (i.e., pocket park) is the mini-park. The location criterion is less than a quarter mile distance in a residential setting. The size criterion is 2,500 square feet to one acre in size.

#### Neighborhood Park

This park system serves as the recreational and social focus of the neighborhood. The neighborhood park provides both active and passive recreational opportunities for all age groups living in the surrounding neighborhoods. The location criterion is a quarter-mile to a half-mile in service area needs. The typical size is 5 to 10 acres.

### Community Park

This park classification is larger in size and serves a broader focus. Typically, a neighborhood park provides recreational opportunities to residents living a quarter- to a half-mile from the facility. This classification provides both active and passive recreation opportunities. The location criteria should serve two or more neighborhoods with a half-mile to three-mile service radius. The recommended size is between 30 to 50 acres (size may be determined as needed to accommodate desired uses).

### Special Use Park

This classification covers a broad range of parks and recreational facilities orientated toward a single purpose such as social, cultural, or historical. Examples include arboretums, public gardens, or performing arts facilities.

### Greenways

Greenways link park networks together in an effort to create a cohesive system that emphasizes the natural environment. The locale of these networks is primarily based on the availability of land. Typical greenways are linear in nature and follow natural corridors.

### Open Space

This classification is broadly defined and can include woodlands, wetlands, floodplains, slough, open fields, etc.

Crosslake is unique in the amount of publicly owned acreage that exists in city limits. From the Army Corps of Engineers to the Minnesota Department of Natural Resources to Crow Wing County, opportunities for passive recreation are in abundance.

## CROW WING COUNTY PARKS, TRAILS, AND OPEN SPACE PLAN

In 2005, Crow Wing County adopted its *Parks, Trails, and Open Space Plan*. This Plan was innovative for its time. The Plan was the work of the county's newly formed Parks Department and Parks Advisory Commission. The document provides a detailed policy and strategy guidance document that implements the priorities of the county's Comprehensive Plan.

## CROW WING COUNTY COMPREHENSIVE RECREATION TRAILS PLAN

The Plan focuses on recreational trails and facilities under the direct management of Crow Wing County. It addresses the priorities for the management of diverse recreational trails, as well as opportunities on Crow Wing County-managed lands. There are 103,000 acres of tax-forfeited property distributed throughout the county. The demand for multiple uses on public lands increases management pressure. The Plan reports on the outcomes of the plan development process and focuses on the near-term priorities for addressing trail management opportunities on these lands.

## PARKS AND TRAIL LEGACY PLAN

This Plan includes a vision for 25 years and includes a 10-year strategic coordination element for the allocation of money in the Parks and Trails Fund as well as other traditional sources of funding. The four strategic directions include:

- Connect people and the outdoors
- Acquire land, create opportunities
- Take care of what we have
- Coordinate among partners

## EXISTING PARK NETWORK

### Community Center

Outside of the community center doors, residents and visitors will find 155 acres of wilderness and turf areas that provide additional amenities such as baseball and softball field, picnic shelters, tennis courts, outdoor pickleball courts, a skating pond, bocce ball courts, shuffleboard courts, nine holes of disc golf, a community garden, playground equipment, and miles of wilderness hiking and ski trails. In addition, nearly six miles of cross-country ski trails are available starting at the Crosslake Community Center.

### Library

The Crosslake Area Library is home to more than 22,000 books. The facility has public computers, offers WIFI, and includes a variety of magazines and newspapers for the public to enjoy. The Crosslake Library serves the children of the Crosslake Community School during the school year. The city of Crosslake has forged a wonderful partnership with the Kitchigami Regional Library System. This relationship provides Crosslake area residents with the capability to have any material included in the state library system delivered free of charge to the local library.

Outside the library doors you will find one of Crosslake's most beautiful patio gardens. The patio includes many plants and flowers along with a stunning waterfall, pergola, and comfortable furniture.

The Crosslake Library is run almost entirely by volunteers. The city employs a volunteer coordinator to manage the day-to-day operations and to assist with training and scheduling.

### Cross Lake Recreation Area

This recreation area is owned by the U.S. Army Corps of Engineers and is situated on the east side of Cross Lake. This recreation area provides water entertainment opportunities like boating, water skiing, and fishing. Two onsite beaches are convenient for swimming. The recreation area consists of a playground area, 121 campsites, picnic shelters, and fishing docks.

## EXISTING TRAIL NETWORK

Crosslake boasts eight trails within city limits. Four of Crosslake's eight trails are separated, 8-foot paved trails. These trails include the West Shore Drive Trail, Daggett Pine Road Trail, CSAH 66 Trail, and Manhattan Point Trail.

The other four designated trails in Crosslake either consist of extended shoulders on municipal or county roads or are scheduled to have extended shoulders. These trails include:

- Anchor Point Road Trail
- Signed Trail along County Road 103 (2-foot shoulders)
- Signed Trail along County Road 16
- Signed Trail along County Road 36 (Scheduled to have 6-foot shoulders)





In addition, all the county roads in Crosslake also have extended shoulders that could act as trails similar to the ones listed above, however they are not signed as designated trails.

### Future Park Opportunities

As the City of Crosslake's population evolves and ages, city park and recreational facilities will need to accommodate these changes.

It's vital to serve all residents and neighborhoods with park and recreational facilities. As additional areas are identified for redevelopment, it is crucial to identify new areas that need to be served by park and recreational facilities.

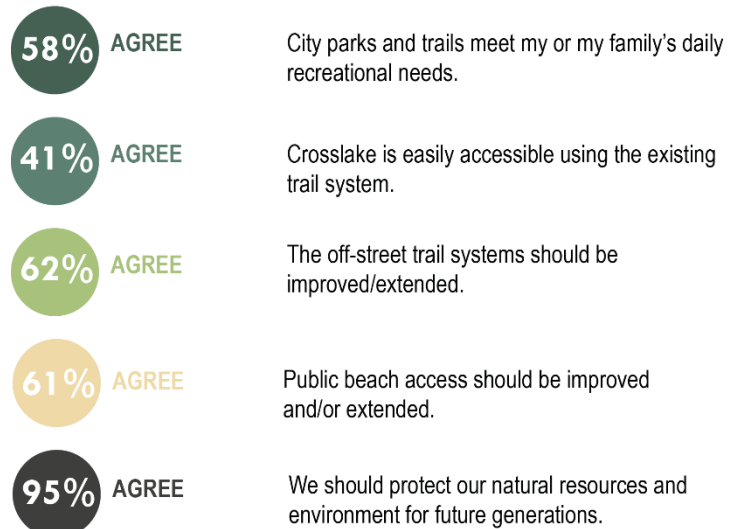
The community survey asked residents to indicate their opinions regarding the park and trail network. After evaluating the responses, the existing networks serve the residents well.

The respondents to the community survey specified that they were interested in expanding hiking and biking opportunities as well as adding more connections to the water. Residents would prefer to see an interconnected trail network that provides loops around the community's lakes and connects residents to the amenities and the services that they enjoy, especially in the summer months.

In addition to the community survey, the Minnesota Design Team's planning process included a variety of public meetings intended to gather feedback on future park ideas. The following ideas and suggestions are conceptual in nature. The public has shared an interest in the following additions to the Crosslake Park System:

- |  |                               |
|--|-------------------------------|
| - Dog Park, Swimming Beach               | - Teen Activities Room        |
| - Additional Disc Golf Holes             | - Ice Arena                   |
| - Soccer Field                           | - Sledding Hill               |
| - Year-Round Outdoor Restroom Facilities | - Dedicated Pickleball Courts |
| - Skate Park                             | - Splash Pad                  |
| - Swimming Pool                          | - Outdoor Basketball Court    |
| - Public Computer Room                   | - Additional Trails           |
| - Relocation of Softball Field           | - Archery Range               |
| - New Playground Equipment               | - Zip Line                    |
| - Rolling Doors for Picnic Shelter       | - Mountain Bike Trails        |
| - Irrigation for the Park                | - Sand Volleyball Court       |
| - Extension of Meeting Room #3           | - Paved Running Track         |

### Q17: PLEASE INDICATE IF YOU AGREE OR DISAGREE WITH THE FOLLOWING STATEMENTS ABOUT CROSSLAKE'S PARK AND TRAIL NETWORK:



## RECREATION GOALS

### **Goal 1: Encourage an equitable mix of recreation opportunities for residents and visitors.**

R1. Promote year-round recreational activities.

R2. Prioritize recreational opportunities that would serve all users and ensure compliance with the Americans with Disabilities Act (ADA).

R3. Continue to ensure the community has adequate park administration, staffing, governance, and funding.

R4. Continue to seek funding to develop trailhead staging areas as trails are constructed.

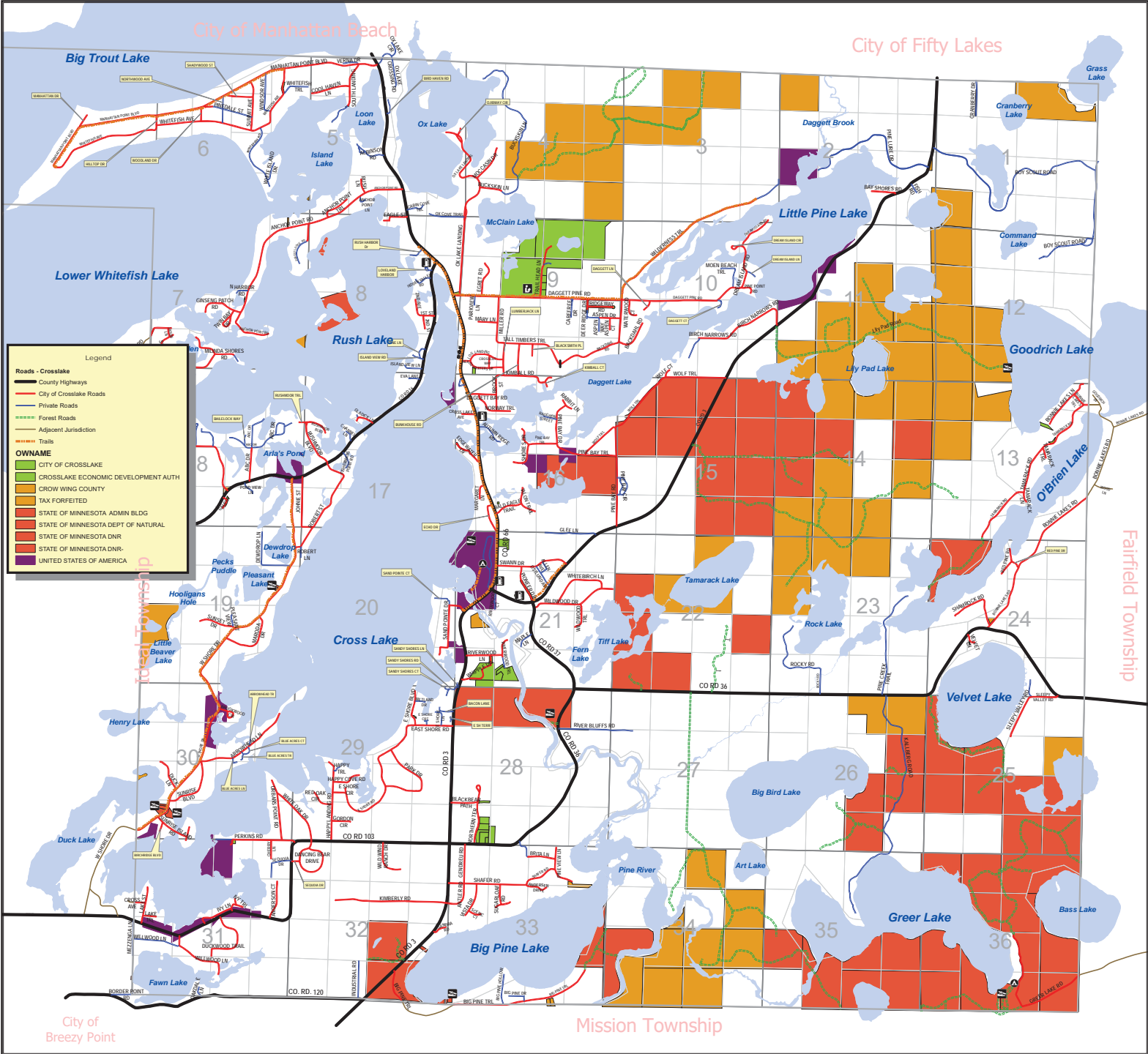
R5. Seek opportunities to promote Crosslake's recreational amenities.

### **Goal 2: Promote quality natural areas, lakes, scenic corridors, and open spaces to meet the community's existing and future needs.**

R1. Continue to maintain and enhance existing recreational assets and opportunities.

R2. Seek innovative ways to enhance features such as low impact pedestrian infrastructure through wetlands and green or open spaces in and around Crosslake.

R3. Create a meaningful and inviting network of trails and pathways through welcoming, non-intrusive connections to local and regional natural areas and recreation facilities.





# Community Facilities

09

## Education

All children are born with innate abilities, gifts, and talents. To allow these assets to go unrealized would be a tragedy for students, their families, and the entire community. While this is often the case for communities across the nation, it is through the combined talents of individuals that Crosslake's students prosper.

In order for communities to thrive in the 21<sup>st</sup> century economy, a workforce of knowledgeable, skilled workers is absolutely critical. Therefore, training the next generation of leaders requires specialized knowledge, the ability to think critically, and to problem solve, all while mastering technology.

It is for these reasons that the City of Crosslake seeks both to commend the school districts serving residents of Crosslake and to continue partnering with them in the magnificent work they are doing in preparing the next generation of community leaders.

It is in this spirit that the City of Crosslake seeks to solidify its commitment to fostering strong relationships with school districts as crucial community partners through coordination of long term community planning, increased communication, and potential partnerships that engender a richer quality of life for Crosslake community members.

Crosslake students have the opportunity to attend one of several school districts including:

- Crosslake Community School
- Pequot Lakes
- Crosby-Ironton
- Pine River-Backus

## EDUCATION GOAL

**Goal 1: Continue to foster strong relationships with the Crosslake Community School District and Pequot Lakes, Crosby-Ironton, and Pine River-Backus School Districts as community partners.**

EDU1. Invite periodic school board updates at city council meetings.

EDU2. Share long term and capital improvement plans with the Crosslake Community School Board for increased communication and planning.



## Healthy Communities

Our physical environment plays a significant role in determining our community's health. In addition to our personal choices and socioeconomic factors such as income and education, we find that our building structures, transportation networks, public facilities, and landscapes play a significant role in our health outcomes. Level of physical activity, diet, and mental health are impacted by our environment.

Communities that offer quality housing, healthcare access, transportation choices, recreational choices, accessible natural spaces, healthy food options, clean water, safe neighborhoods, and clean air have been shown to promote health.

Survey respondents seek various components that make a healthy community as Crosslake crafts a blueprint for the future. In a sense, many of the healthy community principles exist in Crosslake, but may not be appropriately marketed or targeted.

## HEALTHY COMMUNITY GOALS

### **Goal 1: Foster relationships with healthcare providers in the city and regional partners.**

HC1. Raise awareness among the public of health issues, prevention, and programs related to healthy lifestyles.

HC2. Respond to public health issues specific to the region such as smoking, hazardous materials, drug use, mental health, and environmental health concerns.

### **Goal 2: Encourage healthy lifestyles for Crosslake residents and visitors.**

HC1. Integrate health impacts at every stage of community development in areas such as:

- Walkability
- Bikeability
- Waterways
- Neighborhoods
- Green building practices
- Mixed use development

HC2. Promote and improve community gardens and community supported agriculture.

HC3. Support food-related businesses and initiatives that will advance the development of local and regional economies.

HC4. Adopt policies that support infill development and redevelopment over greenfield development.



# Implementation

09

This chapter will serve as the action plan for prioritizing the goals and policies within each chapter of the Comprehensive Plan. Once the Plan is adopted, a new cycle of continuous work begins. The Comprehensive Plan is intended to guide many of the goals and decisions made by the city each year. The Plan is an effort to describe the community's vision for the future to achieve a vibrant and thriving community.

This section summarizes the recommendations and policies and provides an implementation schedule that city staff, committees, and councils can use to develop recommended timeframes for executing individual projects and initiatives. This implementation section of the Plan is intended to provide communities a tool that can be used to bridge the gap between planning and implementation. Ideally, this chapter of the Plan would be used and revised annually at the annual budget meeting to align the city's planning priorities with its investment priorities. Furthermore, the city should consider utilizing the services of an objective third party to facilitate this discussion.

Actions are concrete initiatives that are intended to carry out an idea, goal, policy, or strategy that has been identified in the Plan. The following table provides a summarized list of major action items to be carried out as a part of this Plan. The action items are assigned a priority rating of high, medium, or low, identify a responsible entity, and provide a timeline in terms of short, medium, or ongoing timeframe.

## Strategies

The following section outlines a set of strategies or actions that carry out the proposals of the Comprehensive Plan over time.

The strategies should be woven into the daily activities of the local jurisdiction and the various departments and are **highly encouraged** to be included in the budgeting and capital improvement programming. Reaching an understanding of which strategy should be given the highest priority is a key step a community should take to implement the Plan. In an effort to measure and report on the progress, the following general principles will support implementation efforts:

- Connect Plan implementation to the capital improvement plan (CIP) process.
- Connect Plan strategies to the annual budgeting process.
- Establish organization cooperation.
- Identify funding sources for Plan implementation.
- Establish implementation benchmarks and targets.
- Report annually on implementation progress.

- Adjust the Plan as necessary based on evaluation.

Strategies are the final steps in prioritizing the goals and policies of each Plan element. The following table summarizes a list of implementation action items in order to implement the recommendations over a short-term, medium-term, and ongoing time frame. As items are completed, new goals and policies should be identified and brought forward to implementation. Some of the following recommendations may require substantial cooperation with others, including other units of government, the private sector, and partnerships with area stakeholders. In addition, other city departments, administration, or city council priorities may affect the completion of these key action items.

## 01

## LAND USE

Strategy	Sub-strategy	Lead	Priority	Timeline
Review the Comprehensive Plan yearly and determine a priority set forth throughout the document	Hold a joint workshop at the beginning of each year			
Review city code and revise any inconsistencies from the Comprehensive Plan	Ensure CUP requirements align with the Comprehensive Plan			
Identify primary infill development sites	Concentrate new infill development within key development areas noted in the Plan			
	Concentrate new infill development at nodes along CSAH 66			
Review the city's zoning map compared to the Future Land Use Map (FLUM) and consider zoning amendments as appropriate				
Create a new residential zoning district for rural residential lots between 2 and 3 acres (RR2)				
Develop a medium density land use classification and associated zoning district				
Identify priority sites that preserve wetlands or aid in water quality of adjacent water bodies and encourage the preservation of these sites				
Implement gateway signage along the Highway 66 corridor	Identify key areas for wayfinding signage that are <u>strategically</u> located throughout the city			

Strategy	Sub-category	Lead	Priority	Timeline
Support infill development	Develop alternative strategies to fund and facilitate redevelopment projects			
Identify housing needs for seniors, young families, and workforce				
Conduct a market study	Build an understanding of housing market and housing needs to broaden redevelopment strategies			
	Accommodate a mix of housing types and tenure (rent/own) to serve the diverse needs of Crosslake residents			
Work with community partners to target market gaps				
Encourage housing rehabilitation	Consideration should be given to providing housing options for senior and age-in-place options			
Promote neighborhood capacity building	Cultivate neighborhood branding and identity			

Strategy	Sub-category	Lead	Priority	Timeline
Establish Economic Gardening programs and activities	Develop an Economic Development Toolkit			
Prepare a Strategic Economic Development Plan for the city	Complete an inventory and analysis of existing business			
	Analyze competitive advantages			
	Identify target industries and other businesses			
Allocate funds for economic development and marketing	Actively promote the assets of the city			
	Continue to teach and raise awareness of the value of environmental and natural resources of Crosslake			
	Participate in Minnesota's GreenStep program			
	Brand and market the city, develop and distribute promotional and wayfinding content			



	Celebrate and promote the historical significance of Crosslake			
Enhance the downtown businesses and retail environment	Promote pop-up stores and events within the core of the city			
	Continue downtown streetscape, public realm, and walkability investments			
Encourage and support small and independent businesses				
Identify a “Champion” for each of the city’s ongoing initiatives				
Coordinate local and regional economic development efforts				
Encourage rehabilitation of historically and culturally significant structures				
Consider budgeting for and conducting a downtown/corridor master plan	Prioritize and address walkability, connectivity, housing needs, parking needs, and other issues critical to the designated planning area (area TBD)			

## 04

## TRANSPORTATION

Strategy	Sub-category	Lead	Priority	Timeline
Continue to manage and utilize a CIP; work plan to be interactive and user friendly				
Study the existing and proposed motorized and non-motorized transportation network	Identify priority trail improvements			
Update a trail study addressing the growing interest around motorized and non-motorized recreation	Identify and implement on-road bicycle corridors along major roadways when feasible			
	Address the needs of all ages and abilities			
Prepare an interactive wayfinding master plan				
Develop a Complete Streets pilot program	Collaborate with Planning and Zoning, Engineering, Public Works, and Administration Departments			
Identify key locations to facilitate safe pedestrian crossings				
Identify key locations for adequate services and parking				
Collaborate with stakeholders to determine traffic calming solutions during peak seasonality	Use tactical urbanism as a tool towards determining a solution			

## INFRASTRUCTURE

Strategy	Sub-category	Lead	Priority	Timeline
Continue renewal of aging city infrastructure				
Continue to manage and utilize a Capital Improvement Program (CIP) to manage existing infrastructure replacement needs				
Continue to research and explore methods for funding options				

## PUBLIC SAFETY

Strategy	Sub-strategy	Lead	Priority	Timeline
Write and implement an Emergency Management Plan				
Foster neighborhood capacity building to develop a neighborhood watch program				
Continue to work with the school district with current and long-range planning efforts				
Develop healthy and active living principles	Expand the community garden program			
Work collaboratively with local healthcare providers on community health initiatives	Develop a healthy community checklist			

## ENVIRONMENT

Strategy	Sub-strategy	Lead	Priority	Timeline
Inventory sensitive environmental areas and develop a plan to preserve these areas	Craft an Environmental Protection Overlay district near wetlands, steep slopes and bluffs, and sensitive shorelands			
Develop an education program that teaches residents and tourists the importance of water quality	Provide assistance or information around best management practices (BMP's) for shorelands			
	Identify project sites where green infrastructure can aid in water quality efforts			
	Lead by example in all new construction and site improvements			
Encourage green infrastructure in new developments and redevelop proposals throughout the city	Develop storm water infiltration standards			

	Develop water conservation policies			
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## RECREATION

Strategy	Sub-strategy	Lead	Priority	Timeline
Work closely with the county, DNR, and State of Minnesota to coordinate and connect the local and regional park and trail network				
Conduct a park and open space study with a specific focus on connectivity	Determine the future needs for passive and active parks			
	Study the needs for trail maintenance and expansion for both motorized and non-motorized trails			
	Determine the future needs for open spaces and programming for all seasons			
Conduct outreach surveys to gain an understanding of residents' recreational needs	Evaluate the need for a dog park			
Develop a program to ensure that adequate fees are acquired to meet park and trail development needs				
Require sidewalks and trails in new development or redevelopment proposals				
Create an inventory of informal trails in Crosslake and surrounding areas	Identify future potential additions to the greenway/trail network			
Create a marketing and promotional strategy that highlights the local recreation amenities of Crosslake	Identify beach access, trailheads, trail networks (all modes), and adjacent amenities			
Determine a schedule to replace outdated play equipment with age-appropriate, ADA-compliant equipment				

## GENERAL IMPLEMENTATION

Strategy	Sub-strategy	Lead	Priority	Timeline
Conduct annual review and hold yearly "working session" of the Plan				
Determine the "lead" of each planning element				
Identify the "priority" of each planning element				
Identify the "timeline" of each planning element				
Use an objective third party to facilitate the discussion at the annual budget meeting	Use the survey responses as a tool to determine the "lead," "priority," and "timeline"			
Use the recommendations located in the workbook to assist in the decision-making process of the action items				
Identify a "champion" for each of the theme areas	Assign each councilperson a portfolio in an effort to implement the Comprehensive Plan			
Budget for the priority action items in the upcoming budget planning cycle	Create a log of grant programs and funding opportunities, and budget or plan for the matching requirement (if applicable)			

## IMPLEMENTATION GOALS

**Goal 1:** Use the implementation chapter at the annual budget meeting to align the city's planning priorities with its investment priorities.

IMP1. Consider utilizing the services of an objective third party to facilitate discussion.

IMP2. Identify a lead department, organization, or position to be responsible for each strategy in the implementation chapter.

IMP3. Prioritize each of the strategies identified in the implementation chapter.

IMP4. Identify a timeline for each strategy identified in the implementation chapter.



## **Existing Implementation Tools**

Implementation programs need to be developed in order to achieve the intent of the Comprehensive Plan. The city presently has several land use control mechanisms that can assure compatibility with the Comprehensive Plan, such as zoning and subdivision ordinances.

It is important that current regulatory tools, like the zoning and subdivision ordinances, be reviewed where necessary to ensure consistency with the goals and policies of the updated Comprehensive Plan.

## **Land Use Ordinance**

Zoning is the primary regulatory tool used by local units of governments to implement planning policies. The Land Use Ordinance consists of the Official Zoning Map and the supporting ordinance text.

The purpose of the land use ordinance is to promote the public's health, safety, and welfare. The land use ordinance regulates and restricts the location of proposed buildings for specific uses, heights and massing, and regulates location and setbacks of yards and housing density.

Any zoning proposal, whether large in scale or an individual property, must be determined to be consistent with the goals and policies of the Comprehensive Plan. Where conflict exists between the Plan and existing zoning, Plan directives should prevail. In cases where the Comprehensive Plan is not followed, findings of fact for the proposed zoning application should explain the reason for not following the Comprehensive Plan.

## **Subdivision Ordinance**

The second most widely used land use control mechanism is the subdivision ordinance. The purpose of the ordinance is to protect the best interest of the city, its homeowners, the developer, and future owners; encourage well planned development through the establishment of design and construction criteria; improve land records by requiring land surveys and platting procedures; and to protect environmental areas of the city.

## **Plan Amendments**

The Comprehensive Plan should be viewed as a living document. Circumstances will continue to change as Crosslake continues to grow and evolve. The Crosslake Comprehensive Plan will need to be modified and refined in an effort to keep it current. The Comprehensive Plan may need to be amended in an effort to appropriately reflect and support changes in land use or other community networks and systems. As Plan amendments occur, it is important to review the Plan for consistency. The plan should be reviewed for relevance and consistency by staff and the Planning Commission on an annual basis.

Major Plan updates are generally made every 10 years. Annual amendments can provide an opportunity for relatively minor updates, such as changed conditions, future land use designations, strategies for implementation, and a review of the Plan for consistency with ordinances and regulations. The process for amending the Comprehensive Plan is as follows:

- Prepare a Plan amendment and distribute as an addendum to the adopted Comprehensive Plan.
- Identifying Plan amendments should be an on-going process by the Planning Commission and city staff throughout the year.
- Proposed Plan amendments should be reviewed and adopted by the Planning Commission.
- Plan amendments are similar to the adoption of the Plan itself, public hearings, citizen input, and consideration of actions by both the Planning Commission and City Council.
- Plan amendments should be adopted by resolution.



OUR BLUEPRINT FOR THE FUTURE

# CROSSLAKE

