





Two Harbors Comprehensive Plan August, 2015





Prepared by: Arrowhead Regional Development Commission for the City of Two Harbors

City of Two Harbors Comprehensive Plan August 2015

Prepared for the City of Two Harbors

Mayor and City Council

Planning Commission

Randy Bolen, Mayor Robin Glaser, President, At Large Miles Woodruff, Ward One Roger Simonson, Ward Two Cathy Erickson, Ward Three Mike Borud, Ward Four Jerry Norberg, At Large Jody Zastera, Chair Robin Glaser, Council Representative Steve Detlefsen Crystal Emerson Lee Senst Tom Koehler Shannon Kittilson

Prepared by Arrowhead Regional Development Commission Regional Planning Division







RESOLUTION NO.3-67-11

ADOPTING THE MARCH 2011TWO HARBORS COMPREHENSIVE PLAN, REPLACING THE PREVIOUS FEBRUARY 1999 CITY COMPREHENSE PLAN

WHEREAS, the March 2011 Comprehensive Plan has been prepared by the City of Two Harbors Planning Commission. in conjunction with the Arrowhead Regonal Development Commission and various members of the community for the purpose of providing community-based policies and gudelines which enable public officials to enhance the future by implementing planning through regulation, capital improvements and re-development; and

WHEREAS, the Comprehensive Plan contains maps, guidelines, goals, and action steps relating to the future growth of the community that fulfills the vision set by the Comprehensive Plan to be Ma true small town gateway that showcases Lake Superior and the recreational opportunities that exist in the area, which also thrives in and of itself with quality housing, jobs, and services."; and

WHEREAS, the planning process tor establishment of the aforementioned Comprehensive Plan hvolved citizen participation and input, public meetings and hearings; and

WHEREAS, the City of Two Harbors Planning Commission has recommended adoption of the March 2011 Comprehensive Plan which replaces the previous February 1999 City Comprehensive Plan; and

WHEREAS, the City Council believes that t is in the best interests of the City of Two Harbors to adopt said Comprehensive Plan; now therefore

BE IT RESOLVED, by the City Council of the City of Two Harbors, that the March 2011 Two Harbors Comprehensive Plan, replacing the previous February 1999 City Comprehensive Plan is hereby adopted.

ADOPTED, this 14th day of March, A.O., 2011.

Dariel C. Jones President, City Council

ATTEST: Lee A. Klein City Administrator

APPROVED, by the Mayor of the City of Two Harbors this 15" day of March, A.O., 2011.

Ra(IdY K. Bolen Mayor, City of Two Harbors

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VISION STATEMENT

"IN THE FUTURE THE CITY OF TWO HARBORS IS A TRUE SMALL TOWN GATEWAY THAT SHOWCASES LAKE SUPERIOR AND THE RECREATIONAL OPPORTUNITIES THAT EXIST IN THE AREA, WHICH ALSO THRIVES IN AND OF ITSELF WITH QUALITY HOUSING, JOBS, AND SERVICES.

THE CITY'S HIGH QUALITY OF LIFE AND MODERN INFRASTRUCTURE ATTRACTS RESIDENTS, VISITORS, AND BUSINESS AND INDUSTRY."

In developing this vision statement the Planning Commission noted that ideas including "pedestrian friendly", livability", Lake Superior shoreline protection, and public accessibility to the waterfront were reflected in a "small town atmosphere", "quality of life", and being a "gateway that showcases Lake Superior." These details will be expressed throughout the plan in the appropriate places.







INTRODUCTION

In the fall of 2009, the Mayor and City Council of Two Harbors asked the Two Harbors Planning Commission to begin the process to update the City's Comprehensive Plan. The existing Comprehensive Plan had been completed in 1999 with key updates addressing a city-wide trails system and waterfront planning completed in 2005 and 2006. The Planning Commission determined that general development and community conditions had changed enough in the city to warrant a full update of the Comprehensive Plan. The Planning Commission began working with the Arrowhead Regional Development Commission, the City's planning services provider, to draft a planning proposal, and identify and apply for grant funding to update the Comprehensive Plan.

In 2014, the Iron Range Resources and Rehabilitation Board (IRRRB) created new requirements for their grant opportunities, including a comprehensive plan that addressed certain criteria. A grant was pursued and awarded to the City of Two Harbors to undertake this update to come into compliance with IRRRB's standards.

Purpose of the Comprehensive Plan

A comprehensive plan is a tool that cities can use to decide how best to use resources and allocate services in the future to achieve a desired community vision. Comprehensive plans also serve as powerful legal documents that provide the justification and foundation for land use decisions, ordinances, and strategies enacted to achieve a city's long term vision.

The City of Two Harbors Comprehensive Plan focuses on what aspects of the city's land use goals and policies can be improved to ensure an optimistic future for the city. These development issues include housing, economic development, transportation, recreation and natural resources, and intergovernmental relationships.

The Comprehensive Plan will serve as the foundation for decisions regarding planning, zoning, subdivision, and general development for the next several years.

Legal Foundation of Comprehensive Planning

The State of Minnesota gives its cities the legal authority to regulate land use. The State does not require the creation of comprehensive plans for cities outside of the sevencounty metropolitan area. However, it is recognized that a comprehensive plan is a valuable tool that a city can use to express its vision and develop strategies to fulfill that vision. The Municipal Planning Act (Minnesota Statutes Sections 462.351 to 462.364) creates a single, uniform procedure that applies to all cities. The comprehensive plan provides the legal foundation to enact land use controls and other municipal actions to implement long-term growth and development strategies and regulations. The city's land use (zoning) ordinances and official zoning map should be updated to conform to the Comprehensive Plan pursuant to adoption.



Planning Commission

A city's Planning Commission, referred to as the "planning agency" in state statutes, is responsible for discharging several duties where a comprehensive plan is being formulated or implemented. These duties are defined in Minnesota Statutes Sections 462.355 and 462.356 and are described thusly in the League of Minnesota Cities Handbook for Minnesota Cities.¹

- Preparation and review of comprehensive plan. The Planning Commission must create the comprehensive plan and coordinate planning activities with other city departments.
- Coordination with other units of government. The Planning Commission must consider the planning activities of adjacent units of government and other affected public agencies.
- Adoption of the plan. The Planning Commission recommends the comprehensive plan or amendments, after a hearing date following a notice of 10 days publication in the official newspaper. The Planning Commission must submit the plan or proposed amendment to the council prior to publishing the notice. The council must formally adopt the plan as the official comprehensive plan; otherwise it remains only a recommendation to the council.
- Recommendation for plan execution. The Planning Commission must study and propose ways to put the plan into effect, including zoning, subdivision regulations, official maps, a program of public improvements and services, city renewal and redevelopment, and a capital improvements program.
- **Periodic review.** The Planning Commission must periodically review the plan and recommend amendments when necessary.
- Review of land acquisitions and capital improvements. Once the city adopts a comprehensive plan, or part of a plan, all proposed land acquisitions and capital improvements of the city, or any other governmental unit with jurisdiction in the city, must go to the Planning Commission for review. The Planning Commission will then submit a written report describing its findings. (The council may, by two-thirds vote, dispense with this requirement if it feels no planning implications are involved.) Failure by the Planning Commission to report in 45 days is deemed approval.

¹ Handbook for Minnesota Cities. . League of Minnesota Cities. http://www.lmnc.org/media/document/1/Chapter14.pdf. Last revised 2/1010

2015 Planning Process

Two Harbors Planning and Zoning Commission

In accordance with Minnesota Statutes Sections 462.355 and 462.356 governing comprehensive planning the Two Harbors Planning and Zoning Commission lead the preparation of the City's Comprehensive Plan. Also in accordance with state statutes and League of Minnesota City guidelines, the professional planners from the Arrowhead Regional Development Commission's Regional Planning Division assisted the Planning and Zoning Commission in this role.

In its role leading the planning process, the Planning Commission further developed information it received from the public and the Two Harbors City council. Through a series of meetings from December 2014, through April 2015, the Planning Commission addressed issues and opportunities, identified important projects and programs, developed new goals and recommendations, and charted implementation priorities and timelines.

Public Participation

On April 30th, 2015, the City Planning Department hosted a public review open house meeting which presented all of the revisions and new language addressed in the update.

A draft of Comprehensive Plan Update (2015) was made available for review on June 16th, 2015. The Planning Commission conducted a public hearing regarding the Comprehensive Plan on June 23rd, 2015 to note any comment on the proposed update, and recommended adoption of the Plan to the City Council.

Based upon the recommendation, City Council adopted the Comprehensive Plan Update on August 11th, 2015 at their regular meeting.

Funding

The development of the Two Harbors Comprehensive Plan was funded by the City of Two Harbors, and a grant from the Iron Range Resources and Rehabilitation Board.

2011 Planning Process

Public Participation

Public participation is an important part of the comprehensive planning process; it exposes the Planning Commission and facilitators to a wider variety of community issues and views and assists in achieving public support for the plan and implementation of its vision. Documentation of the public participation element of the planning process is included in *Appendix B: Planning Documentation*. The Planning Commission took the following steps to invite public participation:

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- Sent letters to public, private, and non-profit stakeholders informing them of the intent to update the Comprehensive Plan and soliciting comments about issues and goals relevant to the Comprehensive Plan.
- A public visioning meeting was held at the beginning of the planning process on June 29, 2010. Two planners from ARDC's Regional Planning Division lead two dozen participants in asset mapping, issue identification, and vision development exercises.
- An open house was held on October 05, 2010 to allow the public to review and respond to proposed goals, action steps, and recommendations for changes to the Zoning Map.
- The Planning Commission held a formal public hearing on November 30, 2010.
- Documents, meeting summaries, schedules, and comment forms were posted on the City's planning website at www.arrowheadplanning.org/twoharbors The page is linked from the City's website.

Two Harbors City Council

The City Council held a joint meeting with the Planning Commission on September 07, 2010 to review development of the Comprehensive Plan. The City Council followed through on the recommendation to adopt the Comprehensive Plan on March 14, 2011.

Funding

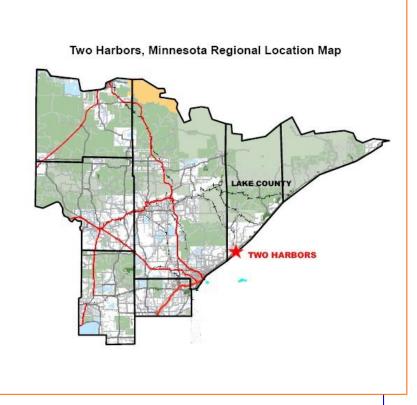
The development of the Two Harbors Comprehensive Plan was funded by the City of Two Harbors, Minnesota's Lake Superior Coastal Program, and Minnesota Housing Partnership Sustainable Community Engagement Fund.

COMMUNITY PROFILE

This section provides a description of the City's location, history, demography, economy, and geography to better understand the condition in which growth and development are occurring in the city.

Location and History

The City of Two Harbors can be found nestled along the north shore of Lake Superior in Lake County, Minnesota. Trunk Highway 61, a four-lane limited-access expressway west of Two Harbors, runs directly through the City. That highway, an All-American Road in the National Scenic Byway System, begins in Duluth and spans the shore through Grand Marais and into Canada. Connecting Two Harbors with the rest of the United States and with world seaports the City, along with adjoining Lake County, has a natural harbor in Agate Bay. This harbor provides an access for economical transportation of goods to larger production areas.



The Mesabi and Vermilion iron-ore ranges are located 50 to 70 miles, by train, from Two Harbors. Iron ore was the main cause for development of the town because of its close proximity to the ranges and its natural harbor. High quality ore has since been depleted, and to remain competitive, production has been transferred to taconite pellets that use lower-grade ore.

The area known as Two Harbors has changed ownership many times through the centuries. Around 1550, Chippewa Indians took over the land from the Sioux Indians. In 1609, England took over ownership when King James I issued a charter to the Virginia Company. In 1671, France claimed the area. Through the Treaty of Paris, the United States obtained ownership, and in 1787, this area became part of the Northwest Territory. After the Chippewa Indians signed the Treaty of LaPointe in 1854, the land was opened up for white settlement. Thomas Saxton was the first to settle at Agate Bay in 1856, which was abandoned by 1858 because of lack of finances.

Because of the potential mineral wealth in the region, in 1864-1865 the area was surveyed and found to contain copper, iron, slate, and gold-bearing veins of quartz. The gold found here led to a gold mining rush, which ended as quickly as it had begun. During construction of the state highway from Duluth to this area in 1869, George Stuntz became convinced of the potential of the iron ore industry. In 1878, it was found that there were large enough quantities of high-grade iron ore to support an industry. The Minnesota Iron Company was founded and elected to build a railway to transport the ore from different areas. Much of the land was then acquired to make way for the extraction of this profitable ore.

Two Harbors was picked to be the port for the ore because it was closest to all of the mines and because its harbor had a clay base. The first shipment left Two Harbors on April 19, 1884. The village grew with this industry, with saloons and dance halls along with two merchandise wharves and two ore docks. By 1895, two million tons of ore were being shipped out of the town, which had switched its name from Agate Bay to Two Harbors.



of shipping port on the Great Lakes.

In 1900, the town had reached a population of 3,000, and 95 percent of the people worked for

either the ore industry, railroad, or related activities. The town's development led to the first concrete and steel dock being built here, as well as the first steel docks built on the Great Lakes. Also, in the early 1900s, Two Harbors was noted for having a Carnegie Library and the only high school serving the entire county.

The fishing and lumber industries were also very important in the area. Timber from the surrounding area was transported to milling operations in or near Two Harbors, processed, then sold in the community or exported. The timber industry provided numerous jobs, and revenues from wages and sales circulated throughout the community many times. Fishing was important not only to recreational fishermen, but also commercially. Lake Superior supplied several species of fish including salmon and lake trout, for nearby markets.

In 1963, the ore docks and repair shops were closed due to decline in ore extraction on the Iron Range. Changes in technology and utilization of lower grade ores led to the reopening of the docks in 1966. Since the 1960s, the community has worked hard to diversify the economy and create jobs. Manufacturing and tourism are now important economic assets in Two Harbors. In 1999, through an act of Congress, the Lake County Historical Society took possession of the Two Harbors Light station.

The Duluth, Missabe, & Iron Range Railroad was sold to Canadian National Railroad in 2003. During the same time a private developer purchased many acres of land in and around the City from the railroad. Much of this property is along the city's waterfront.

In 2003, the City expanded its boundaries by expanding along Burlington Bay.

In 2004, the Lake Superior School District began construction of a new high school one mile north of the city limits. The historic Two Harbors High School constructed by the Works Progress Administration was abandoned and eventually razed. The John A. Johnson Elementary School was also shuttered. Grades 6 through 12 now attend the new high school and the Minnehaha Elementary School houses all elementary students.

In 2007, the City celebrated 100 years as an incorporated city. In 2010, the Two Harbors City Band was recognized as the longest continuously serving city band in Minnesota. The band began in 1897.

Demographics

The population of Two Harbors has seen great fluctuation in the past 100 years. The community grew rapidly around the turn of the 20th century due to iron ore shipping from its harbor. In 1900 the population was 2,000, and reached 5,000 in only 10 years. The population fell to nearly 4,000 by 1940, but began to rebound again reaching 4,695 in 1960. Since then the population has slowly declined to 3,651 in 1990 and 3,613 in 2000. As recently as 2007, the Minnesota Demographic Office has predicted that the city would experience moderate population growth through the next two decades with Two Harbors expected to reach a population of 3,753 in 2025. The 2007 estimates are represented in Figure 1.

Figure 1. Two Harbors Population Estimates, 2010 -2035

Year	2010*	2015	2020	2025	2030	2035
Population	3745	3765	3762	3753	3723	3709
*U.S. Census 2010, Minnesota Department of Administration, 2007						

These 2007 official estimates for 2010 from the Minnesota Demographic Office were fairly accurate as the estimated the population of the city at 3742, while the actual census count in 2010 was 3745.

The 2009 Lake County housing analysis produced population estimates adjusted for local building trends and economic conditions. The estimated 2010 population of Two Harbors was 3795 (2010 Census: 3745) and 2020 population at 3960.

The 1970 average household size was 2.9 persons, dropping to 2.4 persons per household in 1990. The average household size dropped further to 2.19 persons per household in 2010. Population growth will require a reversal of these trends in family size and/or (more likely) a compensating increase in the number of households.

Like the state and county as a whole the city of Two Harbors population is aging. The median age in 2014 was 42.9 and estimated to rise to 43.6 by 2019. As the population ages the City will need to address new needs in housing and services.

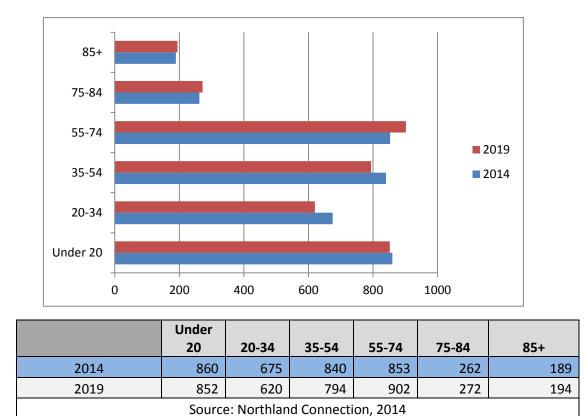


Figure 2. Two Harbors Population by Age Group, 2014, 2019 (Northland Connection, 2010)

Slow population grov	wth coupled with	a retiring wor	kforce will lik	ely pose workforce
development challe	nges and create	e staffing and	succession p	lanning issues for
businesses.				

Northeast Minnesota has a quality higher education system with many options available to residents throughout their lives. According to the Northland Works Partnership *Prosperity Networks* report "the region lags slightly behind in the number of high school graduates with college degrees.

Historically, the Northland has struggled with retaining the thousands of young adults who graduate from its colleges and universities each year due to a lack of jobs." Two Harbors' education statistics show a similar pattern, especially in the number of residents with bachelor degrees or higher. However, recent projections point to an increase in residents with a college degree from 2010-2014

Educational Attainment - Population 25 years or older	Two Harbors (2010)	Two Harbors (2014)	Minnesota (2010)	Minnesota (2012)
Residents with High School Diplomas or Equivalency	86.63%	92.70%	87.90%	91.90%
Residents with College Degree	19.12%	26.40%	27.40%	32.20%
Source: Northland Connection, 2014, and US Census Bureau, 2010, 2012 American Community Survey				

Figure 3. Two Harbors Educational Attainment

The city's median household income and per capita income are significantly lower than state and national averages. This does present problems retaining and attracting residents and qualified workers. However, as the Northland Works Partnership Prosperity Networks report states:

"Studies show many people are eager to live and work in the Northland and are willing to accept median household and per capita personal income levels that are below state and national averages in order to enjoy its high quality of life. As Baby Boomers retire and create job openings, more college graduates will find jobs to stay in the areaprovided they have the right skills. Older adult workers also will be in high demand, especially those willing to retrain for second careers in emerging areas."

Lake County's household income and per capita income levels are the highest in the Arrowhead Region, though the City's income levels are lower than the County as a whole. Lake County's household income and per capita income levels are the highest in the Arrowhead Region, though the City's income levels are lower than the County as a whole. Median household income is estimated to rise 15% from 2014 to 2019 to \$50,563. Households earning < \$15,000 are expected to decrease by nearly 46.5% from 2000 - 2019.

Figure <u>4. Two Harbors Income Statistics</u>

	2014 Median			
	Household Income	2014 Per Ca	2014 Per Capita Income	
Two Harbors	\$43,935	\$24,	576	
Lake County	\$50,951	\$27,	306	
Two Harbors	2000	2014	2019	
Median Household Income	\$39,067	\$43,935	\$50,563	
Under \$15,000	293	216	200	
Per Capita Income	\$19,793	\$24,576	\$27,794	
Source: Northland Connection, 2014				



Economy

The traditional economy of Two Harbors is built around a resource-based economy of the four "Ts"-timber, taconite, transportation, and tourism - while also having developed high-quality health care and services. Manufacturing has become particularly important to Two Harbors. Manufacturing jobs make up a much higher portion of the local economy than State and national averages. Figure 5 lists 13 of the city's leading employers.

Figure 5. Two Harbors Leading Employers

Company	Function	Product / Service	Employees (FTE)		
Lake Superior School					
District	Educational Services	Elementary & Secondary Schools	375		
Lakeview Memorial Hospital, Medical Clinic					
and Pharmacy	Health Care and Social Assistance	General Medical & Surgical Hospitals	217		
Lake County	Public Administration	Government	128		
LP Building Products (Louisiana-Pacific)	Manufacturing	Veneer, Plywood, and Engineered Wood Product Manufacturing	112		
Stanley LaBounty	Manufacturing	Other General Purpose Machinery Manufacturing	110		
Two Harbors Machine Shop	Manufacturing	Industrial Machining Manufacturing	87		
API Outsourcing	Professional, Scientific and Technical Services	Accounting, Tax Prep., Bookkeeping, & Payroll Services	59		
City of Two Harbors	Public Administration	Government	58		
Sure-Fab	Manufacturing	Industrial Machining Manufacturing	45		
Granite Gear	Manufacturing	Apparel Accessories and Other Apparel Manufacturing	40		
Northshore Manufacturing	Manufacturing	Industrial Machining Manufacturing	30		
Northshore Steel	Manufacturing	Other Fabricated Metal Product Manufacturing	30		
CN	Transportation and Warehousing	Rail Transportation	21		
PureDriven	Professional, Scientific and Technical Services	Custom Computer Programming Services	9		
Source: Northland Connection, 2014					

The Land

Topography

Two Harbors is located on a 10-15 mile wide strip of land along the north shore of Lake Superior in the North Shore Highland Region of the Lake Superior Highlands. The elevation ranges from 602' above sea level at the shore to 1000' above sea level in the NW corner of its boundaries. Most residents live in the areas below 750' (above sea level). Skunk Creek flows southeast through the city. Just outside the city boundaries are hills composed of resistant igneous rock which was not worn away by glaciations.

Surface Waters

Two Harbors is in the Lake Superior Watershed Unit, and its streams are relatively short and have steep gradients and waterfalls as they near the Lake. Skunk Creek and tributaries of Knife River flow through Two Harbors. The streams have their headwaters in marshy wet areas in a lakeless region 5-10 miles north/ northwest of the city. Lake Superior is the public water supply to the city, and this water is soft (44 PPM CaCO3) and relatively neutral (7.5 pH). Water temperatures are between 32 and 52 degrees Fahrenheit. No lakes are found within the Two Harbors study area besides Lake Superior.



Skunk Creek

Geology

Two Harbors' shoreline is composed primarily of basaltic lava flows: volcanic Keweenawan rocks created when the area was undergoing rifting processes many thousands of years ago (the "mid-continental rift system" 1.1 billion years ago). During the Wisconsin stage of the last Ice Age, glaciers inhabited the region and created "Lake Duluth" (now Lake Superior). Lake Duluth's surface was 600' higher in elevation than the present Lake Superior and its shoreline was 4-5 miles inland from where it is now. As the glaciers and lake retreated, the shoreline crept toward its present location and elevation at 602' above sea level.

Two Harbors is located in the area between the highest and lowest shoreline elevations. The red glacial drift deposited during the retreat is 30 to 120 feet thick (thinnest near the lake and thickest inland). In some areas, the differential erosion of the retreating water/ice left outcrops of rock.



Ground Water

Due to the thin glacial drift overlying bedrock, there is a general lack of groundwater (even though the bedrock is composed of basaltic lava flows - which are favorable aquifers). The ground water drawn from private wells is unpredictable in yield and character, but generally tends to be hard. Static water levels range from the ground surface to 37 feet below ground. Soils

Two Harbors sits on a thin layer of coarse textured forest soil belonging to the Ontonagon-Rock outcrop soil association. It is composed of light colored calcareous red clays deposited by Glacial Lake Duluth. Soil fertility is fair.

LAND USE

The purpose of this section is to briefly describe current land use patterns and policies in Two Harbors, describe concerns, identify goals, and map out desired land use outcomes. The Comprehensive Plan is primarily a land use document and is intended to allocate land among industry, commerce, residences, public facilities, parks and recreation, open and natural spaces, and other public and private uses. Changes to the economy (local to global), housing patterns, transportation needs, and quality of life concerns require that the City review existing allocations and adjust accordingly. Many of the goals and action steps described in this section will be referenced or repeated elsewhere in the document.

Land Use Goals

- 1. Use land within the City of Two Harbors in a planned and managed way to bring about moderate population and economic growth while protecting key environmental and historical features such as the lakeshore, Skunk Creek, wetlands, scenic views, the lighthouse and other historic sites and preserve access and public views to the waterfront.
 - a. Achieve a balanced allocation of land among the many public and private uses that reflects the current needs for population and economic growth.
- 2. Provide public accessibility and use of the Lake Superior waterfront by providing or supporting public facilities including parks, green space, trails, campgrounds, and a boat launch and marina.
- 3. Public access to the waterfront should be preserved as much as possible on private land and non-city owned public land through use of trail easements and other tools.
- 4. Have adequate land properly zoned, with infrastructure to allow an active development market in the city.
- 5. Provide enough commercially zoned land in several appropriate areas to permit continuous commercial expansion.
- 6. Provide adequate zoned residential land to permit 10 year growth to a population of 4,000.
- 7. Sustain our existing neighborhoods as viable, desirable living areas and protect them from disruptive land uses and activities.
- 8. Preserve the pedestrian and village aspects of the older town of Two Harbors, and provide pedestrian and bicycle connections between new developments and existing parts of town.

- 9. Work with Lake County and Silver Creek Township to manage development around the city in accordance with these goals.
- 10. Emphasize a conservation subdivision concept in new housing developments that designs around existing land use, and natural features, such as topography, wetlands, and vegetative cover on the future land use map,
- 11. Carefully evaluate development proposals to ensure compatibility with the approved Comprehensive Plan.

Conservation subdivisions are *characterized* by *common open space and clustered compact lots*. The purpose of a conservation subdivision is to protect forestland and/or natural resources while allowing for the maximum number of residences under current zoning and subdivision regulations. In some cases, a greater density (density bonus) may be offered in the local ordinance to encourage this approach to residential development planning.

Land Use Action Steps

- 1. Adopt the recommended zoning map changes listed in this section under Zoning Map Recommendations.
 - a. Update the City's key land use and planning ordinances zoning code, subdivision regulations, sign ordinance, and off-street parking ordinance.
- 2. A limited analysis of needs for each ordinance is discussed in this section under Local Ordinances Regulating Planning and Zoning.

2015 Update

<u>Objective LU 1:</u> Maintain a modern, up-to-date zoning ordinance, zoning map, official map, and permitting documents.

- <u>LU 1.1:</u> Update City Zoning Ordinance Code and procedures to include modern developmental concerns, and streamline administration.
- <u>LU 1.2:</u> Research and consider incorporating mixed use (residential/commercial) designations in specific zones within the zoning code.
- <u>LU 1.3</u>: Enhance online presentation of Land Use Zoning Code, Applications, and other development related information to improve accessibility.
- <u>LU 1.4:</u> Update existing identified permit, variance, and other application forms to enhance user friendliness and improve administration.

<u>Objective LU 2:</u> Evaluate introducing form based zoning which can include elements such as parking locations and limits, building frontages, and streetscaping to create 'sense of place' in the downtown/waterfront district.

<u>Objective LU 3:</u> Incorporate/Enforce open space and/or park requirements into the zoning ordinance and subdivision ordinance to preserve recreational opportunities for all new and existing neighborhoods.

<u>Objective LU 4:</u> Ensure industrial businesses are buffered from existing and new residential development through zoning setbacks, green buffers, or other methods to minimize the impact on neighborhoods.

<u>Objective LU 5:</u> Research and consider adopting a commercial property landscaping ordinance.

<u>Objective LU 6:</u> Compile a complete and accurate list/inventory of City owned and tax forfeit properties in the city.

Zoning Map Recommendations

Developing zoning regulations is one of the most basic roles a city plays in the development of the community. The city's zoning map and ordinances are closely related to existing and desired land uses. The land use analysis and zoning recommendations described in the sections of this document are compiled here and are incorporated into a proposed zoning map for the City. The proposed changes will help the City meet the goals of the Comprehensive Plan.

The Future Zoning Districts Map shows approximate boundaries of future zoning districts in the City of Two Harbors once the Comprehensive Plan is implemented. These recommendations are based on information currently available to the City.

The City will need to initiate the rezoning process for recommended changes separately from the adoption of the Comprehensive Plan. The City may choose to rezone each area separately or several all at once depending on need and conditions at the time. Exact boundaries of each district will be recorded when the rezoning process is completed.



Changes to Zoning Districts Boundaries (Zoning Map)

- 1. Rezone the R-1 (Single Family Residence District) area north of 17th Avenue to I-1 (Light Industrial District). (Completed 2013)
- 2. Rezone the I-1 (Light Industrial District) area between CSAH 26 and CN Railroad tracks to B-1 (Highway Service Business District). (Completed 2013)
- 3. Rezone the B-1 (Highway Service Business District) and PR (Park and Recreation District) area south of 7th Avenue, east of 4th Street, north of Skunk Creek, and west of the campground expansion (West Burlington Bay Area) to MUW (Mixed Use Waterfront District).
- 4. Rezone the Skunk Creek Woods from PR (Park and Recreation District) to PP (Park Preserve District). Area is south of Skunk Creek, east of 4th Street plat, and north of private lots along 4th Avenue.
- 5. Rezone east node of Lakeview Park from PR (Park and Recreation District) to PP (Park Preserve District). Area is south of Burlington Bay Beach, east of Park Road, and north of the city water plant.
- 6. Rezone the DNR owned property on Agate Bay from I-W (Industrial District Water Related) and I-2 (Industrial District) to PR (Park and Recreation District). (Completed 2012)
- 7. Rezone the I-2 (Industrial District), PR (Park and Recreation District), and I-W (Industrial District Water Related) area south of the city water plant and South Avenue residences, north and east of the sewer plant, east of the Lighthouse Point Road, and north of the [proposed] Lighthouse Point Park Preserve, west of Lake Superior to MUW (Mixed Use Waterfront District). (Completed 2013)
- 8. Rezone the PR (Park and Recreation District) south of the [proposed] northern MUW District and the city sewer plant property, east of the [proposed] western MUW District, east of the [proposed] PR area owned by the MN DNR, not including the PR zoned property within the area that is currently fenced in around the lighthouse property to PP (Park Preserve). (Completed 2013)
- **9.** Rezone the IW (Industrial District Water Related District) and PR (Park and Recreation District) south of the city sewer plant, west and north of the Lighthouse Point Park Preserve, and east of the Mn/DNR Boat Launch property to MUW (Mixed Use Waterfront). The existing road right of way should be included in the MUW zoning. This MUW zoning will be separated into two nodes with the smaller node being diagonally located southwest of the larger one. (Completed 2013)

- Rezone the area zoned PR (Park and Recreation District) and I-2 (Industrial District) that includes the vacant lots immediately west and south-west of the Waterfront Business District and part of the city owned JJ Castings Site to MUW (Mixed Use Waterfront District). (Include 2013 PC recommendation on zoning of I-2 as replacement recommendation) (Completed2013)
- 11. Rezone the PR (Parks and Recreation) area south of the JJ Castings Property along Agate Bay from the west city limits to near the viewing platform at Van Hoeven Park to I-2 (Industrial District). (Completed 2013)
- 12. Rezone the tax forfeit property in north Segog from R-2 (One and Two-Family Dwelling District) to R-3 (Multiple Dwelling District). See Updated recommendations re: Housing)

Local Ordinances Regulating Planning and Zoning

The city code contains many regulations related to land use and development in Two Harbors. Zoning, subdivision, and sign regulations are the most central to planning.

It has been many years since the Two Harbors Land Use Ordinance (zoning code) has received a comprehensive review and update. Much of the zoning code was originally adopted in the 1970s and reflects land uses in the city in that decade and common definitions and regulations of the time. The City has adopted many subsequent updates to address changes in land uses and legal requirements. However, the zoning code inefficiently addresses some now common uses and is silent on several emerging land use trends.

The Comprehensive Plan recommends several changes to the land use patterns of the city and stresses efficient use of resources to improve development in the city. An updated zoning code should complement these goals by modernizing uses, process, and administration. ARDC recommends that updates of these regulations be among the first actions to implement the Comprehensive Plan.

City planning staff and the Planning Commission have also discussed the need to update the subdivision regulations (platting), sign ordinance, and parking requirements.

Each will be reviewed in depth as they are being updated. The following is a list of issues that have been identified as needing further discussion.

Zoning Code

- Home Occupations
 - Discuss modernizing regulation of home occupations to reflect current best practices.
- Accessory Wind and Solar
 - Need to address primary use versus accessory use on lots, location requirements, setbacks, height requirements and etc.
 - How do state regulations affect the City's ability to regulate?
 - o How much does the City encourage these uses?
 - Add bonus density awards in planned unit development (or conservation subdivision) for developments designed for wind and solar.
- Tarp garages and other temporary accessory uses
- Residential, Commercial, and Industrial Districts (Industrial updates completed)
 - Modernize uses, lot, height, and setback requirements
 - Consider buffers and landscaping requirements for industrial and commercial districts where they adjoin residential or parkland.
- Shoreland Overlay
 - Update to at least standards proposed by Planning Commission in 2006.
 - Can alternative standards accomplish the same or more?
 - Consider additional conditions for trails and public access in riparian areas.
- Park and Recreation
 - Specifically include marina and boat launch, golf course, campground, and public historical sites. (Completed)
 - Fix language allowing private ventures. Should it be incidental to primary use such as restaurant, bar, and concessions; marina and campground services. Also, be sure to allow private ownership of allowed facilities.
- Temporary Vendors (Completed)
 - O Do we regulate location differently than permanent businesses in commercial districts?
 - Need to address outdoor business operations.
 - ♦ Farmer's Market
 - Conditional Use in certain districts. Need to address outdoor business operations.
 - What state and county requirements exist?

- Outdoor Business Operations (Completed)
 - Discuss business in enclosed building requirements, especially how this affects outdoor dining, farmer's markets, and outdoor displays and sales at commercial establishments such as Shopko or Super One for example.
- Off-Street Parking
 - Discuss location and screening requirements for existing lots and new developments.
- Planned Unit Development
 - Review existing PUD agreements and developments to see where improvements can be made to ordinance.
 - Discuss incorporation of conservation subdivision elements.
 - Add bonus density awards for solar and wind energy uses in PUDs.
- Zoning Applications (Partially completed)
 - Review permits and plans requirements, application process, and site plan requirements to improve efficiency.
- Online Access
 - Ordinance and application materials should be online and easily understandable.
- Definition and Terms
 - Modernize and add needed definitions and terms.

Subdivision Regulations

- Discuss inclusion of conservation subdivision standards for larger residential and mixed use developments on previously undeveloped land.
- Discuss better inclusion of current city street, trails, utility, storm water, and similar standards directly into the subdivision ordinance.
- Review subdivision regulations for consistency with Shoreland Overlay Ordinance. Lot size, setback, impervious surface, and storm water control are key issues.

Sign Ordinance

- The ordinance should meet both the planning and land use goals of the City, residents, and the property and business owners.
- Review standards for total and individual properties of signs including type, size, number, location, lighting, and other requirements for all districts.

- The City should continue to work to improve signing options for businesses and destinations not located within the immediate Highway 61 corridor. (Completed)
 - The City should continue to work with county, state, and federal transportation authorities, neighboring communities, and scenic byway partners to implement local rules for off-premise signs.
 - The City believes a well designed way-finding sign program that sets clear, attractive standards for design and location will help the community and its businesses. These signs will not be highway billboards. Off-premise signs should:
 - Support local businesses
 - Promote tourism
 - [°] Emphasize Two Harbors as a destination
 - Highlight/market key attractions
 - ° Enhance urban design
 - Reinforce community identity
 - [°] Enhance the visitor's experience
 - Reduce driver and pedestrian frustration
 - Improve traffic flow
 - Improve roadway safety

Parking Ordinance

The City has a parking ordinance to regulate off-street parking. The ordinance sets minimum number of spaces, basic design, and lot location standards. The ordinance was adopted over 20 years ago. It should be reviewed to meet modern standards that have been developed. It should be discussed if the ordinance can be modified to reduce impervious surface; reduce space needed for parking, therefore increasing the amount of buildable lot space; and still meet basic parking needs.

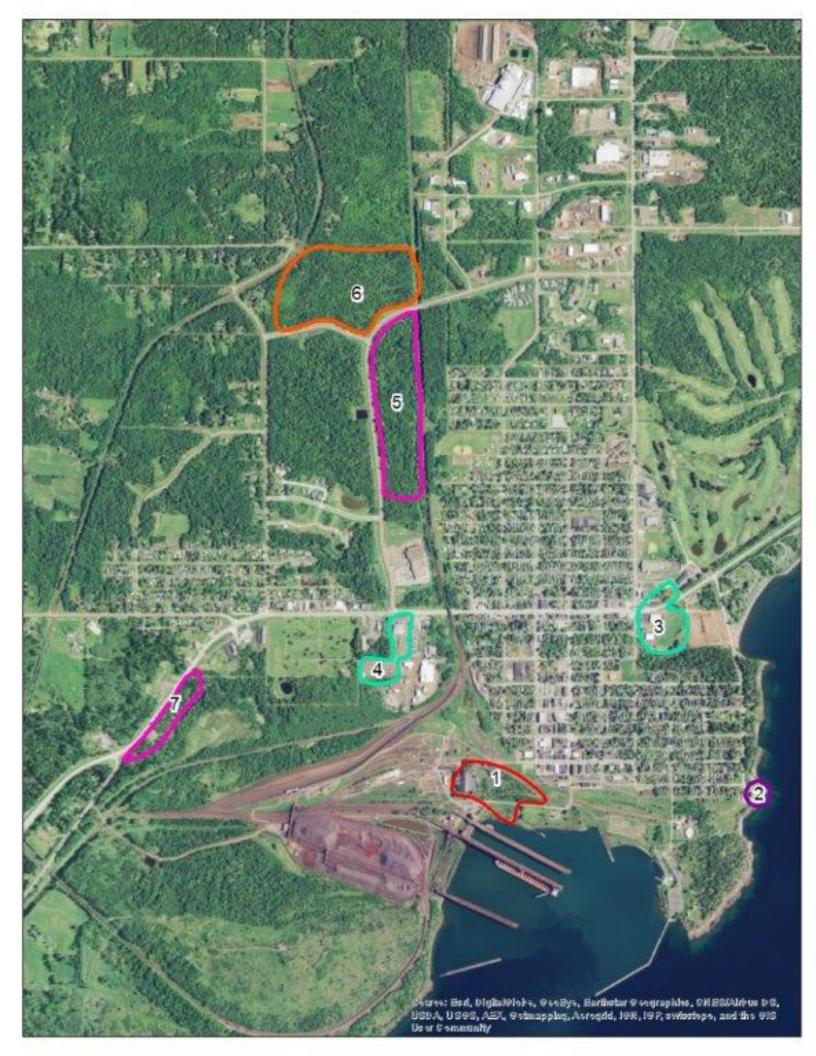
Development Area Map

Included in this chapter is a map of development areas throughout the city with brief descriptions of size, existing conditions, and a description of ongoing development or necessary next steps for each.

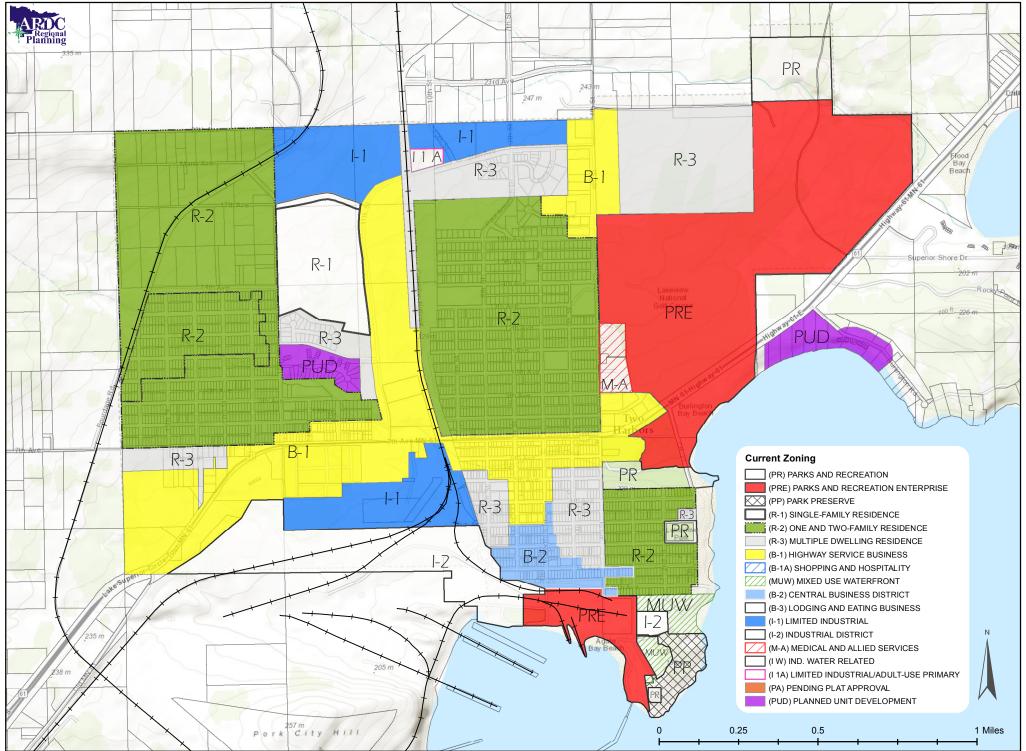
Development Area Map Key

1. J&J Castings Site - A 22 acre redevelopment site owned by the City of Two Harbors. This former industrial site has been cleared and is being marketed by the City for industrial development due to its historic use, access to rail and utilities, and potential access to Lake Superior for shipping. Challenges to developing the site include infrastructure improvements, routing truck traffic, and site planning in context of the waterfront and proximity to the Waterfront Business District.

- 2. Water Plant The City is in the process of a \$4.8 million dollar upgrade to the municipal water plant. Upgrades are needed to provide adequate, consistent water that meets current state and federal standards.
- 3. Burlington Bay West A planning study should be conducted to determine the potential for redevelopment of this underutilized area on the west end of the city near Burlington Bay, the golf course, city campground, Skunk Creek woods, and paved trails system. Mixed Use Waterfront zoning has been proposed to increase the options and quality of future development in this amenity rich area. Land assembly, road and trail access, and infrastructure are needed to capitalize on the area's potential. The API Outsourcing call center is located in this area. The importance of keeping this employer in the city needs to be considered in future plans for this area.
- 4. Former Sonju Parcel This parcel south of the Highway 61 and CSAH 26 controlled intersection is a redevelopment area. The former car dealership offers 7 acres for commercial or light industrial development. However, the majority of the property does not have access to Highway 61 which hampers full redevelopment of this area.
- 5. **CSAH 26 Commercial Land** The City owns 30 acres of undeveloped commercially zoned land on the east side of CSAH 26. Further planning and engineering work will be needed to determine infrastructure needs and access which will be needed in order to develop the area. There are significant wetlands present which are factor in how the land develops. Ensuring the City maintains access for the snowmobile trail in this area must also be included in development planning.
- 6. **17**th **Avenue Light Industrial Land** The City owns 90 plus acres of undeveloped light industrial zoned land north of 17th Avenue. Further planning and engineering work will be needed to determine infrastructure needs and access which will be needed in order to develop the area. The CN railroad is adjacent to the site and future rail access should be explored. There are significant wetlands present which is a significant factor in how the land is developed.
- 7. West End Commercial Land This 11 acre privately owned strip of commercial land fronts the south side of Highway 61 on the west end of the city. Utilities will need to be extended to develop the area. This will require leadership by the private owners. There are significant wetlands present which are factor in how the land develops. Ensuring the City maintains access for the snowmobile trail and ATV trail in this area must also be included in development planning.



TWO HARBORS, MINNESOTA - CURRENT ZONING



HOUSING

The City of Two Harbors plays a role in local housing development in a number of ways. The most basic way the City is involved in residential development is through zoning and subdivision regulations. The City also provides roads and non-motorized transportation access to neighborhoods; and sewer, water, and electrical utilities. The City also plays a greater role in the housing market than many other cities. Much of the available land for housing development is owned by the City. A significant portion of developable land is also held by the County in tax forfeiture.

Housing is an important part of the City's economic community development and development efforts. Challenges include protecting existing neighborhoods, stimulating new housing construction, increasing the customer base for local utilities. balancing natural protection with desired resource development, and providing quality and affordable housing across the range of residential needs. Providing quality, affordable housing for the workforce and an aging population will become especially important over the next decade.



A typical residential street in Two Harbors.

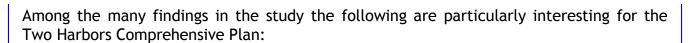
2009 Lake County Comprehensive Housing Analysis

The 2008/2009 Maxfield Research Inc. *Comprehensive Housing Analysis and Demand Estimates for Lake County, Minnesota* commissioned by the Lake County Housing and Redevelopment Authority provides a fuller study of housing and demographics in Two Harbors. The study was referred to by the Planning Commission in developing the Two Harbors Comprehensive Plan, and should be referred to in the future should questions about housing needs arise.

The study found that Two Harbors' needs included:

- "New construction entry-level homes for young households/families.
- Rehab of older homes; these homes are affordable to purchase, but require a substantial amount of additional investment to upgrade them to a satisfactory level.
- Additional moderately-priced independent senior housing, rentals and ownership;
- Additional service-based senior housing that would offer memory care."²

² Maxfield Research for Lake County HRA. Comprehensive Housing Analysis and Demand Estimates for Lake County. 2009



- The study supports the connection between housing and economic development. "In Lake County, over 90% of households earning \$35,000 or more owned homes compared to 67% with incomes of below \$25,000. Many of the lower-income homeowners are seniors who live on fixed incomes but have paid off their mortgages (*page 17, Maxfield Study*).
- The study found that Two Harbors had the oldest housing stock in the County. The portion of housing built prior to 1940 was 47%, more than twice the state average of 21% (*page 93*, *Maxfield Study*).
- 45 units were built between 2000 and 2008 (page 93)
- "Pent-up demand typically signals a need for additional housing. Our analysis identified that the current vacancy rates in Two Harbors were below the 5% market equilibrium rate indicating a balanced market. The rental market is tight with vacancy rates below 5%, indicating more rental housing is needed" (page 64, Maxfield study).
- Of the 1,537 Two Harbors homes visually surveyed 1,288 were found to be sound, 154 need minor repair, 75 need major repair, and 20 were dilapidated (*page 96*, *Maxfield Study*).
- "The costs of rehabilitation must be weighed against replacement of the unit. At times, rehabilitation of the unit may result in a cost nearly equal to or higher than replacement of the unit. Consideration must be given to market demand and preferences as well" (page 63, Maxfield Study).

Housing Development and Relationship to Population Growth

The city's official 2000 Census population was 3,613. In 2007, the Minnesota Demographer's Office estimated that the city's population would peak at 3,753 in 2025. The 2010 Census population was 3,745, already nearing the 2007 estimate for 2025.

The 1999 Comprehensive Plan set population goals of 4,000 by 2010 with preparation for long term growth to 5,000. The City should continue to plan for a goal of 4,000 residents but extend the timeframe to 2020. This would mean attracting more than 400 new residents to the City. In order to meet the more modest 2007 State Demographer's estimate of 3,762 residents by 2020 the City will need to prepare for an additional 184 residents.

A quick way to estimate the number of new housing units needed to accommodate the desired growth in population is to divide the additional population by the average household size, which is 2.21 for Two Harbors. To meet the population goals discussed on page 28 the city will need an additional 83 to 191 housing units. These estimates closely resemble the 2009 Maxfield Housing Study commissioned by Lake County Housing and Redevelopment Authority which recommended an additional 163 units be developed in the city by 2020 to meet demand. The estimate can be improved by adding in the number of existing housing units that will need to be replaced due to condition and aging. The 2009 Maxfield housing analysis estimates this to be 50 units between 2008 and 2020. Housing rehabilitation can address much of the need for replacement.

Several developments on undeveloped property have been considered in the city in recent years developments - Heritage Creek, Harbors Hills, and Hidden Springs - and could provide an additional 242 units. Other development areas include Lighthouse Point, the old high school property, John A. Johnson property, golf course, Blue Waters, and various infill and redevelopment sites. Rehabilitation of housing units could also return units to usefulness.

The city will need a mix of single family, town homes, rental units, and senior housing. The 2009 Maxfield Study estimates needs for each category. Housing opportunities for young residents and young families can be provided when other residents move up to higher priced housing and elderly residents transition to senior housing.

Given the current housing market, economic conditions, and recent housing development trends in Two Harbors the city can expect the number of units to be developed to be on the lower end of these estimates. Development 7 to 10 units per year through 2020 seems more likely.

Given that current residential development patterns are less dense than traditional block development the City will strongly consider conducting a residential land use study focusing on density goals, redevelopment, and infill development when the city population approaches 4,000 or the year 2020. This should be included as part of the next comprehensive plan for the City.

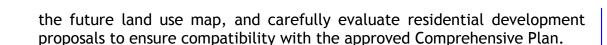
Housing Goals

- 1. All residents of the city must have safe and sanitary shelter.
- 2. Sufficient new housing should be constructed to replace housing lost to aging and demolition and to permit population growth to at least a population of 4,000 residents.
- 3. All existing Two Harbors neighborhoods remain or become highly livable through completion, protection, rehabilitation or restoration.

- 4. Residential land at several locations must be available and prepared for development in order to create a diverse market supply with choices in price, style and location. Several developers and marketing efforts are needed to increase demand for housing.
- 5. Our neighborhoods should be attractive to visitors and potential residents.
- 6. Treat housing as an imperative component of economic development, so that lack of suitable housing does not inhibit economic development and that housing be available that meets the needs for employees of existing and new businesses.
- 7. The City must have a balance in housing type and density within the community that accommodates the range of lifestyles, ages and incomes of existing and potential residents while maintaining the character of the community.
- 8. The City should stress orderly growth and development through extension of municipal utilities and services planned in accordance with proposed development.
- 9. Selection of areas for new residential development should be based on service capacities, existing land use, and natural features, such as; topography, wetlands, and vegetative cover on the future land use map, and residential development proposals should be carefully evaluated to ensure compatibility with the approved Comprehensive Plan.
- 10. All housing developments must be in accordance with zoning and subdivision regulations and enhance the character of the surrounding areas, in terms of setback, lot size, and density requirements.

Housing Action Steps

- 1. Support development of mixed types of housing able to meet the needs of residents with a range of lifestyles, ages, and incomes in undeveloped areas like the tax forfeit land in the north Segog Addition through rezoning or use of Planned Unit Development
 - a. Encourage the use of conservation subdivision and/or planned unit development that phases in planned development in the tax forfeit area north of the Segog neighborhood.
- 2. Update the Planned Unit Development Ordinance to improve the use of conservation development that can be applied to housing developments in north Segog, Harbor Hills, and around the golf course, among other areas.
 - a. This approach will emphasize designing around existing land use, and natural features, such as: topography, wetlands, and vegetative cover on



- b. This approach would be targeted towards planned developments of several lots on multiple acres, not towards subdivision of individual lots or infill development.
- 3. The City should partner with regional housing agencies to promote rehabilitation and redevelopment of residential properties to protect existing neighborhoods and provide quality, affordable housing options to all residents.
 - a. Potential partners are Two Harbors HRA, Lake County HRA, IRR, and AEOA, Minnesota DEED.
 - b. Strategies include the Small Cities Development program, weatherization, demolition, and other strategies.
- 4. The City will maintain the split R-2 / R-3 zoning at the old high school property.
 - a. The 4th Street completion makes a good boundary between the zones.
- 5. The City will work with the owner/developer of the residential development located South of Battaglia Boulevard, east of 15th Street, and north of Skunk Creek (named Hidden Springs in the existing PUD/plat) to amend the approved planned unit development and plat to encourage completion of that development.
- 6. The City should explore developing a moderate amount of upper market housing in the R-3 zone north of the golf course.

2015 Update

- <u>H 1:</u> As a City, continue to strive to make investments in streets, sidewalks, water/sewer systems, and other infrastructure to encourage private investment in commercial and residential properties alike.
- <u>H 2:</u> Review and update existing blight and nuisance ordinances and enforcement procedures to preserve quality of existing housing stock.
- <u>H 3:</u> Explore feasibility of creating and annually review 'Housing Indicator Report' which utilizes annual statistics regarding housing to provide a snapshot of where community is currently, and indicators of trends moving forward to help spur private sector development.

<u>***Resource:</u> Statistics/Indicators can include population trends/projections, building permits issued, number of foreclosures, median sales price, rental rates, rental vacancy rates, affordable housing rates, home/rental property surveys, among others.

- <u>H 4:</u> Ensure that new commercial and industrial development is well buffered from residential areas and will not increase adverse effects on neighborhoods.
- <u>H 5:</u> Designate and map areas for residential expansion including both single family and multi-family options in close proximity or integrated to increase density.
- <u>H 6:</u> Research and consider adopting housing development and/or subdivision incentives to encourage design for future residential units and lots that encompass lifestyles of users of all ages and mobility and other 'age in place' principles.
 - (Design elements may include: development of smaller, affordable housing units in compact multi-house developments or allowing accessory dwelling units, supported by commercial facilities (i.e. grocery store/pharmacies, etc. accessible by walking/biking)

ECONOMIC DEVELOPMENT

The economic development structure of Two Harbors is in a state of transition as the Two Harbors Development Commission is being phased out in favor of the newly proposed Two Harbors Economic Development Authority (THEDA) and Two Harbors Development Fund, Inc. (THDF). The new economic development structures will be able to play a more proactive role in the city's economic development.

The Planning Commission conducted an issue and outcome exercise in November 2009 when it first began considering whether a new Comprehensive Plan was needed. Economic Development emerged as one of the main areas of discussion. The following issues were highlighted:

- Revitalization of Waterfront Business District
- Define identity and boundaries of Waterfront Business District
- Develop commercial and industrial areas (increase tax base)
- Expand commercial and manufacturing base
- Embrace new technologies and industries
- Improved shopping opportunities for economic development recruitment
- Dining \rightarrow Entertainment \rightarrow Retail method of economic development
- Do not limit economic development to tourism and location along North Shore
- Take advantage of location along North Shore Trail Head to North Shore
- Housing is an important part of economic development
- Work with the Chamber of Commerce to improve the community

The Comprehensive Plan is primarily a land use document and is intended to allocate land among industry, commerce, and other important private and public uses. Changes to the economy (local to global) require that the City review existing allocations and adjust accordingly. Many of the economic development goals address land use and changes to the zoning map. However, a number of recommendations and identified issues expand upon general land use planning into policy and program areas that THEDA and THDF will need to be involved with. The Comprehensive Plan encourages THEDA and THDF to work with the Planning Commission on economic development efforts when appropriate.

Economic Development Goals

1. Work to improve local economic conditions to support the City's goals for a growing population and expanding tax base.

- 2. The Planning Commission and THEDA should consult each other when planning and zoning and local economic development have shared interests.
- 3. Continue to work with regional economic development partners to improve economic conditions within the community.
- 4. Have adequate land properly zoned and with infrastructure to allow an active development market in the city.
- 5. Treat housing as an imperative component of economic development so that lack of suitable housing does not inhibit economic development and that housing be available to meet the needs for employees of existing and new business.
- 6. Provide enough commercially zoned land in several appropriate areas to permit continuous commercial expansion.
- 7. The east entrance Burlington Bay area will be a combination of city campground, trailhead and recreation, open space and natural area, and a planned commercial hospitality district.
- 8. Revitalize the Waterfront Business District as an entertainment, hospitality, retail and employment center capitalizing on Lake Superior's natural aesthetics and resources.
- 9. Support the development of Agate Bay and Lighthouse Point as a regional recreation destination that enhances the public's access to the Lake, open space and natural aspects of publicly owned land.
- 10. Redevelop JJ Castings and roundhouse for industrial use. Provide site access to Agate Bay.
- 11. Support Visitor Center and trailhead on the east end.

Economic Development Action Steps

- 1. Provide for more highway commercial development along Highway 61 and CSAH 26.
 - a. Rezone the light industrial area east and south along CSAH 26 to highway commercial.
- 2. Rezone the single family residential district north of 17th Avenue to light industrial.
 - a. This will replace the light industrial land along CSAH 26 that is changed to highway commercial.

- 3. Ensure compatibility of light industrial use and residential use south of 17th Avenue and on the west end by requiring strict development setbacks with preservation of existing tree and vegetation buffers.
- 4. Rezone the area zoned PR (Park and Recreation District) and I2 (Industrial District), that includes the vacant lots immediately west and south west of the Waterfront Business District and part of the City owned JJ Castings Site, to MUW (Mixed Use Waterfront District).

2015 Update

<u>Objective ED 1:</u> Expand public access to broadband wireless internet in public facilities, improve local technical capacity, and insure residents are continued to be provided with access to high-speed internet.

- <u>ED 1.1:</u> Make technological improvements and investments within the City Systems on a reasonably timely basis while balancing financial restraints.
- <u>ED 1.2</u>: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising.

<u>Objective ED 2:</u> Improve awareness/communication of local community events, activities, and amenities on a local, regional and statewide scale.

- <u>ED 2.1</u>: Continue to partner with the Chamber of Commerce in promoting/marketing the community and respective events to the greater public.
- <u>ED 2.2</u>: Create formalized process for providing recreational opportunities & community events information to the public via multiple modes of communication
- <u>ED 2.3</u>: Consider integrating City planning announcements/updates into existing quarterly newsletter template.
- <u>ED 2.4</u>: Create a City Facebook page to enhance both communications with the public as well as online presence for potential travelers.

<u>Objective ED 3:</u> Improve 'gateways' of entering the City from all sides to create a sense of arrival to residents and visitors alike. Improvements can include signage, art, natural environment enhancement, or others to improve aesthetics and sense of place.

• Action Step 3.1: If possible, utilize local volunteers to make enhancements while minimizing cost.

Objective ED 4: Support ongoing efforts by group operating 99.5 KTWH community radio.

TRANSPORTATION

The City of Two Harbors is located in Lake County, Minnesota on the north shore of Lake Superior, approximately 20 miles northeast of Duluth, Minnesota and roughly 130 miles from the Canadian border. The Two Harbors area is served by Minnesota Trunk Highway 61, as well as several county roads and highways. Snowmobile, biking, hiking, and other trails provide connections between Two Harbors and the surrounding area. The City is developing a local non-motorized trail system to provide alternative transportation options throughout the community. Two Harbors is served by airport, port, and rail facilities.

Existing Conditions

Trunk Highway 61 (also identified locally as 7th Avenue) is a key regional corridor along which most of the city's through-traffic travels. 7th Avenue experiences significant congestion during peak summer periods. The city, serving as a gateway to the North Shore, has experienced increasing traffic over the years as development continues further up the North Shore and in the city. Traffic count data provided by the Minnesota Department of Transportation shows the relative usage of the main State and County roadways in the Two Harbors area. Map 5 (page 43) shows the traffic counts collected for the area in 2005.

Mn/DOT recently completed a reconstruction of the sidewalks along the entire 7th Avenue corridor. The project included improved crosswalks, pedestrian signals, and ADA compliant sidewalk ramps. The City will be responsible for routine maintenance of the sidewalks.

Lake County also plays an important role in local transportation. County roads and streets within Two Harbors include County State Aid Highways 2 and 26, 8th Street north of 7th Avenue, Waterfront Drive (6th Street south of 7th Avenue), and 1st Avenue. The County is also working closely with the City to develop a local trail system by acting as the fiscal agent for the City for federal transportation funds. Several proposed projects would increase the amount of County roads and streets in Two Harbors. The County and City also cooperate through maintenance agreements.

The City of Two Harbors Public Works Department is responsible for the construction and maintenance of the City's streets, alleyways, sidewalks, and trails.

Transportation Goals

1. Attain a well-maintained, safe, efficient, and convenient transportation system that links neighborhoods with community resources and businesses, as well as with regional transportation systems.

- a. Work collaboratively with Mn/DOT and Lake County to plan, construct, and maintain a safe, efficient system serving the needs of the residents and businesses of Two Harbors.
- 2. Continue to provide transportation opportunities in Two Harbors, so all residents have equal access to services.
- 3. Encourage pedestrian oriented transportation through the provision of wellmaintained sidewalks and trails.
- 4. Encourage Lake County and Arrowhead Transit in providing transit services for all ages in Two Harbors.
- 5. Two Harbors will include Complete Streets or Living Streets elements in transportation projects where feasible. The City should encourage Lake County and Mn/DOT to include Complete Streets or Living Streets elements in their transportation projects as well.

Transportation Action Steps

- 1. Work collaboratively with Lake County and Mn/DOT to improve transportation planning in the city.
 - a. Collaborate with Mn/DOT to reduce the effects of 7th Avenue as a barrier to motorized traffic in the city.
 - b. Collaborate with Mn/DOT to reduce the effects of 7th Avenue as a barrier to non-motorized traffic in the city.
 - c. Meet annually with Mn/DOT and Lake County to discuss transportation planning and projects within the city.
- 2. Work to ensure that projects enhance non-motorized transportation where possible.
 - a. Continue to implement the Two Harbors Trails System Plan first adopted in 2005.
 - b. The City should explore a policy formalizing the process used to work with developers when part of the proposed trail system crosses their property. This policy will cover easements, rights-of-way, and trail maintenance fees, all of which have been used in the past. The policy should be based upon past practices to ensure for consistency.
 - c. The City should explore a policy encouraging trail or sidewalk connectivity with the City trail system where feasible or sidewalk system in new development areas.



<u>2015 Update Language</u>

<u>Objective T 1:</u> Update Off-Highway Vehicles (ATV, Snowmobile, etc.) Trail plan to address emerging issues.

- <u>T 1.1:</u> Collaborate with Snowmobile and ATV clubs discussing re-routing and expansion of existing trail system.
- <u>T 1.2:</u> Further explore emerging ATV regulations and effects on existing/desired usage, driver education, signage improvements, and other opportunities to enhance ATV user friendliness of community, while also addressing existing issues of riding in undesignated areas and causing damage to property in the community.

<u>Objective T 2:</u> Safely Connect existing and new neighborhoods, public facilities, park, school and other community destinations with the City's sidewalk and trail system(s).

- <u>T 2.1:</u> Map existing sidewalk system in order to identify existing conditions and potential gaps/obstacles within the system.
- <u>T 2.2</u>: Identify most critical/dangerous crossings and intersections in the community.
 - Actions Step 2.2.1: Work with MnDOT, Lake County, and other entities in order to improve safety via infrastructure improvements (signage, painted sidewalks, etc.) at identified areas.

<u>Objective T 3:</u> Explore designating established bike route(s) throughout community, connecting neighborhoods with destinations including recreation and basic necessities/services.

- <u>Action Step 3.1</u>: Utilize public engagement meetings to open discussion with stakeholders regarding desirable routes within the City.
- <u>Action Step 3.2</u>: Consider incorporating bicycle facilities like painted lanes, sharrows, designated signs, and others to improve the accessibility and safety of the overall system.
- <u>Action Step 3.3:</u> When possible, utilize temporary materials when implementing improvements to minimize costs and test improvements prior to investing in full infrastructure improvement(s).



<u>Objective T 4:</u> Research and Consider requiring bicycle facilities (parking, ease of access, setbacks) as part of commercial zoning and/or subdivision ordinances.

<u>Objective T 5:</u> Support Bicycle travel improvement projects along old Highway 61 to encourage Two Harbors as a cycling destination from Duluth (long term).

<u>Objective T 6</u>: Incorporate traffic calming measures in identified problem areas, specifically in proximity to residential and recreational facilities to preserve/protect the characteristics of existing neighborhoods and enhance the overall walkability of the community.

- <u>T 6.1</u>: Explore utilizing traffic calming techniques like reducing the speed limit, implementing mini circles, curb extensions, or painted intersections at identified critical intersections. (See T 2.3)
 - <u>Action Step 6.1.1</u>: Conduct a walking audit with local stakeholders to discuss applicability of traffic calming efforts in targeted locations in order to enhance walkability and gain political/community support.
 - <u>Action Step 6.1.2</u>: When possible, utilize temporary materials when implementing improvements to minimize costs and test improvements prior to investing in full infrastructure improvement(s).

Objective T 7: Support public transit opportunities.

- <u>T 7.1</u>: Work with surrounding communities and other partners to help improve transit availability.
- <u>T 7.2</u>: Review transportation options, specifically for those in wheelchairs and with limited mobility, and collaborate with potential partners to enhance available services.

<u>Objective T 8:</u> Collaborate with School and support safety enhancement projects in Safe Routes to School planning efforts.

- <u>T 8.1:</u> Provide representation during Safe Routes to School Planning Process, and also during the development of other improvement projects when needs dictate.
- <u>T 8.2</u>: Collaborate with the school (when possible) to incorporate safe routes principles into accessing local school sites.



Active Transportation and Traffic Calming

Active transportation modes play an important role in the overall transportation system. Active transportation refers to any form of human-powered transportation - walking, cycling, and using a wheelchair, in-line skating or skateboarding, etc. With the rise in popularity of active transportation modes, comes a demand for improved active transportation infrastructure (e.g. sidewalks and trails).



Increased community 'walkability' has been linked to both enhanced property values and also overall public health and addresses equity issues by making areas more accessible to the public. Strategies laid out in this plan look to create safer areas through design improvements for Two Harbors' residents and visitors alike to walk, bike, or roll.

Discussion of Proposed Transportation Projects

Several transportation and development projects have been proposed in Two Harbors that merit discussion in the Comprehensive Plan. The following discussion of these projects should not be interpreted as approval of the projects unless specifically stated.

Highway 61 Connector to Recycling Center Industrial Area and Waterfront

The construction of a roadway from Highway 61 (near Culver's) into the Waterfront Business District of Two Harbors is an idea that the City, Lake County and other partners have discussed for many years. This project would involve a long term planning phase of its own. The project could be viewed in two phases.

- 1. Phase 1 would extend CSAH 26 south of 7th Avenue looping around to the controlled intersection at Highway 61 near Culver's. This would improve access to the County Recycling Center and other industrial businesses, establish a better public road, and open up some additional industrially zoned land for development. Securing easements or ownership of private property would be necessary. The City realizes this is a project that may not happen for many years, if at all.
- 2. Phase 2 is the extension into the Waterfront Business District. This phase would require an overpass of the CN rail lines. Funding needs and securing agreements from the railroad make this project dependent on a large source of state or federal funding. The City realizes this is a project that may not happen for many years, if at all.

The construction of a major collector route from Highway 61 to the waterfront of Two Harbors is an idea that the City, Lake County and other partners should research further, if certain issues could be addressed and resolved. In particular, major concerns about the road have focused on:

- Ensuring that traffic would not be routed through residential areas, particularly in routing traffic back to 7th Avenue and avoiding 1st Avenue residences. Options for routing traffic in and out of downtown should be explored.
- Identifying the impacts on and/or needs for privately owned lands, particularly land owned by the railroad. Adverse impacts to affected parts of the city should be identified and discussed.
- Discussing what the road will look like, where an overpass over the railroad tracks and where intersections might be located, etc. would be needed before continuing further.

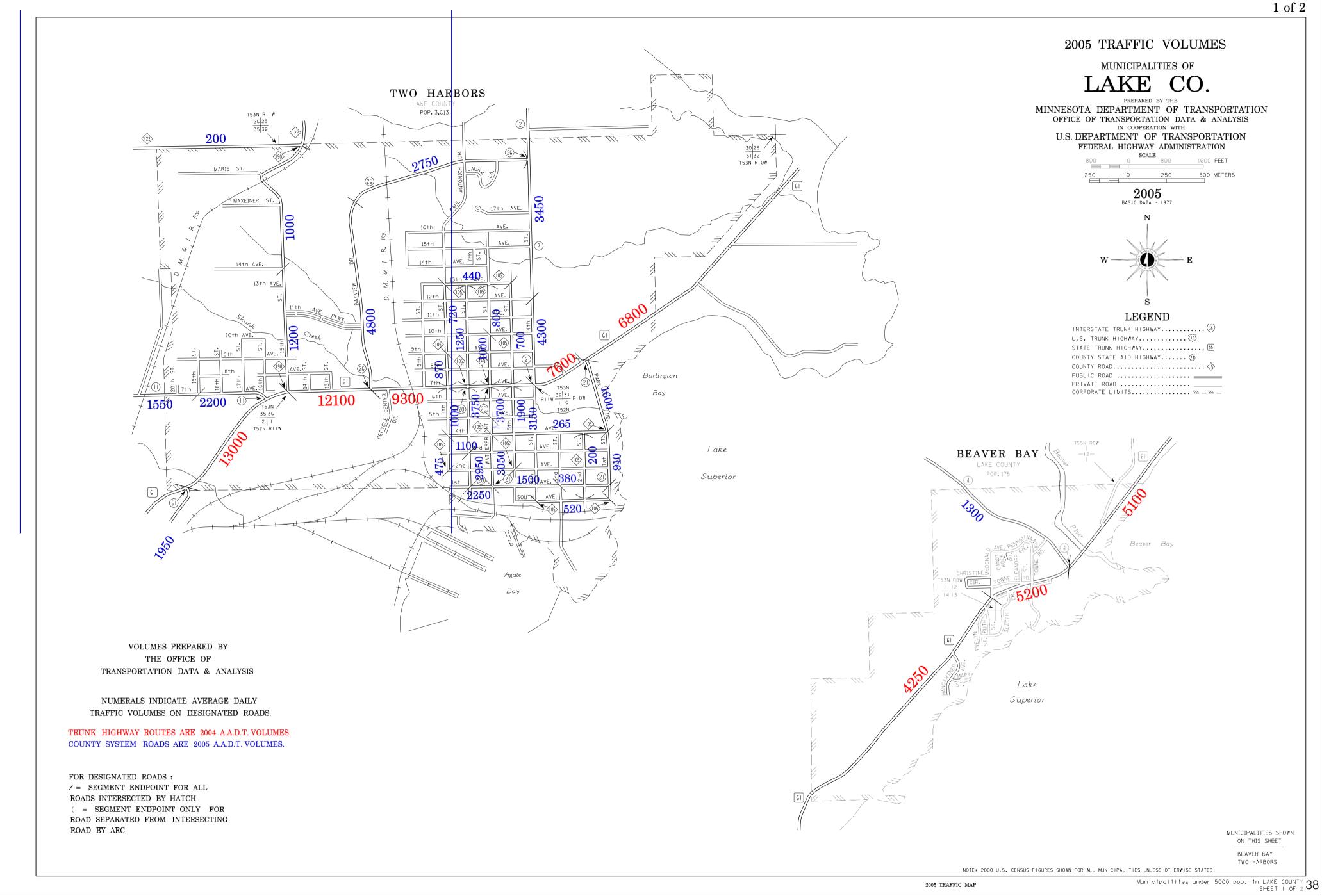
Should it be agreed by the involved partners that the roadway is a desirable project; more detailed action steps will be outlined to help guide the involved participants toward the project's completion.

Possible benefits of the project include:

- Assist with offsetting traffic if there is an emergency on Highway 61.
- Access to potential Northern Lights Express rail maintenance facility.
- Provide better truck access to Recycle Center industrial area.
- Provide direct, better truck access to the JJ Castings and surrounding industrial area.
- Provides access to tanker trucks and other heavy vehicles serving the Canadian National rail yard. Trucks will not need to travel through the center of town.
- Trail extension for snowmobile traffic to the Waterfront Business District.
- Allows the residential growth areas of Segog to have a direct access to the Waterfront Business District and general waterfront area without having to get onto Highway 61.
- Exposes the waterfront as a destination
- Provides better access to the marina when it is constructed.



A proposed County road project would connect 4th Street across the old high school property.



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Two Harbors Comprehensive Plan

Potential Road Projects Map

An extension of the Fairgrounds Road connecting Hwy 61 has been discussed and has not moved past the concept stage. An extension is not currently needed. An access road or residential street system would be needed if development occurs. Affects on existing recreational uses, potential housing, and traffic through town on 7th Avenue should be considered if the project is proposed.

Lake County has proposed constructing a road that would primarily serve a county resident. The road would transect an area that will become an industrial district. The road will be built so that it can be improved to accomodate 10 ton traffic when development occurs. The final plat is being drafted by the County.

4th Street Connection: The completion of 4th Street through the old high school property was approved by the City and County in 2008. The County estimates this project could be completed in 2014. 4th Street from 4th Avenue to South Avenue should remain a minor collector, primarliy used by neighborhood traffic.

8th Street Reconstruction: The County led reconstruction of 8th Street would include widening the street, non-motorized element, and improvements of city utilities. The road would need to be extended between 2nd Avenue and 1st Avenue. The City should work with Mn/DOT to move the stoplight at 7th Street to 8th Street to improve traffic flow on 7th Avenue. the County estimates this project could begin as early as 2011 - 2012.

A proposed roadway connecting Highway 61 on the west end of town to the industrial area west of the rail road tracks and to the Waterfront Business District has been discussed for many years. There are funding and engneering obstacles but also many benefits. Connecting the industrial area could be completed as a standalone project with County assistance. The Waterfront Business District connectioncould be completed will require major funding assistance from the federal or state government.

625

0

1.250 1 2,500 Feet

WATERFRONT PLANNING

Much of the City's planning efforts in the past several years have focused on the waterfront along Lake Superior. In March 2005, the City adopted the Waterfront Action Plan to guide land use and zoning decisions in the areas stretching from Burlington Bay to Agate Bay. This section revisits some of the goals and action steps contained in that document while focusing on issues within the Waterfront Business District and planned marina development. Several other waterfront related issues are discussed in the rest of this document.

The traditional downtown of Two Harbors developed north of Agate Bay. Many businesses are still located there and many buildings remain available for businesses. Revitalization of this area has been a concern for many years. With the planned construction of the DNR marina and safe harbor and the possibility of new housing and lodging on Lighthouse Point, the potential for revitalization is much improved.



Waterfront Goals

- 1. Revitalize the Waterfront Business District as an entertainment, hospitality, and retail and employment center capitalizing on Lake Superior's natural aesthetics and resources.
- 2. Support the development of Agate Bay and Lighthouse Point as a regional recreation destination that enhances the public's access to the Lake, open space, and natural aspects of publicly owned land.

- 3. Redevelop JJ Castings and roundhouse for industrial use. Provide site access to Agate Bay.
- 4. Maintain and improve public access and use of the Lake Superior waterfront through trails, green space, and public recreation sites.

Waterfront Action Steps

- 1. Implement a program for offpremise/way-finding signage connecting the waterfront and downtown waterfront district.
- 2. Develop a Downtown Revitalization Plan including: urban design elements, storefront changes, public art, way finding signs, zoning revisions, ongoing programming partnerships funding, and other related components.



The now cleared JJ Castings and Roundhouse property offers 20 plus acres for industrial and mixed use redevelopment to contribute to the revitalization of the city's waterfront.

- a. Assist the business district representatives in securing funds to enlist the assistance of an engineering and/or landscape architect firm with developing urban design components to incorporate throughout the business district creating a unique sense of place.
 - i. Work with Waterfront Business District representatives to complete a concept plan to improve storefronts, identify streetscape improvement elements and focused on enhancing the waterfront sides of buildings and public spaces.
- b. Develop a program / funding mechanism to assist the Waterfront Business District with rehabilitation efforts.
 - i. TIF, Tax Abatement, Small Cities Development Comprehensive Grants, and Business Improvement District grants should all be explored.
 - ii. Promote the City's existing storefront revolving loan fund.
- c. Explore creation of a Waterfront Business District Association to manage and promote revitalization and programming in the Waterfront Business District.
 - d. Collaborate with Chamber of Commerce and Waterfront Business District businesses to foster and strengthen partnerships and identify actions which could benefit downtown area as a whole. (i.e. sidewalk sales, or other specific collaborative 'events' to draw people to the area).



- e. Address and revise Land Use Zoning ordinance to allow for mixed use, increased density and explore incorporating form based code principles into downtown district.
- 3. Redevelop JJ Castings and roundhouse for industrial use.
 - f. Actively market the site using economic development resources and partners.
 - g. If the property is developed with a tenant that does not require access to the Lake the City can reassess the land use and zoning for the affected shoreline.

TOURISM, CULTURAL, RECREATION, AND NATURAL RESOURCES

The natural setting of Two Harbors influences the city's residents and economy in complex ways. The Lake, shoreline, scenic views, open space, parks, and historic features, are major attractions to residents, visitors and commerce. The benefits of recreation (physical and mental health, economic development, social interaction, and environmental awareness, among others) have become recognized as valuable to the public. Most of these benefits serve the individuals who take advantage of available recreational opportunities. Nevertheless, many of the benefits to individuals lead to other benefits that have social or collective merit. In fact, many of the immediate benefits are recognized to be social instead of individual in nature.

Social and cultural benefits are perhaps the best-documented contributions of "quality of life" and help put indicators. into perspective the range of feelings that people have about the role and consequences of recreational activity. Recreation resources and opportunities help to sustain the central values, tourism and related amenities. In addition, recreation and tourism activities and facilities can



The city campground expansion on Burlington Bay (left) and green space preservation of Lakeview Park (right) will offer residents and visitors high quality recreation experi- ences along Lake Superior.

maintain and enhance ethnic identities and meet the unique needs of particular segments of society (the elderly, single parents, children, teenagers, the physically disabled, for example) that cannot be met otherwise. Evidence is mounting that systems of social support and companionship contribute to longer, more disease-free, higher quality of life. Many of these systems are highly dependent on recreational opportunities.

Providing recreational amenities can raise property values; costs from erosion will be minimized; spending on recreational activities by local residents will increase; parks and open space influence the quality of life and location decisions of families and businesses; and community attractiveness and recreational opportunities for tourism may increase. A community that has a healthy environment can benefit in many ways. Quality of life will be improved, which will be attractive for potential residents, and land values will increase. Creating a healthy living environment can be as simple as planting trees and shrubbery or keeping one's property maintained. Environmental protection can also become more intricate through the adoption of erosion control or tree protection ordinances, and by establishing conservation districts. Green Space is an important factor in encouraging active living through recreational activities. Green space is characterized by a natural state and can be unimproved "green" land or improved "green" land that does not include intensive activities such as organized sporting facilities. Communities with green space recreation areas provide relaxing environments for people of all ages and activity levels.

Recreation and Natural Resources Goals

- 1. Provide access to park and recreation facilities for residents of all ages, activity levels and interests.
- 2. Use land within the City of Two Harbors in a planned and managed way to bring about moderate population and economic growth while protecting key environmental and historical features such as the lakeshore, Skunk Creek, wetlands, scenic views, the lighthouse and other historic sites and preserve access and public views to the waterfront.
- 3. Support construction of a marina in Agate Bay, while improving waterfront access and providing open space by protecting natural aspects of publicly owned land, and encouraging investment in the downtown.
- 4. Maintain and improve public access and use of the Lake Superior waterfront through trails, green space, and public recreation sites.
- 5. Expand the Burlington Bay Campground. The west Burlington Bay area will be a combination of city campground, trailhead and recreation, open space and natural area, and a planned commercial hospitality district.

Recreation and Natural Resources Action Steps

- 1. The City will preserve the eastern node of Lakeview Park and the Skunk Creek Woods as public green space by rezoning them to Park Preserve (PP).
- 2. Complete the Burlington Bay Campground Expansion.
- 3. Collaborate with Lake County and other partners to expand and improve the skate board park and ice rink facilities behind the County Arena.
- 4. Continue to implement the Two Harbors Trails System Plan first adopted in 2005.
 - a. The trails system is designed primarily as a part of the transportation system but has many recreational benefits as well.



Tourism, Recreational and Cultural Resources Objectives

<u>Objective RC1</u>: Encourage the maintenance and expansion of a recreational trail and parks system throughout the City.

- RC 1.1: Inventory and document existing condition of City parks, examining them for deterioration, maintenance needs and infrastructure improvements.
- RC 1.2: Develop action priorities and estimate costs of improvements for existing facilities.
- RC 1.3: Incorporate recreational facilities into the Capital Improvements Plan process to keep facilities in good condition.
- RC 1.4: Create long term vision and plan for community parks, trails, and recreational system including access to both to Lake Superior, future and existing trail systems, desired facilities and programming, funding available, and prioritization of phasing implementation of projects.
 - Action Step: Use public meetings, surveys, focus groups, (etc.) to help outline desired facilities / recreational opportunities, potential trail expansion sites, and other prominent recreational issues.
 - Action Steps: Invite existing Trees and Trails committee, City Council, county and state organizations (DNR, etc.) land owners, the public and interested stakeholders to participate in a public planning process to create detailed outline of individual projects, costs, timelines, resources and others.

<u>Objective RC2</u>: Identify and explore recreational facilities, programming and opportunities for elderly residents and those with limited mobility.

<u>Objective RC3</u>: Improve snowmobile trail access through focused planning process and implementation of suggested recommendations.

• RC 3.1: Collaborate with the Voyageurs Snowmobile Club to improve and maintain access to snowmobile trails.

<u>Objective RC 4</u>: Review City's ATV ordinance to direct activities to areas designated for ATV use without dramatically reducing access.

 RC 4.1 Explore driver education, signage improvements, and other opportunities to enhance ATV user friendliness of community, while also addressing enforcement issues of riding in undesignated areas and causing damage to property in the community.



<u>Objective RC 5</u>: Create vision for Burlington Beach wayside which incorporates safety, ADA accessibility, and other amenity/ facility improvements through design process.

- RC 5.1: Work with consultant to develop design elements and cost estimates through publically informed meeting redesign efforts.
- RC 5.2: Seek implementation funding opportunities for construction once design process is completed.

<u>Objective RC 6</u>: Support and discuss new band shell improvements, programming, and funding opportunities.

• RC 6.1: Work with 'Friends of the Band Shell' to apply for funding for design and construction and other phases of the project.

<u>Objective RC 7</u>: Improve internet presence and utilize that presence for promotion of ongoing and upcoming events and activities in the area in addition to enhance public input/feedback.

• RC 7.1: Maintain Facebook page to enhance reach of communication of local events and utilize it as an additional public engagement tool for promoting public meetings, surveys, and other input opportunities when deemed necessary.

<u>Objective RC 8</u>: Update Trails System Plan to reflect changes and developments since plan adoption and further planning efforts for long term vision of system.

<u>Objective RC 9</u>: Pursue Bicycle Friendly Community status and implement identified recommendations to achieve greater status.

<u>Objective RC 10</u>: Continue to support forestry/timber, and mining related business activities in the community.

<u>Objective RC 11</u>: Ensure industrial businesses are buffered from existing and new residential development through zoning setbacks, green buffers, or other methods to minimize the impact on neighborhoods.

<u>Objective RC 12</u>: Research and discover long term solution for the Edna G. Historic Tugboat, which continues its historic designation, protects/removes it from the damaging water, and enhances capacity as an improved tourism and historical landmark.



Agricultural and Natural Resources Objectives

<u>Objective AR1:</u> Encourage the conservation and enhancement of natural resources and environmentally sensitive areas within and adjacent to Two Harbors.

- <u>AR 1.1:</u> Continue to enforce shoreland and flood plain ordinances and existing open space district standards within the community.
- <u>AR 1.2:</u> Examine natural resources impacted by development both within and directly adjacent to the City.

<u>Objective AR 2:</u> Support and pursue all brownfield redevelopment efforts to enhance the community.

<u>Objective AR 3:</u> Support local farmer's market or co-op style activities which provide healthy food options available within the community.

• <u>AR 3.1:</u> Provide open space for activities to take place if organized and requested by local organization/individual(s).

Objective AR 4: Support improved access to community gardens.

- <u>AR 4.1:</u> Use public meetings to identify need and/or potential sites for community gardens.
- <u>AR 4.2:</u> Address and revise land use zoning where necessary to make allowable use.
- <u>AR 4.3:</u> Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing garden.

Objective AR 5: Encourage the reduction of night time light pollution.

• <u>AR 5.1</u>: Supply information related to residential light height restrictions, light shielding/directional improvements, motion sensors, and/or other measures to prevent additional light pollution and preserve Two Harbor's night sky.

Objective AR 6: Continue implementing Tree City USA program.

• <u>AR 6.1:</u> Explore utilizing volunteer organization 'Friends of the Trees' to implement ongoing tree program.

Objective AR 7: Implement identified steps in City's Green Step Program.



UTILITIES AND COMMUNITY FACILITIES/INFRASTRUCTURE

Utilities and Community Facilities are public services and infrastructure that the City develops and maintains. Utilities include the water, storm water, sewer, communications, and waste collection infrastructure. Community Facilities include buildings that are maintained by the City like City Hall.

Assets (Desired Future Assets Italicized)

- 1. New playground equipment at Segog is an asset
- 2. John A Johnson as community building
- 3. Long term planning for community center/city hall
- 4. Local revenue source for infrastructure, sidewalks, streets, tax levy
- 5. City owns its own electrical

lssues

- 1. Cost to build and maintain infrastructure relative to 3,500 populations size
- 2. Community center is not user friendly
- 3. Old and undersized pipes
- 4. Water and sewage capacity limits growth

Complete Streets/Living Streets¹

utility

- 6. Community Center
- 7. Low cost utilities compared to Duluth
- 8. Low taxes compared to Duluth
- 9. New development can include high quality infrastructure
- 10. Fiber optic
- 11. Some room to grow on current system (wastewater)
- 5. Aging infrastructure
- 6. Cost to homeowners of aging infrastructure
- 7. Poor conditions of bathrooms in parks
- 8. Old water lines (100 years)
- 9. Lack of city staff to maintain much less expand

Complete Streets typically refers to street design that provides for multiple modes of transportation. **Green Streets** typically refers to street design that reduces environmental impacts by reducing impervious surface, managing stormwater, and providing shade. *Living Streets* is a combination of the two. Living Streets combines the concepts of complete streets and green streets, and also puts additional focus on quality of life aspects for City residents.

Living Streets Benefits:

• **Provide economic benefits:** lower initial costs; lower maintenance costs; increase property values; economic revitalization.

¹ City of Maplewood's Living Streets Policy

• **Build community:** improve public health; increase safety; enhance neighborhood beauty; strengthen sense of community; provide positive impact upon children.

• **Provide environmental benefits:** improve water quality; improve air quality; reduce the urban heat island affect; reduce materials and energy used in street construction; promote the planting of trees.

It's recommended below that the City develop a Complete or Living Street policy for the community, MnDOT provides 'Complete Streets' guidance, and the above referenced City of Maplewood Living Streets Policy can act as a model on developing policy.

Utilities and Community Facilities Goal(s)

Two Harbors will continue commitment towards efficient infrastructure and maintenance for city structures, parks, trails, water and sanitary system, roads and other public facilities through a systematic short-range planning process to sustain future growth.

Utilities and Community Facilities Objectives and Action Steps

<u>Objective UC1:</u> <u>Begin/Continue</u> Capital Improvements Planning (CIP) process which annually implements and reviews priorities to continue to provide efficient infrastructure (including roads, sidewalks, water/wastewater facilities, etc.) while meeting the budget.

- <u>UC 1.1:</u> Work regularly with City Engineer to discuss priorities, upcoming projects, and future opportunities/needs for improvements.
- <u>UC 1.2:</u> Combine public improvements with redevelopment projects to reduce costs. (I.e. replacing necessary utilities when resurfacing a road, replacing existing trails or other facilities after making improvements, etc.)
- <u>UC 1.3:</u> Identify and plan for future infrastructure needs to support economic development (specifically in the CSAH 26 and Downtown Water Front Districts)

<u>Objective UC 2:</u> The City will continue to identify and plan for water plant upgrades to meet existing standards and assist in applying for funding for implementation.

<u>Objective UC 3:</u> Use the 2012 Lake County Hazard Mitigation Plan principles in the planning process, to reduce potential damage costs from natural disasters.

• <u>UC 3.1</u>: Annually address, implement, and monitor projects and mitigation strategies identified in the 2012 Lake County Hazard Mitigation Plan.

• <u>UC 3.2</u>: Include Infrastructure and other mitigation improvements in the Capital Improvement Planning (CIP) process when addressing annual maintenance/improvements.

<u>Objective UC 4</u>: Study the need for a storm water management program to minimize runoff and protect infrastructure and property within the city

- <u>UC 4.1:</u> Use a storm water utility plan as part of the incentives for residential investments and capital improvements by the City.
- <u>UC 4.2</u>: Identify projects for storm water management improvements which provide highest cost mitigation savings.
- <u>UC 4.3:</u> Explore feasibility of implementing storm water drainage ordinance (or Living streets) to help reduce runoff.

• <u>UC 4.4</u>: Support additional green space projects including rain gardens, rooftop green spaces, and other impervious surface offsetting projects, to help reduce storm water runoff in the city.

<u>Objective UC 5</u>: Explore feasibility of utilizing sustainable building materials, energy efficient lighting/heating and other energy efficient improvements when building new facilities or making improvements to existing facilities and whenever possible.

<u>Objective UC 6</u>: Continue to support Lake County Fiber Broadband access project and look to expand public access in public facilities, improve local technical capacity, and insure residents will continue to be provided with access to highspeed internet.

- <u>UC 6.1:</u> Support efforts to insure long-term availability of high-speed, broadband internet access to all interested users within the community.
- <u>UC 6.2</u>: Make technology improvements and investments within the City's system on a reasonably timely basis to maintain capacity within financial restraints.
- <u>UC 6.3</u>: Identify public areas where increased internet access could benefit public (library, city hall, etc.) and look for opportunities to make improvements through use of grant dollars or local public investment/fundraising..

<u>Objective</u> <u>UC 7:</u> Extension of public utilities should be based on a cost-benefit evaluation of service capacities, land use, service needs, and natural features, such as; topography, wetlands, and vegetative cover; and public utility proposals should be carefully evaluated to ensure compatibility with the approved Comprehensive Plan and projected land use needs.



INTERGOVERNMENTAL COOPERATION

The purpose of the Intergovernmental Cooperation section is to identify how and where the City can work to meet community needs (i.e., fire and emergency response) effectively with County or other local government as needed (e.g., adjacent cities).

The cities of Northeastern Minnesota have a distinct incorporation history with ties to mining and timber. Cities in the early 1900s built village halls, schools and maintained streets. Later cities offered water and sanitary services and police and fire protection. Today the City of Two Harbors, like its neighbors, often works with neighboring communities and organizations to share services and costs.

Assets

- 1. Way-finding sign pilot project provides opportunity to enhance cooperation with MnDOT
- 2. At times, City and County relationship seems productive.
- 3. Small City with the knowledge of the problems we face
- 4. Partnership with ARDC

Issues

- 1. Feeling of disconnect over various issues with both County and State level government entities.
- 2. The 8th Street project.
- 3. Lack of new information on the proposed marina/safe harbor project.
- 4. Trail or other thoroughfare across the CN/DMIR right of way issues
- 5. School District Issues
- 6. County Issues Lack of Communication and Support
- 7. Lack of willingness to change
- 8. Development dollars available?
- 9. Not enough support for small City

Intergovernmental Cooperation Goal(s)

Two Harbors will work cooperatively with Lake County, the State of Minnesota, and other public and private entities to provide cost effective high quality public services.

Intergovernmental Cooperation Objectives and Action Steps

<u>IGC1:</u> Proactively work with and inform Lake County, Lake Superior School Board, IRRRB, State of Minnesota officials, and other public/private entities of the needs in Two Harbors regarding resources, housing, economic development, transportation, and other issues as they arise.

- <u>IGC1.1</u>: Set up annual/semi-annual meetings with Lake County to insure open communication is occurring regarding emerging needs/trends in the community.
- <u>IGC 1.2:</u> Explore opportunity of annual/semi-annual meetings with Lake Superior School board to insure open communication is occurring regarding emerging needs/trends in the community.
- <u>IGC 1.3:</u> Continue communication with State of Minnesota officials and other public/private entities to stay informed of emerging issues/opportunities.
- <u>IGC 1.4:</u> Explore collaboration with railroad entities for future partnership opportunities.

<u>IGC2:</u> Create an internal formalized communication process allowing for cross departmental comment periods on proposed and upcoming projects throughout the city.

<u>IGC3:</u> Collaborate with regional entities, like Healthy Northland local Statewide Health Improvement Program (SHIP) coordinators and other stakeholders to implement active living, public health, and other related improvements and programming to promote healthy lifestyles in the community.

IMPLEMENTATION

Implementation of the objectives laid out in the plan may be the most critical step for the City moving forward. The City of Two Harbors is committed to following through with the plan's recommended actions. Annual review and status updates of ongoing activities laid out in the comprehensive plan assist in keeping the City on track to completing objectives outlined in the planning process. Additionally, regular review can allow the city to incorporate new or emerging issues that may have not been prevalent during the planning process along with revising priorities due to unforeseen circumstances.

A project Implementation checklist has been included in the plans appendix A and is a resource for conducting an annual review of the goals, objectives, and actions steps outlined in this plan. Additionally, up to date technical and financial assistance resources are maintained by ARDC to enhance community capacity for implementation. This 'community planning toolkit' can be accessed at: http://www.arrowheadplanning.org/communityplanningtoolkit.

Implementation Goal

1. Two Harbors will actively work as an entity and with stakeholders to complete the strategies and projects identified in the comprehensive plan and will review and update implementation priorities and status annually.

Implementation Objectives and Action Steps

<u>Objective I1:</u> An implementation checklist will be developed listing each strategy action item in the Plan and organized in a spreadsheet with some general implementation steps, responsible entities and timeframe.

- <u>I 1.1:</u> Annually review the implementation checklist at a City Council meeting to determine each step's implementation status and to redetermine each step's current priority level. Utilize this meeting as a public hearing/engagement session to continue incorporating public priorities into investment decisions.
- <u>I 1.2</u>: Change, update, or end actions that need alterations or have been completed or new project priorities emerge
- <u>1.3:</u>When over half of the finite objectives are completed from the existing plan, begin discussion of identifying next steps for plan update process.

<u>1 2:</u> Monitor available grant opportunities to leverage funds to implement larger scale projects.

• <u>1 2.1:</u> Continue communication with grantors like MnDOT, and MnDNR to be aware of possible grant solicitations and parameters for eligible projects.



City of Two Harbors Comprehensive Plan Updated 2015

Prepared for the City of Two Harbors Prepared by the Arrowhead Regional Development Commission (ARDC)

ARDC's Mission

To serve the people of the Arrowhead Region by providing local units of government and citizens groups a means to work cooperatively in identifying needs, solving problems, and fostering local leadership.

If you have questions regarding ARDC or the City of Two Harbors Comprehensive Plan Update, please contact:

> Regional Planning Division 221 West First St. Duluth, MN 55802 General Phone: 218-722-5545 Fax: 218.529-7592 Website: www.arrowheadplanning.org

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> Planning Team: Andy Hubley, Director Josh Bergstad Charlie Moore Justin Otsea Michelle Pierson Jarrett Valdez

APPENDIX A

Implementation Checklist

City Of Two Harbors Comprehensive Plan Update (2015) Implementation Checklist

·		Implementation Checklist		
Section	Goal/Objective	Strategy/***Action Step	Timeline	Status
2011)		g map changes listed in this section under Zoning Recommendations.	Short-Mid Term	
Land Use (2011		 a. Update the City's key land use and planning ordinances zoning code, subdivision regulations, sign ordinance, and off-street parking ordinance. 	Short-Mid Term	
Lano		each ordinance is discussed in this section under Regulating Planning and Zoning.	Short-Mid Term	
		date zoning ordinance, zoning map, official map, ermitting documents.	Ongoing	
		• LU 1.1: Update City Zoning Ordinance Code and procedures to include modern developmental concerns, and streamline administration.	Short Term	
		• LU 1.2: Research and consider incorporating mixed use (residential/commercial) designations in specific zones within the zoning code.	Short Term	
2)		• LU 1.3: Enhance online presentation of Land Use Zoning Code, Applications, and other development related information to improve accessibility.	Short Term	
Use (2015)		• LU 1.4: Update existing identified permit, variance, and other application forms to enhance user friendliness and improve administration.	Short Term	
and Use	such as parking locations and limi	ing form based zoning which can include elements its, building frontages, and streetscaping to create the downtown/waterfront district.	Short-Mid Term	
	Objective LU 3: Incorporate/Enforce open space and/or park requirements into the zoning ordinance and subdivision ordinance to preserve recreational opportunities for all new and existing neighborhoods.		Ongoing	
	Objective LU 4: Ensure industrial businesses are buffered from existing and new residential development through zoning setbacks, green buffers, or other methods to minimize the impact on neighborhoods.		Ongoing	
	Objective LU 5: Research and cons	sider adopting a commercial property landscaping ordinance.	Short-Mid Term	

Section	Strategy	Action Step	Timeline	Status
	and incomes in undeveloped areas like the tax forfeit la	o meet the needs of residents with a range of lifestyles, ages, nd in the north Segog Addition through rezoning or use of t Development	Short-Mid Term	
		a. Encourage the use of conservation subdivision and/or planned unit development that phases in planned development in the tax forfeit are north of the Segog neighborhood.	n Short-Mid Term	
		improve the use of conservation development that can be or Hills, and around the golf course, among other areas.	Short Term	
1)		a. This approach will emphasize designing around existing land use, and natural features, such as: topography, wetlands, and vegetative cover on the future land use map, and carefully evaluate residential development proposals to ensure compatibility with the approved Comprehensive Plan.	Short Term	
g (201		b. This approach would be targeted towards planned developments of several lots on multiple acres, not towards subdivision of individual lots or infill development.	Short Term	
Housing (2011)	3. The City should partner with regional housing agencies to promote rehabilitation and redevelopment of residential properties to protect existing neighborhoods and provide quality, affordable housing options to all residents.	 a. Potential partners are Two Harbors HRA, Lake County HRA, IRR, and AEOA, Minnesota DEED. b. Strategies include Small Cities Development program, weatherization, demolition, and other strategies. 	Short-Mid Term	
	4. The City will maintain the split R-2 / R-3 zoning at the old high school property.	a. The 4th Street completion makes a good boundary between the zones.	Ongoing	
	east of 15th Street, and north of Skunk Creek (named Hide	idential development located South of Battaglia Boulevard, den Springs in the existing PUD/plat) to amend the approved ncourage completion of that development.	Short-Mid Term	
		tt of upper market housing in the R-3 zone north of the golf Irse.	Short-Mid Term	
Section	Strategy	Action Step	Timeline	Status
		is in streets, sidewalks, water/sewer systems, and other t in commercial and residential properties alike.	Ongoing	
		linances and enforcement procedures to preserve quality of using stock.	Short Term	
Housing Language (2015)	• H 3: Explore feasibility of creating and annually review 'Housing Indicator Report' which utilizes annual statistics regarding housing to provide a snapshot of where community is currently, and indicators of trends moving forward to help spur private sector development.	***Resource: Statistics/Indicators can include population trends/projections, building permits issued, number of foreclosures, median sales price, rental rates, rental vacancy rates, affordable housing rates, home/rental property surveys, among others.	Short-Mid Term	
Lang	H 4: Ensure that new commercial and industrial develo increase adverse effe	Ongoing		
using		cluding both single family and multi-family options in close ed to increase density.	Short Term	
Hou	H 6: Research and consider adopting housing development and/or subdivision incentives to encourage design for future residential units and lots that encompass lifestyles of users of all ages and mobility and other 'age in place' principles.	o (Design elements may include: development of smaller, affordable housing units in compact multi-house developments or allowing accessory dwelling units, supported by commercial facilities (i.e. grocery store/pharmacies, etc. accessible by walking/biking)	Short-Mid Term	

ection	Goal/Objective	Strategy/***Action Step	Timeline	Status
	transportation projects where feas Mn/DOT to include Complete Street	e Complete Streets or Living Streets elements in ble. The City should encourage Lake County and s or Living Streets elements in their transportation projects as well.	Short-Mid Term	
	Objective 1. Work collaboratively with Lake County and Mn/DOT to improve transportation planning in the city.		Ongoing	
1)		a. Collaborate with Mn/DOT to reduce the effects of 7th Avenue as a barrier to motorized traffic in the city.	Short-Mid Term	
TRANSPORTATION (2011)		b. Collaborate with Mn/DOT to reduce the effects of 7th Avenue as a barrier to non-motorized traffic in the city.	Short-Mid Term	
ATION		c. Meet annually with Mn/DOT and Lake County to discuss transportation planning and projects within the city.	Annually	
ORT.	2. Work to ensure that projects enh	ance non-motorized transportation where possible.	Ongoing	
5 5		a. Continue to implement the Two Harbors Trails System		
SAN:		Plan first adopted in 2005.	Short-Mid Term	
TRAN	when part of the proposed trail sys easements, rights-of-way, and trail mai		Short-Mid Term Short-Mid Term	

Section	Goal/Objective	Strategy/***Action Step	Timeline	Status
	T 1: Update Off-Highway Vehicles (ATV)	, Snowmobile, etc.) Trail plan to address emerging issues.	Short Term	
1 <mark>5)</mark>		T 1.1: Collaborate with Snowmobile and ATV clubs discussing re-routing and expansion of existing trail system.	Short Term	
TRANSPORTATION (2015)		T 1.2: Further explore emerging ATV regulations and effects on existing/desired usage, driver education, signage improvements, and other opportunities to enhance ATV user friendliness of community, while also addressing existing issues of riding in undesignated areas and causing damage to property in the community.	Short Term	
RTA	T 2: Safely Connect existing and new neighborhoods, public facilities, park, school and other community destinations with the City's sidewalk and trail system(s).		Short-Mid Term	
NSPO		T 2.1: Map existing sidewalk system in order to identify existing conditions and potential gaps/obstacles within the system.	Short Term	
TRA		T 2.2: Identify most critical/dangerous crossings and intersections in the community.	Short Term	
		**2.2.1: Work with MnDOT, Lake County, and other entities in order to improve safety via infrastructure improvements (signage, painted sidewalks, etc.) at identified areas.	Short-Mid Term	

		ike route(s) throughout community, connecting uding recreation and basic necessities/services.	Short-Mid Term	
		3.1: Utilize public engagement meetings to open discussion with stakeholders regarding desirable routes within the City.	Short Term	
		3.2: Consider incorporating bicycle facilities like painted lanes, sharrows, designated signs, and others to improve the accessibility and safety of the overall system.	Short Term	
		3.3: When possible, utilize temporary materials when implementing improvements to minimize costs and test improvements prior to investing in full infrastructure improvement(s).	Short-Mid Term	
		cycle facilities (parking, ease of access, setbacks) as ng and/or subdivision ordinances.	Short-Mid Term	
	11 2 1	t projects along old Highway 61 to encourage Two ng destination from Duluth.	Long Term	
	proximity to residential and recreational	ures in identified problem areas, specifically in facilities to preserve/protect the characteristics of ce the overall walkability of the community.	Short-Mid Term	
		6.1: Explore utilizing traffic calming techniques like reducing the speed limit, implementing mini circles, curb extensions, or painted intersections at identified critical intersections. (See T 2.3)	Short-Mid Term	
I KANSPUKI A HUN (2013)		***6.1.1 Conduct a walking audit with local stakeholders to discuss applicability of traffic calming efforts in targeted locations in order to enhance walkability and gain political/community support.	Short Term	
		***6.1.2: When possible, utilize temporary materials when implementing improvements to minimize costs and test improvements prior to investing in full infrastructure improvement(s).	Short-Mid Term	
	T 7: Support public transit opportunities.		Ongoing	
-		T 7.1: Work with surrounding communities and other partners to help improve transit availability.	Mid Term	
-		7.2: Review transportation options, specifically for those in wheelchairs and with limited mobility, and collaborate with potential partners to enhance available services.	Short-Mid Term	
		rt safety enhancement projects in Safe Routes to planning efforts.	Short-Mid Term	
		T 8.1: Provide representation during Safe Routes to School Planning Process, and also during the development of other improvement projects when needs dictate.	Short-Mid Term	
		T 8.2: Collaborate with the school (when possible) to incorporate safe routes principles into accessing local school sites.	Short-Mid Term	

	Goal/Objective	Strategy/***Action Step	Timeline	Status
-		Business District as an entertainment, hospitality, talizing on Lake Superior's natural aesthetics and resources.	Mid-Long Term	
(2011)	Goal 10. Redevelop JJ Castings an	d roundhouse for industrial use. Provide site access to Agate Bay.	Short-Mid Term	
IENT	Objective 1. Provide for more hig	hway commercial development along Highway 61 and CSAH 26.	Short-Mid Term	
LOPN		a. Rezone the light industrial area east and south along CSAH 26 to highway commercial.	Short Term	
ECONOMIC DEVELOPMENT (2011)	2. Rezone the single family residential district north of 17th Avenue to light industrial.	a. This will replace the light industrial land along CSAH 26 that is changed to highway commercial.	Short Term	
IMONO	Avenue and on the west end	industrial use and residential use south of 17th by requiring strict development setbacks with isting tree and vegetation buffers.	Short Term	
ĔĊ	District), that includes the vaca Waterfront Business District and	Park and Recreation District) and I2 (Industrial ant lots immediately west and south west of the part of the City owned JJ Castings Site, to MUW Jse Waterfront District).	Short Term	
Section	Goal/Objective	Strategy/***Action Step	Timeline	Status
015)	improve local technical capacity,	broadband wireless internet in public facilities, and insure residents are continued to be provided ess to high-speed internet.	Mid-Long Term	
NT (2015)	improve local technical capacity,	and insure residents are continued to be provided	Mid-Long Term Short-Mid Term	
OPMENT (2015)	improve local technical capacity,	 and insure residents are continued to be provided ass to high-speed internet. 1.1: Make technological improvements and investments within the City Systems on a reasonably timely basis while 		
	improve local technical capacity, with according to the second se	and insure residents are continued to be provided ss to high-speed internet. 1.1: Make technological improvements and investments within the City Systems on a reasonably timely basis while balancing financial restraints. 1.2: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging	Short-Mid Term	
	improve local technical capacity, with according to the second se	and insure residents are continued to be provided ss to high-speed internet. 1.1: Make technological improvements and investments within the City Systems on a reasonably timely basis while balancing financial restraints. 1.2: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising. unication of local community events, activities, and	Short-Mid Term Short Term	
	improve local technical capacity, with according to the second se	and insure residents are continued to be provided ss to high-speed internet. 1.1: Make technological improvements and investments within the City Systems on a reasonably timely basis while balancing financial restraints. 1.2: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising. mication of local community events, activities, and cal, regional and statewide scale. ED 2.1: Continue to partner with the Chamber of Commerce in promoting/marketing the community and	Short-Mid Term Short Term Short Term	
ECONOMIC DEVELOPMENT (2015)	improve local technical capacity, with according to the second se	and insure residents are continued to be provided ss to high-speed internet. 1.1: Make technological improvements and investments within the City Systems on a reasonably timely basis while balancing financial restraints. 1.2: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising. mication of local community events, activities, and cal, regional and statewide scale. ED 2.1: Continue to partner with the Chamber of Commerce in promoting/marketing the community and respective events to the greater public. ED 2.2: Create formalized process for providing recreational opportunities & community events information to the public via multiple modes of	Short-Mid Term Short Term Short Term Short Term	

	MENT	arrival to residents and visitors alik	ering the City from all sides to create a sense of e. Improvements can include signage, art, natural thers to improve aesthetics and sense of place.	Mid-Long Term	
CONON	ELOPN		***3.1: If possible, utilize local volunteers to make enhancements while minimizing cost.	Ongoing	
DEVI	ED 4: Support ongoing efforts by	group operating 99.5 KTWH community radio.	Short Term		

Section	Goal/Objective	Strategy/***Action Step	Timeline	Status
		ff-premise/way-finding signage connecting the downtown waterfront district.	Short Term	
	storefront changes, public ar	lization Plan including: urban design elements, t, way finding signs, zoning revisions, ongoing ps funding, and other related components.	Long Term	
		a. Assist the business district representatives to secure funds to enlist the assistance of engineering and/or landscape architect firm with developing urban design components to incorporate throughout business district creating a unique sense of place.	Long Term	
		***i. Work with Waterfront Business District business representatives to complete a concept plan to improve storefronts, identify streetscape improvement elements focused on enhancing the waterfront sides of buildings and public spaces.	Long Term	
ning		b. Develop a program / funding mechanism to assist the Waterfront Business District with rehabilitation efforts.	Long Term	
Waterfront Planning		***i. TIF, Tax Abatement, Small Cities Development Comprehensive Grants, and Business Improvement District should all be explored.	Long Term	
ron		ii. Promote the City's existing storefront revolving loan fund.	Long Term	
Vaterf		c. Explore creation of a Waterfront Business District Association to manage and promote revitalization and programming in the Waterfront Business District.	Long Term	
>		d. Collaborate with Chamber of Commerce and Waterfront Business District businesses to foster and strengthen partnerships and identify actions which could benefit downtown area as a whole. (i.e. sidewalk sales, or other specific collaborative 'events' to draw people to the area).	Long Term	
		e. Address and revise Land Use Zoning ordinance to allow for mixed use, increased density and explore incorporating form based code principles into downtown district.	Long Term	
	3. Redevelop JJ Casti	ngs and roundhouse for industrial use.	Mid-Term	
		a. Actively market the site using economic development resources and partners.	Mid-Term	
		b. If the property is developed with a tenant that does not require access to the Lake the City can reassess the land use and zoning for the affected shoreline.	Mid-Term	
		· · ·		

	Recreation and Natural Resource	(2011)	
Goal/Objective	Strategy/***Action Step	Timeline	Status
• • •	the eastern node of Lakeview Park and the Skunk Creek bace by rezoning them to Park Preserve (PP).	Short Term	
2. Complete the Bu	rlington Bay Campground Expansion.	Short Term	
Collaborate with Lake County and other partners to expand and improve the skate board park and ice rink facilities behind the County Arena.		Short Term	
l. Continue to implement the Two Harbors Trails System Plan first Idopted in 2005.	a. The trails system is designed primarily as a part of the transportation system but has many recreational benefits as well.	Short-Mid Term	
	Tourism, Recreational, and Cultural	Resources	1
Objective	Strategy/***Action Step	Timeline	Status
_	and expansion of a recreational trail and parks system throughout the City.	Short-Mid Term	
	RC 1.1: Inventory and document existing condition of City parks, examining them for deterioration, maintenance needs and infrastructure improvements.	Short Term	
	• RC 1.2: Develop action priorities and estimate costs of improvements for existing facilities.	Mid Term	
	RC 1.3: Incorporate recreational facilities into the Capital Improvements Plan process to keep facilities in good condition.	Short Term	
	***Use public meetings, surveys, focus groups, (etc.) to help outline desired facilities / recreational opportunities, potential trail expansion sites, and other prominent recreational issues.	Mid Term	
	***Invite existing Trees and Trails committee, City Council, county and state organizations (DNR, etc.) land owners, the public and interested stakeholders to participate in a public planning process to create detailed outline of individual projects, costs, timelines, resources and others.	Mid Term	
	nal facilities, programming and opportunities for elderly nd those with limited mobility.	Shor Term	
1	rail access through focused planning process and on of suggested recommendations.	Short Term	
	• RC 3.1: Collaborate with Voyageurs Snowmobile club to improve and maintain access to snowmobile trails.	Short Term	
-	nce to direct activities to areas designated for ATV use lramatically reducing access.	Short Term	
	o RC 4.1 Explore driver education, signage improvements, and other opportunities to enhance ATV user friendliness of community, while also addressing enforcement issues of riding in undesignated areas and causing damage to property in the community.	Short Term	
	gton Beach wayside which incorporates safety, ADA ty/ facility improvements through design process.	Short-Mid Term	
	o RC 5.1: Work with consultant to develop design elements and cost estimates through publically informed meeting redesign efforts.	Mid Term	
	o RC 5.2: Seek implementation funding opportunities for construction once design process is completed.	Mid-Long Term	

	o RC 6.1: Work with 'Friends of the Band Shell' to apply for funding for design and construction and other phases of the project.	Short-Mid Term	
	e and utilize that presence for promotion of ongoing and a the area in addition to enhance public input/feedback.	Short Term	
	• RC 7.1: Maintain Facebook page to enhance reach of communication of local events and utilize it as an additional public engagement tool for promoting public meetings, surveys, and other input opportunities when deemed necessary	Short Term	
	to reflect changes and developments since plan adoption ing efforts for long term vision of system.	Short-Mid Term	
	ndly Community status and implemented identified ndation to achieve greater status.	Short Term	
RC 10: Continue to support fore	stry/timber, and mining related business activities in the community.	Ongoing	
development through zoning set	nesses are buffered from existing and new residential backs, green buffers, or other methods to minimize the npact on neighborhoods.	Ongoing	
	Agricultural and Natural Reso	urcoc	
Objective	Strategy/***Action Step	Timeline	Status
AR1: Encourage the conse	rvation and enhancement of natural resources and	Short-Long Term	
	AR 1.1: Continue to enforce shoreland and flood plain ordinances and existing open space district standards within the community.	Ongoing	
	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City.	Short-Long Term	
AR 2: Support and pursue all bro	AR 1.2: Examine natural resources impacted by development	Short-Long Term Ongoing	
AR 3: Support local farmer's ma	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City.		
AR 3: Support local farmer's ma	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community.	Ongoing	
AR 3: Support local farmer's ma options a	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. rket or co-op style activities which provide healthy food available within the community.	Ongoing Short Term	
AR 3: Support local farmer's ma options a	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. rrket or co-op style activities which provide healthy food available within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens	Ongoing Short Term Short Term Ongoing Short-Mid Term	
AR 3: Support local farmer's ma options a	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. arket or co-op style activities which provide healthy food vailable within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use. • AR 4.3: Work with local interest group(s) to develop	Ongoing Short Term Short Term Ongoing Short-Mid Term Short Term	
AR 3: Support local farmer's ma options a	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. rket or co-op style activities which provide healthy food available within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use.	Ongoing Short Term Short Term Ongoing Short-Mid Term	
AR 3: Support local farmer's ma options a AR 4: Support i	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. rket or co-op style activities which provide healthy food vailable within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use. • AR 4.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing earden. the reduction of night time light pollution.	Ongoing Short Term Short Term Ongoing Short-Mid Term Short Term	
AR 3: Support local farmer's ma options a AR 4: Support i	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. arket or co-op style activities which provide healthy food available within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use. • AR 4.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing earden.	Ongoing Short Term Short Term Ongoing Short-Mid Term Short Term Mid-Long Term	
AR 3: Support local farmer's ma options a AR 4: Support i AR 5: Encourage	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. rrket or co-op style activities which provide healthy food available within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use. • AR 4.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing earden. the reduction of night time light pollution. • AR 5.1: Adopt a lighting ordinance, involving residential	Ongoing Short Term Ongoing Ongoing Short-Mid Term Short Term Mid-Long Term Mid-Long Term	
AR 3: Support local farmer's ma options a AR 4: Support i AR 5: Encourage	AR 1.2: Examine natural resources impacted by development both within and directly adjacent to the City. wnfield redevelopment efforts to enhance the community. arket or co-op style activities which provide healthy food available within the community. • AR 3.1: Provide open space for activities to take place if organized and requested by local organization/individual(s). mproved access to community gardens. • AR 4.1: Use public meetings to identify need and/or potential sites for community gardens • AR 4.2: Address and revise land use zoning where necessary to make allowable use. • AR 4.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing earden. the reduction of night time light pollution. • AR 5.1: Adopt a lighting ordinance, involving residential light height restrictions. light shielding/directional	Ongoing Short Term Ongoing Ongoing Short-Mid Term Short Term Mid-Long Term Mid-Long Term Mid-Long Term	

Section	Objective	Strategy/***Action Step	Timeline	Status
	UC1: Begin/Continue Capital Improvements Planning (CIP)	UC 1.1: Work regularly with City Engineer to discuss priorities, upcoming projects, and future opportunities/needs for improvements.	Short Term	
	process which annually implements and reviews priorities to continue to provide efficient infrastructure (including roads, sidewalks, water/wastewater	UC 1.2: Combine public improvements with redevelopment projects to reduce costs. (I.e. replacing necessary utilities when resurfacing a road, replacing existing trails or other facilities after making improvements, etc.)	Ongoing	
	facilities, etc.) while meeting the budget.	UC 1.3: Identify and plan for future infrastructure needs to support economic development (specifically in the CSAH 26 and Downtown Water Front Districts)	Short-Mid Term	
		lentify and plan for water plant upgrades to meet in applying for funding for implementation.	Short-Mid Term	
Utilities and Community Facilities	UC 3: Use the 2012 Lake County Hazard Mitigation Plan principles in the planning process, to reduce potential damage costs from natural disasters.	UC 3.1: Annually address, implement, and monitor projects and mitigation strategies identified in the 2012 Lake County Hazard Mitigation Plan.	Annually	2015: 2016: 2017: 2018: 2019: 2020:
nunity F		UC 3.2: Include Infrastructure and other mitigation improvements in the Capital Improvement Planning (CIP) process when addressing annual maintenance/improvements.	Ongoing	
Comn		water management program to minimize runoff ucture and property within the city	Short Term	
s and		UC 4.1: Use a storm water utility plan as part of the incentives for residential investments and capital improvements by the City.	Short Term	
Utilitie		UC 4.2: Identify projects for storm water management improvements which provide highest cost mitigation savings.	Short-Mid Term	
		UC 4.3: Explore feasibility of implementing storm water drainage ordinance (or Living streets) to help reduce runoff.	Short-Mid Term	
		UC 4.4: Support additional green space projects including rain gardens, roof-top green spaces, and other impervious surface offsetting projects, to help reduce storm water runoff in the city.	Short-Mid Term	
	lighting/heating and other energy e	ng sustainable building materials, energy efficient fficient improvements when building new facilities o existing facilities and whenever possible.	Ongoing	

Facilities	UC 6: Continue to support Lake County Fiber Broadband access project and look to expand public access in public facilities, improve local technical capacity, and insure residents will continue to be provided with access to high-speed internet.	UC 6.1: Support efforts to insure long-term availability of high-speed, broadband internet access to all interested users within the community.	Short-Mid Term	
Community		UC 6.2: Make technology improvements and investments within the City's system on a reasonably timely basis to maintain capacity within financial restraints.	Short-Mid Term	
and Cor		UC 6.3: Identify public areas where increased internet access could benefit public (library, city hall, etc.) and look for opportunities to make improvements through use of grant dollars or local public investment/fundraising.	Short Term	
Utilities	capacities, land use, service nee wetlands, and vegetative cover; evaluated to ensure compatibili	ald be based on a cost-benefit evaluation of service eds, and natural features, such as; topography, and public utility proposals should be carefully ty with the approved Comprehensive Plan and octed land use needs.	Ongoing	

7	Objective	Strategy/***Action Step	Timeline	Status
NIEKGOVERNMENIAL COOPERATION	IRRRB, State of Minnesota official Two Harbors regarding resources	nform Lake County, Lake Superior School Board, ls, and other public/private entities of the needs in , housing, economic development, transportation, her issues as they arise.	Ongoing	
COOPE		• IGC1.1: Set up annual/semi-annual meetings with Lake County to insure open communication is occurring regarding emerging needs/trends in the community.	Short term	
ENIAL		• IGC 1.2: Explore opportunity of annual/semi- annual meetings with Lake Superior School board to insure open communication is occurring regarding emerging needs/trends in the community.	Short term	
		• IGC 1.3: Continue communication with State of Minnesota officials and other public/private entities to stay informed of emerging issues/opportunities.	Ongoing	
>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>		lized communication process allowing for cross proposed and upcoming projects throughout the city.	Short term	
	Health Improvement Program implement active living, public	entities, like Healthy Northland local Statewide (SHIP) coordinators and other stakeholders to c health, and other related improvements and ote healthy lifestyles in the community.	Ongoing	

Section	Objective	Strategy/***Action Step	Timeline	Status
	the Plan and organized in a spre	ill be developed listing each strategy action item in adsheet with some general implementation steps, le entities and timeframe.		
tion		I 1.1: Annually review the implementation checklist at a City Council meeting to determine each step's implementation status and to re-determine each step's current priority level. Utilize this meeting as a public hearing/engagement session to continue incorporating public priorities into investment decisions.	Annually	2015: 2016: 2017: 2018: 2019: 2020:
enta		1.2: Change, update, or end actions that need alterations or have been completed or new project priorities emerge.	Ongoing	
Implementation		1.3: When over half of the finite objectives are completed from existing plan, begin discussion of identifying next steps for plan update process.	Mid-Long Term	
<u></u>	I 2: Monitor available grant opp	ortunities to leverage funds to implement larger scale projects.	Ongoing	
		• I 2.1: Continue communication with grantors like MnDOT, and MnDNR to be aware of possible grant solicitations and parameters for eligible projects.	Ongoing	

APPENDIX B

Planning Documentation

Two Harbors Comprehensive Plan Update - 2015

Residents of Two Harbors are invited to attend a public review meeting to review draft updates being made to the 2011 Comprehensive Land Use Plan.

The Plan includes strategies and actions steps that will guide City decisions regarding: Economic Development, Housing, Natural and Cultural Resources, Transportation, Utilities and Community Facilities, Intergovernmental Cooperation, Land Use, Recreation and more.

Revisions, additions, and new concepts will be outlined and described by city planning staff, and public comment documented for review by the Planning and Zoning Commission. Come partake in the future of Two Harbors!



For more information contact Justin Otsea, City Planning Department Email: jotsea@ardc.org Phone: 218-529-7529 <u>http://www.ci.two-harbors.mn.us/</u>



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MEMORANDUM

То:	Two Harbors Planning Commission
From:	Josh Bergstad, City Planner
Date:	May 04, 2015
Subject:	Comprehensive Plan Update-Public Review Recap

Public Review Comments and Staff Responses

- County HRA plans for tax forfeit land north of Segog have changed.
 - $\circ~$ Lake County is seeking legislation in 2015 to allow County to sell tax forfeit property north of Segog at a land auction.
 - \circ County HRA is looking to develop a smaller housing project 10 acres.
 - <u>City should work with County to identify site and discuss zoning requirements.</u>
- County is looking to designate shoulders of some County roads in Two Harbors as ATV routes.
 - County and City administrators have met.
 - o Trees and Trails and Public Safety commissions are aware of the proposal.
- Downtown planning efforts need to focus on future use of DNR's Agate Bay property.
 - Community is ready to move on from marina project.
 - City has completed several downtown-waterfront plans since 1978. What is different about another planning process? Need to act, not plan.
 - Concern about getting the major stakeholders to work together constructively.
 - <u>A new plan needs to address DNR property head on</u>. An independent party needs to be brought in to push stakeholders on a shared vision. Plan needs to have specific, achievable actions. It will be long term – 50 years.
 - <u>City should immediately begin working on projects that can improve downtown-waterfront</u> <u>incrementally.</u>
- Tom Koehler Public Wi-Fi hotspots are important for a tourist friendly city.
 - City is working with high school DECA club to install five (?) Wi-Fi hotspots around town.
- John McCarthy J&J Castings should be a buffer between downtown-waterfront and rail yard.
 - J&J redevelopment is being actively pursued and continues to be a stated priority of the <u>City.</u>

Comprehensive and Incremental Actions

Many of the recommended actions for achieving the stated Goals and Objectives in the Comprehensive Plan are large, long-term planning efforts (i.e. Waterfront Business District plan, stormwater management program). These sort of efforts require significant time, money, and partnership building to develop and implement.

An objective supporting small-scale and incremental projects that help achieve Goals and Objectives should be added to the Implementation section of the Comprehensive Plan. For example, the Agate Bay waterfront experience can be improved by removing the rusted, collapsed cyclone fence at Van Hoeven Park or working with the Historical Society to add interpretive signage.

Incremental projects will improve the city and build community support for the Comprehensive Plan until larger efforts can be undertaken.

A Comprehensive Plan Implementation section should be included in the annual City budget. This section would budget funds to be used as match for grants to help implement the larger, long-term recommendations (Downtown-Waterfront small area plan), smaller recommendation (Burlington Bay Design Study), and incremental projects (a few thousand dollars for yet to be identified projects).



ARROWHEAD REGIONAL DEVELOPMENT COMMISSION

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FOR IMMEDIATE RELEASE September 27, 2010 Contact: Josh Bergstad – jbergstad@ardc.org

Two Harbors Comprehensive Plan Open House Review to be Held Tuesday, October 05.

The City of Two Harbors Planning Commission will host a public open house to present proposed elements from the 2010 Two Harbors Comprehensive Plan currently being developed. The meeting will be held from 6:00 pm to 7:00 pm at the Two Harbors Community Center.

The Two Harbors Planning Commission has been leading the comprehensive planning efforts. The Comprehensive Plan will focus on what aspects of the city's land use goals and policies can be improved to ensure an optimistic future for the city. These development issues include housing, economic development, transportation, recreation, cultural resources, natural resources, and intergovernmental relationships.

This open house will give Two Harbors community members the chance to review and comment on the proposed plan before the Planning Commission holds a formal public hearing and makes a recommendation to the City Council later this year. More information on the project can be found on the City's website at www.ci.two-harbors.mn.us.

The City of Two Harbors is working with the professional planners from the Arrowhead Regional Development Commission (ARDC). This project was funded in part by Minnesota Housing Partnership and the Coastal Zone Management Act, by NOAA's Office of Ocean and Coastal Resource Management, in cooperation with Minnesota's Lake Superior Coastal Program.

For more information on the Two Harbors Comprehensive Plan, please contact:

Josh Bergstad ARDC 221 West First Street Duluth, MN 55802

218-834-5631 (Two Harbors City Hall on Tuesday) 218-529-7516 (direct) 1-800-232-0707 (toll free) jbergstad@ardc.org

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221 West First Street • Duluth, MN • 55802 218-722-5545 • 800-232-0707 • 218-529-7592 (fax) • <u>info@ardc.org</u> • <u>www.ardc.org</u> ARDC is an equal opportunity employer.

FOR IMMEDIATE RELEASE June 14, 2010 Contact: Josh Bergstad – jbergstad@ardc.org

Two Harbors Comprehensive Plan Meeting: Tuesday, June 29

The City of Two Harbors will hold a public meeting to kick off the development of the City's Comprehensive Plan on Tuesday, June 29, 2010 at the Two Harbors Community Center at 6:30 pm.

The Comprehensive Plan will focus on what aspects of the city's land use goals and policies can be improved to ensure an optimistic future for the city. These development issues include housing, economic development, transportation, economics, recreation, natural resources, and intergovernmental relationships. Having a strong Comprehensive Plan will help the city to develop in a desirable direction.

This public visioning meeting will give the residents of Two Harbors the chance to participate in setting the future direction of the city. The meeting will include an introduction and summary of the planning process, a group exercise to map the City's assets, and identification of issues. Refreshments will be served.

The Two Harbors Planning Commission is leading the comprehensive planning efforts. The City of Two Harbors is working with the professional planners from the Arrowhead Regional Development Commission (ARDC) to complete the planning process. This project was funded in part by Minnesota Housing Partnership and the Coastal Zone Management Act, by NOAA's Office of Ocean and Coastal Resource Management, in cooperation with Minnesota's Lake Superior Coastal Program.

For more information on the Two Harbors Comprehensive Plan, please contact:

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2010 TWO HARBORS COMPREHENSIVE PLAN

Public Input Meeting (Meeting #1) June 29, 2010 6:30 PM Two Harbors Community Center

MEETING SUMMARY

Present: Zastera, Kittilson, Davidson, Senst, Simonson, McDonald, Detlefsen (7) Absent: Scheidt, Kari (2)

Assets/Issues to the Development of Two Harbors

- Lake Superior & shoreline preservation and accessibility (4)
- Walking/hiking/snowmobile trails (3)
- Parks (2)
- Golf Course (6)
- Campground (3)
- Old high school property residential redevelopment potential
- County industrial park outside city limits is valuable property that city provides services to (annexation should be considered)
- Rehabilitation of existing housing and commercial property
- Managing traffic flow through time
- Recycling Center Drive industrial area needs better road access
- Marina/break wall/lighthouse (2)
- Room for industrial expansion near rail road (south west industrial section)
- Working ore docks
- Band shell and oldest continuous city band in state
- Drinking water
- Sewage plant allows for expansion
- Ski trail
- Golf course housing development option
- Airport can attract recreational travelers; be used for economic development
- Heritage Days, Kayak Festival, Winterfest

Threats/Obstacles

- Golf course housing is threat to ski trails and north woods golf experience
- Condition of roads and infrastructure
- Losing small town atmosphere
- Resistance to change
- Downtown bypass (too expensive for purpose)
- Planning and zoning and development are not driven by community

- Need infrastructure to assist business development and job creation
- Need adherence to strong ordinances
- No public transportation for airport (there is a courtesy car)
- Need compatibility of surrounding development and land uses
- Rail road between Duluth and Two Harbors is under utilized for industry (LP does use)

Vision Nuggets

"In the future, the City of Two Harbors is..."

- Pedestrian friendly with toilets and benches; a compact city
- Community development planning
- Supports and uses sustainable energy systems (wind, solar)
- Maintains livability for residents and visitors which attracts business and industry to locate in the community
- Supports information and data handling enterprises (has switched from resource extraction and tourism as main economic drivers)
- Improve existing housing
- Maintains small town appeal
- Extended into higher-end (executive) housing
- Has a range of housing options
- Friendly and inviting to more businesses
- Clean and safe for residents and families
- Quality education for children and adults
- Great place to visit
- Downtown revitalized
- Marina
- Family style restaurant near down town
- Lakeshore remains public (publicly accessible)
- Clean and attractive neighborhoods and business (no blight)
- All new, updated infrastructure and streets
- Maintains connection to city history (physical connection?)
- On sheets but not on easel
 - o Travel destination
 - A plan for tourism opportunities
 - An inventory of service/recreation needs, opportunities
 - \circ Incentives for new business
 - A true small town gateway to showcase Lake Superior and outdoor opportunities that exist in area, but thrives in and of itself with quality housing, jobs, services and pleasurable pursuits

Other Comments

- City and ARDC should use websites to inform the public with agendas, minutes, and planning materials. Better communication between planning and zoning and community should be important part of long term goals after the Comprehensive Planning process. This will benefit community driven planning and development.
- Is there one top priority?
 - Identify and protect outstanding natural resources and properties
 - Development of and adherence to zoning ordinance and policies that match community vision. This should drive future development decisions.

Written and Spoken Comments

- We have some of the last remaining publicly accessible Lake Superior shoreline in the state of Minnesota. Its best and highest use is as a park or green space.
- We have an existing stock of commercial property downtown that already has roads and utilities the buildings are largely decrepit though.
- Waterfront issues are #1 in considering environment and livability concepts. Should be protected.
- A Highway 61 (7th Avenue) bypass (north/golf course route) is a very sensitive issue due to the potential loss of business on 7th Avenue. It is also a safety issue for peak traffic concerns on weekends Friday and Saturday evenings. Could it be controlled for the time it is open and the direction of flow?
- The City should use the Comprehensive Plan as an opportunity to direct the type of development that will occur on properties such as the old high school property.
- Variances should be rare. Zoning ordinance and map amendments should be rare.

The meeting commenced at 6:30 pm and adjourned at 8:30 pm. 24 people attended.

Present: Zastera, Kittilson, Davidson, Senst, Simonson, McDonald, Detlefsen (7) Absent: Scheidt, Kari (2)

City of Two Harbors:

Comprehensive Plan

The City of Two Harbors is developing а comprehensive plan that will direct the community through the next decade. Public input is an essential part of a successful comprehensive plan. A meeting will be held specifically to hear what community assets need to be included in the comprehensive plan. All members of the public are encouraged to come with ideas and concerns. Refreshments will be served.

> Public Meeting Two Harbors Comprehensive Plan Tuesday, June 29, 2010 6:30 pm Two Harbors Community Center

This project was funded in part by Minnesota Housing Partnership and the Coastal Zone Management Act, by NOAA's Office of Ocean and Coastal Resource Management, in cooperation with Minnesota's Lake Superior Coastal Program. Comprehensive plan questions: Josh Bergstad (ARDC) 221 West 1st Street Duluth, MN 55802 218-834-5631 218-529-7516 jbergstad@ardc.org The Two Harbors Planning Commission will hold a public hearing at 7:00 pm on Tuesday, November 30, 2010 in the City Council Chambers at 522 First Avenue, Two Harbors, MN 55616. The purpose of the hearing is to take comments on the 2010 Two Harbors Comprehensive Plan. Public review copies are available at Two Harbors City Hall, Two Harbors Library, and online at the City's website: www.ci.two-harbors.mn.us.

Lee Klein, Administrator

Official Minutes of the Public Hearing on the proposed 2010 Two Harbors Comprehensive Plan before the Two Harbors Planning Commission on Tuesday, November 30, 2010 in the Two Harbors City Council Chambers.

Present: Zastera, McDonald, Simonson, Detlefsen, Kittilson (5)

Absent: Senst, Kari, Davidson, Scheidt (4)

(The following is minutes take from my notes and not a transcript of the meeting. The hearing comments will be transcribed when the video is transferred to DVD. – Josh Bergstad)

PUBLIC HEARING

Chair Zastera called the public hearing to order at 7:00 pm.

Staff Presentation

Zastera turned the floor over to Josh Bergstad, ARDC Senior Planner, for a staff presentation prior to taking public comments.

Bergstad directed the audience's attention to the Comprehensive Plan – Public Hearing Summary memo briefly describing the purpose and scope of the Comprehensive Plan. Bergstad summarized each section of the plan and mentioned key recommendations.

Bergstad read from an email from Matthew Seltzer, an attorney representing Cave and Sons. The letter stated that the proposed zoning on Lighthouse Point appeared correct but that their wishes were that the City not rezone the property until any agreements between the city and his client were finalized. Seltzer also expressed concern that his client's property along Highway 61 on the west end of town was not to be zoned Highway Service Commercial.

Bergstad presented six additional recommendations to the Comprehensive Plan for the Planning Commission's consideration. The recommendations are detailed in the November 30 memo titled Comprehensive Plan – Additional Recommendations. They include:

- Adding language to the plan to clarify that the plan did not carry out any actual rezoning of property. The rezoning processes for areas described would need to be initiated separately when conditions permitted. The statement also stated that the boundaries depicted in the plan are approximate. Actual boundaries will need to be determined by survey or similar measures when the rezoning takes place.
- Recommending rezoning of a strip of land on the south side of Highway 61 on the west end of the city to B-1 from I-2.
- Added a definition of Conservation Subdivision.
- Changed language about review of home occupations in the zoning code.
- Removed reference to a utility path as part of the Highway 61 connector project.
- Remove reference to adopting the plan after three readings by the Council.

Public Comments

Zastera opened the floor for comments from the public. Zastera asked those wishing to speak to approach the front table and state their name and address for the record.

Tom Koehler, 5th Avenue

Koehler asked what the term "use by right" meant in regards to zoning. Bergstad explained that the term referred to the allowed use in a district as opposed to a conditional use or prohibited use.

Koehler expressed his opposition to the Highway 61 connector road to the waterfront district because the costs of a required at grade crossing of the rail road and likely environmental remediation costs would out weigh any benefits. He stated that there were other options for moving traffic into and out of town.

Koehler expressed support for the 4th Street completion at the old high school property. Though he understands the neighborhood residents' concern he believes the project makes sense.

Koehler expressed his opposition to the proposed rebuild of 8th Street. He believes that project will increase traffic and create safety concerns for the Minnehaha Elementary School and residential neighborhood. He possibly supports extending the street one block south to connect with 1st Avenue.

Koehler expressed concern about traffic congestion on 7th Avenue and support for past plans for traffic calming on 7th Avenue.

Todd Ronning, South Avenue

Ronning expressed opposition to proposed housing development on the north end of the golf course. He was disappointed not to see the potential impact to the ski trails discussed in the plan. There are ample spaces in the city for high end residential development that are better suited to not impact recreation opportunities and reduce sprawl.

Ronning expressed opposition to the 4th Street completion project. While the plan acknowledges potential negative impacts to the neighborhood and ways to mitigate them he does not believe that they can be mitigated. Traffic will naturally find the route especially since it connects to Highway 2.

Ronning questioned the depiction of three MUW parcels on Lighthouse Point and whether it was consistent with the settlement agreement.

Ronning discussed the need for a storm water ordinance and hoped that the City would address this in the future. He stated that Skunk Creek was recently added to the state's impaired water's list for turbidity and that it seemed inconsistent that the City could issue project exemptions to erosion hazard areas but not enforce runoff rules. He stated that the City needs to be proactive or the state will step in.

Mel Sando, Waterfront Drive

Sando, executive director of the Lake County Historical Society, expressed concern that the public did not know what was happening with negotiations on the settlement agreement. He stated that the outcome would likely affect the Historical Society's plans for its property on the Lighthouse Point.

Sando also expressed concern about the planned DNR boat launch construction because it would eliminate parking options for the Lighthouse. He hoped the City and County could work with the DNR and Historical Society to provide parking.

Sando stated that he would like to see further development in the waterfront district. He felt that congestion on 7th Avenue was a growing concern and that further development in the B1-A District would only make matters worse. Improved pedestrian safety measures are needed in that area. He recognizes the risks of the 8th Street project but the City needs a better truck route to the waterfront.

Mickey McGilligan, 5th Avenue

McGilligan questioned why the discussion of the transportation projects were included in the plan if, as stated in the plan, their inclusion should not be interpreted as approval of the projects.

Planning Commissioner McDonald responded that the project discussion were included because the Planning Commission received several questions about them during the planning process. The

discussions were included to highlight positive outcomes and provide some sort of guidance to mitigate negative impacts.

McGilligan stated that she believed the 8th Street project costs outweighed the benefits.

McGilligan asked about the meaning "Complete Streets"." Bergstad explained it was meant to encourage future transportation planning processes to include facilities for all modes of transportation especially bicyclists and pedestrians. The Plan recommends incorporating Complete Street elements where appropriate not necessarily in all projects.

Mark Gordon, 5th Avenue

Gordon expressed his opposition to the 4th Street completion. He believed that Highway 2 traffic would naturally be directed up 4th Street, even with efforts to mitigate that. He believed that old high school property provided a good opportunity to create green space or a community garden.

Gordon expressed that development in the future MUW areas on Lighthouse Point needed to be done thoughtfully so that revitalization of the waterfront was done in the best possible way for all groups in the city. He compared the potential for growth to the growth Grand Marais has experienced in the past 20 years.

John Dover, 1st Avenue

Dover, Ward One City Councilor, thanked the Planning Commission for its work developing the Comprehensive Plan and the public hearing participants for their thoughtful points.

Dover stated that he voted against the 4th Street completion project and still had concerns. He felt the money could be better used improving the existing street.

Dover asked if there was a condition in the deed to Lakeview Park that it remains a public park. He asked if the proposed Park Preserve zoning was allowed by the deed restriction (if there was one) He was slightly concerned that the existing zoning map included in the Comprehensive Plan did not clearly label Lakeview Park as a Parks and Recreation District. He asked the Planning Commission to address this issue.

Ronning stated that he had looked into the original conveyance of the property and that a parks provision was included.

Bergstad stated that he could create a new existing zoning map that clearly labeled Lakeview Park as PR. Bergstad also stated that the Planning Commission had looked into the zoning issue when it created the Park Preserve ordinance and changing the zoning to PP should not be a problem.

Dover stated that he supported improvements to 8th Street but expressed concern over proposed widening of the street. He stated that the partnership where the County completes street construction and the City takes care of the public utilities was a good agreement that he would like to see continued.

The Planning Commission and audience briefly discussed alternatives approaches to improving 8th Street.

Ronning added to his previous comments that he hoped the City looked at revisiting the EAW and other previous development options for Lighthouse Point development since the original discussions only included the northern MUW area and not the Agate Bay area.

Seeing no further comments, Zastera asked for a motion to adjourn the public hearing portion of the meeting before the Planning Commission moved onto discussion and voting. Zastera invited everyone to stay for the rest of the meeting.

Motion by Simonson, Detlefsen to adjourn the public hearing and move onto deliberation and voting. Motion approved by all members present and voting.

PLANNING COMMISSION DELIBERATIONS AND VOTING

Bergstad asked the Planning Commission to start discussion by discussing whether to accept the additional changes recommended in the Additional Recommendations memo.

Motion by Kittilson, Simonson to add the recommendation to change the future zoning districts by adding the following:

13. Rezone a narrow piece of I-2 (Industrial District) along the B-1 (Highway Service Commercial District) on the west end of the City along Highway 61 to B-1 (Highway Service Commercial District). The boundaries should follow the property lines in this area as determined by survey. The new boundary of the B-1 District will be moved east between 150 and 580 feet from the existing boundary.

Motion approved by all members present and voting.

Motion by Detlefsen, Kittilson to accept Items 1, and 3-6 as described in the November 30 memo titled Comprehensive Plan – Additional Recommendations. Motion approved by all members present and voting.

Zastera led the Planning Commission in a discussion of the Transportation Section of the Plan.

Simonson questioned if including the Highway 61 connector project in the plan encouraged unnecessary discussion of a project that was unlikely to happen. He also asked if the disclaimer that discussion of the transportation projects did not indicate endorsement of them needed to be in the plan.

Detlefsen responded that he supported leaving discussion of the Highway 61 connector project in the plan because the City needed better access between Culver's and the CSAH 26 and that phase 1 of the connector or a frontage were good options. He added that while the extension to the waterfront was unlikely there were several benefits if it happened.

McDonald stated that he supported leaving the discussion of the project and the disclaimer in the plan because it provided guidance on the issue. The Planning Commission had spent considerable time discussion the transportation issues to develop pros and cons knowing that some were not likely to happen.

The Planning Commission moved onto discussion of the 4th Street completion project.

Simonson stated that he has been opposed to the 4th Street project since it was proposed. It is not necessary to relieve traffic congestion and believes the money could be better used elsewhere.

McDonald stated that he lives in the affected area. He and many of his neighbors also oppose the project. However, the project has already been approved and including it in the plan provides guidance to help mitigate impacts.

Kittilson stated that marina bound traffic seemed to be the biggest concern. Providing guidance to direct that traffic elsewhere was needed.

Detlefsen stated that the 4th Street project initially came out the DNR Marina discussions about transportation routes but now everyone involved had decided that 6th Street was the preferred route for marina access.

PUBLIC HEARING MINUTES November 30, 2010

Simonson stated ultimately these decisions would be up to Council with the possibility of the Planning Commission providing guidance.

The Planning Commission decided to make no further changes to the Transportation section.

Zastera led the Planning Commission in discussion of issues raised by public hearing commenters.

The Planning Commission discussed the recommendation to develop housing north of the golf course.

Kittilson stated support for leaving the project in the plan.

McDonald agreed and stated that having ski trails in the area should be attractive to homeowners.

Bergstad stated that the previous development proposal had stated that the trails had to be maintained or replaced with a comparable trail system. The current development discussions called for a more limited amount of housing in the area so the impact on the trails should be mitigated.

Detlefsen reported that the current proposal is to develop six houses.

Simonson stated that the infrastructure costs of developing the area were an obstacle.

Detlefsen responded that the costs would come down dramatically with the more limited proposal and that IRR infrastructure grants could help further defray the costs.

The Planning Commission decided to make no changes to the recommendation in the Comprehensive Plan.

Zastera asked Bergstad if the City had a storm water ordinance that Ronning addressed in his comments.

Bergstad responded that the City had a storm water plan and that the Shoreland Overlay Ordinance addressed many storm water and runoff concerns. Bergstad also stated that the City could address many of the same issues as a storm water ordinance when it updates the subdivision ordinance.

The Planning Commission discussed concerns about congestion and development in the B-1A area along 7^{th} Avenue.

Zastera stated that the zoning did not much affect traffic congestion.

McDonald mentioned that moving one of the stoplights, as discussed, might help with congestion and offered support for the proposed annual meetings with Mn/DOT and County.

McDonald also stated that he felt that both the 7th Avenue business district and Waterfront Business District could develop at the same time. The marina development has a lot of potential for both areas.

The Planning Commission expressed concern that residents and the Planning Commission were not up to date on the status of the negotiations regarding Lighthouse Point and the waterfront.

Motion by Simonson, Kittilson to recommend that the City Council adopt the 2010 Two Harbors Comprehensive Plan as amended. Motion approved by all members present and voting.

Zastera asked Bergstad to prepare the final version of the Comprehensive Plan for the City Council for their December 06, 2010 meeting and to send the Planning Commission copies of the same plan.

Motion by Simonson, Kittilson to adjourn. Motion approved by all members present and voting. Meeting adjourned at 9:00 p.m.

MINUTES March 01, 2011

Official Minutes of the regular meeting of the Two Harbors Planning Commission held Tuesday, March 01, 2011 in the Two Harbors City Council Chambers.

Present: Detlefsen, Scheidt, Simonson, Zastera, McDonald, Kittilson (6)

Absent: Senst, Davidson (2)

Chair Zastera called the meeting to order at 7:00 pm.

Approval of Agenda

Motion by Scheidt, Davidson to approve agenda as amended. Motion approved by all members present and voting.

Approval of Minutes

Motion by Kittilson, Simonson to approve January 18, 2011 minutes as amended. Motion approved by all members.

Reports

Detlefsen reported that the City's engineering team continued to meet with property owners that would be affected by the proposed TED grant road project.

Old Business

a. Sign Report

Bergstad reported that, as requested, he had followed up on the city's options to deal with abandoned and distressed signs. After speaking with the city administrator and city attorney he suggested that the Planning Commission send a list of abandoned and distressed signs to Council with a recommendation to have the zoning administrator send notice to the owners of the signs to repair, remove, or cover the signs. The City has the authority to carry out those actions and bill the owner if they do not respond to the letters.

Bergstad presented a list of abandoned and distressed signs that he had identified in the city. The Planning Commission confirmed there were ten such signs in the community.

The Planning Commission discussed that the notices should include an option for the sign to be covered in a neutral colored canvas in addition to repair and removal.

The Planning Commission discussed whether it was necessary to send a recommendation to the Council or if it was sufficient to ask the zoning administrator to send out the notices without a Council recommendation.

Motion by Kittilson, Simonson to have the zoning administrator send notices to owners of all ten identified abandoned and distressed signs listing their options to repair, remove, or cover; and informing them of the process if they fail to reply. Motion approved by all members present and voting.

McDonald asked Bergstad to prepare a draft of the notice along with a list of the sign owners and detail of the city's authority in the matter so that the Council could approve everything at its next meeting thereby avoiding further delay in the process.

b. Comprehensive Plan

Bergstad explained that he did not send the Planning Commission's February 22 Comprehensive Plan recommendation to the Council because he was confused about the Council's meeting schedule.

Bergstad also asked the Planning Commission to modify their February 22 Comprehensive Plan recommendation to remove reference to the November 30, 2010 version of the plan and instead recommend the plan as presented on March 01, 2011. The November 30 plan had been amended to include the recommendations that the Planning Commission intended to remove.

Motion by McDonald, Kittilson to recommend the 2010 Two Harbors Comprehensive Plan as reviewed on March 01, 2011. Motion approved by all members present and voting.

Adjournment/Next Meeting

Motion to adjourn by Scheidt, Kittilson. Motion approved by all Planning Commission members present and voting. Meeting adjourned at 8:15pm.

The Planning Commission will meet on Tuesday, Marc 15, 2011 at 7:00 pm in the City Council Chambers.

APPENDIX C

2012 Lake County Hazard Mitigation Plan-Two Harbors Action Checklist

Lake County Multi-Hazard Mitigation Plan 2011 Two Harbors Hazard Mitigation Actions

Table H-2. Mitigation Actions, Two Harbors

CIONINE ON E CONCILE E LIONAN PLATE I TE MONT							
Mitigation Action		:					
(CWPP = Mittigation Action listed in Community Wildfire	Priority	MITIgation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Protection Plan)							
CWPP 1.2: Provide funding for	1	PP PE	ln	LCEM	We have conducted over 1100 Level 2	Wildfire	LC, TH, SB,
Level 2 Firewise assessments for			Progress		Firewise assessments for homeowners in		BB, FL
all residences and actively					high and medium risk Wilderness Urban		
conduct Firewise trainings and					Interface (WUI) areas. Firewise grants		
assessments.					support this effort. Due to be finished in		
					2013. Once completed, it will be updated		
					every 3-5 years.		
Develop evacuation shelter plans	1	Р	New	LCPH, LCSS	In 2011 HSEM awarded Region 2 a grant to	Wildfire, Tornado,	LC, TH, SB,
					inventory shelters, sponsor a sheltering	Winter Storm	BB, FL
					conference in 2012, provide training and		
					exercise shelter plans.		
Train more emergency	1	Ь	New	LCEM, NWS	Skywarn Spotter training is offered each year	Extreme Cold,	LC, TH, SB,
responders and community					in Lake County, and all emergency	Severe Winter	BB,
residents to be spotters so that					responders will be encouraged to attend.	Storms,	
they can play a more proactive					Online and DVD options, and local trainers	Windstorms	
role in identifying weather					are being implemented by the NWS in 2012.		
hazards.							
Incorporate vulnerability of	1	Ъ	New	LCEM,	LCEM will coordinate with Lake County	Flash Flooding	LC, TH, SB,
infrastructure and population put				Assessor,	Assessor to place values on critical		BB,
at risk when setting funding				LCPH	infrastructure. LCPH is also conducting a risk		
priorities for infrastructure					and capability assessment in 2012.		
projects.							
Inventory which government	1	Ъ	New	LCEM, TH, SB,	The Critical Infrastructure list will be	Lightning, Winter	LC, TH, SB,
facilities, essential services				BB	surveyed to develop this list, then funding	Storms, Sever	BB, FL
providers and critical					will be sought to provide backup power	Winter Storms	
infrastructure need backup					sources. Due 2012.		
generators in case of power loss.							
CWPP 2.6: Provide NOAA	1	PE	Ongoing	LCEM	Articles are placed in newspapers and	Flash Floods,	LC, TH, SB,
weather radios for emergency					website. We are seeking funding to provide	Windstorms,	BB, FL
updates to property owners in					NOAA radios to rural and remote citizens	Lightning, Severe	
remote, high-risk wildfire areas					and visitors.	Winter Storms,	
of Lake County.						Thunderstorms.	

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S						
Jurisdictions	LC, TH, SB, BB, FL	LC, TH, SB, BB, FL	LC, TH, SB, FL	LC, TH, SB, BB, FL	LC, TH, SB, BB,	LC, TH, SB, FL
Hazard	Wildfire	Wildfire, Lightning	Flash Flooding	Flash Flooding	All-Hazard	Transportation Haz Mat, Fixed Haz Mat
Comments	During the Pagami Creek fire of 2011, we tested NOAA radios and Nixle, held daily public meetings, and developed a Facebook page, email list, community partners list. Information on evacuation kits and plans was available.	We worked with all these resources during the Pagami fire, and updated our Emergency Operations Plan to include these partners.	Communication is maintained with these departments on problem areas and progress.	Local jurisdictions use steamers to clear culverts as needed.	Lake County and local responders participate in at least one regional multidisciplinary exercise per year.	Records will be kept of those VFDs with Hazmat Tech response teams. Due 2012.
Responsibility	LCEM, LCPH	ICEM	LCEM, LCHwy, TH, SB	LCEM, LCHwy, MDOT, TH, SB	ICEM	LCEM, VFDs
Status	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing
Mitigation Type	PE	PE	Ρ	Р	ES	ES
Priority	1	1	1	1	1	1
Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Maintain an on-going effort to educate residents and visitors so they know how to respond in case of a wildfire and are aware of evacuation routes.	Broadcast evacuation information to residents and visitors on which routes to use in the case of a fire. Radio, websites, NOAA, NIXLE and community partners can be used.	Maintain bridge, road, and culvert infrastructure at a level that is capable of sustaining a major storm event and will not be vulnerable to washouts.	Address ice dams that may impact the road system in a timely manner in order to prevent damage to infrastructure, in particular during the spring thaw.	Participate in regional exercises that test local plans and interaction between agencies, including the SEOC (State Emergency Operations Center).	Maintain a group of responders trained at a technician level to respond to contain a hazardous

Lake County Multi-Hazard Mitigation Plan 2011 **Two Harbors Hazard Mitigation Actions**

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materials event.

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Work with MnDOT, State Patrol and US Customs to update information on hazardous materials that typically travel through Lake County	2	٩	Deferred	LCEM	MNDOT currently has no data on hazardous materials on specific state highways. More research must be done to catalog these and provide trainings to responders.	Transportation Hazardous Materials	LC, TH, SB, BB
Locate power lines underground where it is feasible and cost effective. This could be done as part of new construction or as part of reconstruction projects.	2	۵.	Progress	CLP, TH, MN Power	After the 2009 ice storm, DR 1830 Hazard Mitigation Assistance funds provided Coop Light and Power with \$397,000 to bury power lines along a 6 mile section of Lax Lake Road. As of 2012, funds have been awarded but not received for that project. Completion is expected by 2013.	Thunderstorms, Windstorms, Extreme Cold, Winter Storms	LC, TH, SB
Encourage campground operators to provide information for Lake County visitors regarding storm shelter and safety during severe storms.	2	PE	New	ILCEM	Start a list of all campgrounds, notification and shelter options. This should be posted on bulletin boards located at most campgrounds. Due 2013.	Thunderstorms	LC, TH, SB
Upgrade and supply backup to municipal water supply infrastructures.	2	N	New	SB, BB, TH	Silver Bay is increasing water pressure to meet firefighting standards by adjusting/installing main and household pressure reducers. Two Harbors recently installed a new water tower, pump stations, security systems and a diesel generator, but will need new filters in their water treatment plant in 2013. Beaver Bay had boil orders in 2011due to low pressure in 60 year old lines; a storage tank or tanker truck may have prevented that.	Ground and Water Supply Contamination	BB, SB, TH

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Support efforts in Lake County to address storm water management and flood control.	7	٩	Ongoing	LC SWCD	Lake County Water Management Plan lists priority watersheds, plans and controls, and a 5 year work plan for implementing objectives, managed and supported by the Lake County Soil and Water Conservation District. Recent work in Two Harbors included a detention basin, rain garden, streambank stabilization and erosion control projects.	Flash Flooding, Ground and Water Supply Contamination	LC, TH, BB, FL
Follow the North Shore Management Plan Shoreland Guidelines for development on Lake Superior and DNR Shoreland Guidelines for development on inland shoreland property to ensure development is setback from the water.	2	P, NRP	Ongoing	LCP&Z	Planning and Zoning will determine whether Lake County ordinances adequately address this issue.	Flash Flooding, Ground and Water Supply Contamination	LC, TH, SB, BB, FL
CWPP 3.2: Enforce open burning restrictions in coordination with local government, fire departments, police, and other key partners.	ε	d	Deferred	LCSO, TH, SB, DNR	This will be addressed after education is provided by distributing the garbage burning brochure to all Lake Count property owners.	Wildfire	LC, TH, SB, BB
Develop a strategy and partnerships to allow volunteer fire departments to recruit, train, and retain firefighters to ensure adequate coverage, conduct inspections and provide educational programs.	£	ES	Deferred	VFDs	Lake County VFDs hold periodic chief's meetings, along with meetings of the Lakehead Mutual Aid Fire Association, to address this issue.	Structure Fire, Wildfire	LC, TH, SB, BB, FL
Cooperate with local utilities and jurisdictions to cost-share on brushing mutually maintained road / utility corridors.	ε	٩	New	CLP	This must be done between local jurisdiction highway, street and public works departments and local utilities.	Thunderstorms, Windstorms, Severe Winter Storms	LC, TH, SB, FL

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Increase methods of alerting vulnerable populations such as the elderly and functional needs populations about the importance of avoiding prolonged exposure to the heat and cold.	κ	P, PE	New	ГСРН	Develop a plan to address partners, public information and dissemination methods, including the NWS PLAN system due on new cell phones in April 2012.	Extreme Cold	LC, TH, SB, BB, FL
Establish working groups or advisory committee to address data security and cyber infrastructure in Lake County.	ო	PP, ES	New	LCIS, TH, SB	Lake County Information Services updates their Continuity of Operations Plan annually to address this. Two Harbors and Silver Bay may consider the same.	Cyber Terrorism	LC, TH, SB
Establish working group to create rapid response plan and recommendations for addressing workplace violence events such as active-shooter.	ĸ	ES	New	LCSO, LCEM	Lake County Sheriff's Office regularly practices active shooter response, and will work with Emergency Management and local Police Departments on appropriate training and exercises.	Public Disorder	LC, TH, SB
Analyze existing water conservation efforts and needs.	3	Ч	New	LC SWCD	Municipal water supplies can be cataloged to help with mitigation and response in drought conditions.	Drought.	LC, TH, SB, BB
Consider proactive approaches to reduce the impact of severe storm events, including tornado safe rooms and community shelters.	ε	٩	New	ICEM	This will be promoted for new residential construction, schools and community gathering places. MN HSEM may have grants available to support this.	Tornados, windstorms, thunderstorms	LC, TH, SB, BB, FL
Utilize State Severe Weather Awareness Week to educate Lake County residents and visitors on safety during summer storms.	m	PE	Ongoing	LCEM	Severe weather week is routinely promoted through news articles and websites.	Thunderstorms, Windstorms, Lightning	LC, TH, SB, BB, FL

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Ensure that emergency management personnel, county sheriffs, and other emergency response teams are notified as soon as possible in the event of an approaching storm.	κ	P, ES	Ongoing	ICEM	In addition to promoting and sponsoring Skywarn trainings, Lake County Emergency Management will explore weather alert options for emergency response personnel, including NWS INWS alerts for emergency partners in 2012.	Flash Floods, Windstorms, Lightning, Severe Winter Storms, Thunderstorms.	LC, TH, SB, BB, FL
Inform the public of the snow removal policy to understand the timeframe for snow remove on specific routes.	m	Б	Ongoing	LCHwy, SB, TH	LC Highway Dept. publishes this information online and in a newspaper ad yearly.	Severe Winter Storms	LC, TH, SB
Maintain an aggressive brushing program to reduce debris that could block a road or interrupt power after a severe windstorm or winter storm.	m	۵.	Ongoing	LCHwy	Lake County Highway Dept. will coordinate this with local jurisdictions.	Windstorms, Severe Winter Storms.	LC, TH, SB, BB
Steer development away from areas that are difficult to serve with reliable road access, such as wetland or areas prone to washouts or flooding.	m	P, NRP	Ongoing	LCP&Z	Planning and Zoning will ensure regulations are adequate and feasible.	Flash Flooding	LC, TH, SB, BB
Review storm water management guidelines to ensure they are adequate to limit post development run-off and will not result in storm water run-off created flood damages.	m	م	Ongoing	LCP&Z	Planning and Zoning will ensure regulations are adequate and feasible.	Flash Flooding	LC, TH, SB, BB, FL
Identify alternative traffic and evacuation routes in the case of major roads closed by a hazardous material spill. Consider routes that need improvements.	ε	NRP	Ongoing	LCEM	Work with LC Highway on this project.	Transportation Hazardous Materials	LC, TH, SB, BB, FL

Lake

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Ensure local emergency responders have adequate training to identify and safely respond to potential methamphetamine labs.	ε	ES	Ongoing	LCSO	Lake County Sheriff's Office provides trainings on methamphetamine and other hazardous responses.	Fixed Hazardous Materials, Transportation Hazardous Materials	LC, TH, SB, BB, FL
Increase education for residents regarding the need to have a fire emergency plan in place.	m	ЪЕ	Ongoing	LCEM	Longer response times in rural areas put greater responsibility on property owners to prevent or address a fire before the fire department arrives. Can use utility bills to mail information to households	Structure Fire	LC, TH, SB, BB, FL
Continue working with the MN Department of Health and the EPA on the development of wellhead and source water protection plans.	m	P, NRP	Ongoing	LCP&Z	Lake County Planning and Zoning coordinates this program in cooperation with MPCA and EPA.	Ground and Water Supply Contamination	LC, TH, SB, BB, FL
Provide information to residents about where they can go for water testing.	ĸ	P, PE	Ongoing	LCEM	This is not done by Lake Country Public health, they are referred out for this service. Individual pays for this.	Ground and Water Supply Contamination	LC, TH, SB, BB, FL
Ensure municipal wastewater treatment installations work properly	£	۵,	Ongoing	LCP&Z	Lake County Planning and Zoning coordinates this program in cooperation with MPCA and EPA.	Ground and Water Supply Contamination	LC, TH, SB, BB
Support Lake County schools in working with the State to allow additional school closing days in case of a severe winter.	4	٩	Deferred	ISD381	This may be handled on a case by case yearly basis.	Extreme Cold	LC, TH, SB, BB, FL
Review current information and delivery systems in place for information relating to extreme temperatures.	4	٩	Deferred	SWN	NWS continues to review its warning parameters, and implemented a severe cold warning in 2011.	Extreme Cold, Extreme Heat, Drought	LC, TH, SB, BB, FL

Table H-3. Mitigation Actions, Silver Bay	ıs, Silver	Bay					
Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
CWPP 1.2: Provide funding for Level 2 Firewise assessments for all residences and actively conduct Firewise trainings and assessments.	1	PP PE	Progress	LCEM	We have conducted over 1100 Level 2 Firewise assessments for homeowners in high and medium risk Wilderness Urban Interface (WUI) areas. Firewise grants support this effort. Due to be finished in 2013. Once completed, it will be updated every 3-5 years.	Wildfire	LC, TH, SB, BB, FL
CWPP 2.1: Provide 75% sprinkler system reimbursement to eligible, homestead Lake County applicants for the ARDC Wildfire Sprinkler Grant Program until August, 2012.	-	dd	Progress	LCEM	A Legislative PDM grant supports this project which has installed 32 sprinkler systems in Lake County through 2011, with several more due by the end date in 2012.	Wildfire	LC, FL
Develop evacuation shelter plans	1	d	New	LCPH, LCSS	In 2011 HSEM awarded Region 2 a grant to inventory shelters, sponsor a sheltering conference in 2012, provide training and exercise shelter plans.	Wildfire, Tornado, Winter Storm	LC, TH, SB, BB, FL
Train more emergency responders and community residents to be spotters so that they can play a more proactive role in identifying weather hazards.	1	۵	New	LCEM, NWS	Skywarn Spotter training is offered each year in Lake County, and all emergency responders will be encouraged to attend. Online and DVD options, and local trainers are being implemented by the NWS in 2012.	Extreme Cold, Severe Winter Storms, Windstorms	LC, TH, SB, BB,
Incorporate vulnerability of infrastructure and population put at risk when setting funding priorities for infrastructure projects.	1	م	New	LCEM, Assessor, LCPH	LCEM will coordinate with Lake County Assessor to place values on critical infrastructure. LCPH is also conducting a risk and capability assessment in 2012.	Flash Flooding	LC, TH, SB, BB,
Inventory which government facilities, essential services providers and critical infrastructure need backup generators in case of power loss.	1	٩	New	LCEM, TH, SB, BB	The Critical Infrastructure list will be surveyed to develop this list, then funding will be sought to provide backup power sources. Due 2012.	Lightning, Winter Storms, Sever Winter Storms	LC, TH, SB, BB, FL

Lake

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
CWPP 2.6: Provide NOAA weather radios for emergency updates to property owners in remote, high-risk wildfire areas of Lake County.	1	PE	Ongoing	ICEM	Articles are placed in newspapers and website. We are seeking funding to provide NOAA radios to rural and remote citizens and visitors.	Flash Floods, Windstorms, Lightning, Severe Winter Storms, Thunderstorms.	LC, TH, SB, BB, FL
Maintain an on-going effort to educate residents and visitors so they know how to respond in case of a wildfire and are aware of evacuation routes.	L.	Ъ	Ongoing	LCEM, LCPH	During the Pagami Creek fire of 2011, we tested NOAA radios and Nixle, held daily public meetings, and developed a Facebook page, email list, community partners list. Information on evacuation kits and plans was available.	Wildfire	LC, TH, SB, BB, FL
Broadcast evacuation information to residents and visitors on which routes to use in the case of a fire. Radio, websites, NOAA, NIXLE and community partners can be used.	1	PE	Ongoing	LCEM	We worked with all these resources during the Pagami fire, and updated our Emergency Operations Plan to include these partners.	Wildfire, Lightning	LC, TH, SB, BB, FL
Maintain bridge, road, and culvert infrastructure at a level that is capable of sustaining a major storm event and will not be vulnerable to washouts.	1	م	Ongoing	LCEM, LCHwy, TH, SB	Communication is maintained with these departments on problem areas and progress.	Flash Flooding	LC, TH, SB, FL
Address ice dams that may impact the road system in a timely manner in order to prevent damage to infrastructure, in particular during the spring thaw.	-	٩	Ongoing	LCEM, LCHwy, MDOT, TH, SB	Local jurisdictions use steamers to clear culverts as needed.	Flash Flooding	LC, TH, SB, BB, FL
Participate in regional exercises that test local plans and interaction between agencies, including the SEOC (State Emergency Operations Center).	1	ES	Ongoing	LCEM	Lake County and local responders participate in at least one regional multidisciplinary exercise per year.	All-Hazard	LC, TH, SB, BB,

0	Jurisdictions	az LC, TH, SB, lat FL	LC, TH, SB, BB	LC, TH, SB	۲C	LC, TH, SB	SB
	Hazard	Transportation Haz Mat, Fixed Haz Mat	Transportation Hazardous Materials	Thunderstorms, Windstorms, Extreme Cold, Winter Storms	Structure Fire	Thunderstorms	Dam Failure
	Comments	Records will be kept of those VFDs with Hazmat Tech response teams. Due 2012.	MNDOT currently has no data on hazardous materials on specific state highways. More research must be done to catalog these and provide trainings to responders.	After the 2009 ice storm, DR 1830 Hazard Mitigation Assistance funds provided Coop Light and Power with \$397,000 to bury power lines along a 6 mile section of Lax Lake Road. As of 2012, funds have been awarded but not received for that project. Completion is expected by 2013.	Silver Bay and Two Harbors Fire Depts. present school programs annually, and a "Firewise in the Classroom" course was presented in Wm Kelley High School in Silver Bay in 2012. It was funded by Lake County Forestry, Emergency Mgmt. and ISD 381. We hope to receive a Firewise grant to continue it annually.	Start a list of all campgrounds, notification and shelter options. This should be posted on bulletin boards located at most campgrounds. Due 2013.	Their plan is expected to be completed in 2012. Training can be planned for 2013.
	Responsibility	LCEM, VFDs	LCEM	CLP, TH, MN Power	LCEM, VFDs, LCFstry, ISD 381	LCEM	LCEM
	Status	Ongoing	Deferred	In Progress	In Progress	New	New
	Mitigation Type	ES	٩	٩	PE	PE	۵.
	Priority	1	2	2	2	5	7
	Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Maintain a group of responders trained at a technician level to respond to contain a hazardous materials event.	Work with MnDOT, State Patrol and US Customs to update information on hazardous materials that typically travel through Lake County	Locate power lines underground where it is feasible and cost effective. This could be done as part of new construction or as part of reconstruction projects.	CWPP 1.7: Coordinate fire prevention education with all K- 12 schools in Lake County on an annual basis, such as: Smokey Bear Programs (K-2), Good Fire/Bad Fire messages (3-6), and Firewise messages/trainings (7- 12).	Encourage campground operators to provide information for Lake County visitors regarding storm shelter and safety during severe storms.	Work with Northshore Mining on their Milepost 7 emergency plan in order to coordinate when

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Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Upgrade and supply backup to municipal water supply infrastructures.	2	S	New	SB, BB, TH	Silver Bay is increasing water pressure to meet firefighting standards by adjusting/installing main and household pressure reducers. Two Harbors recently installed a new water tower, pump stations, security systems and a diesel generator, but will need new filters in their water treatment plant in 2013. Beaver Bay had boil orders in 2011due to low pressure in 60 year old lines; a storage tank or tanker truck may have prevented that.	Ground and Water Supply Contamination	BB, SB, TH
Follow the North Shore Management Plan Shoreland Guidelines for development on Lake Superior and DNR Shoreland Guidelines for development on inland shoreland property to ensure development is setback from the water.	2	P, NRP	Ongoing	LCP&Z	Planning and Zoning will determine whether Lake County ordinances adequately address this issue.	Flash Flooding, Ground and Water Supply Contamination	LC, TH, SB, BB, FL
CWPP 3.2: Enforce open burning restrictions in coordination with local government, fire departments, police, and other key partners.	n	٩	Deferred	LCSO, TH, SB, DNR	This will be addressed after education is provided by distributing the garbage burning brochure to all Lake Count property owners.	Wildfire	LC, TH, SB, BB
Develop a strategy and partnerships to allow volunteer fire departments to recruit, train, and retain firefighters to ensure adequate coverage, conduct inspections and provide educational programs.	3	ES	Deferred	VFDs	Lake County VFDs hold periodic chief's meetings, along with meetings of the Lakehead Mutual Aid Fire Association, to address this issue.	Structure Fire, Wildfire	LC, TH, SB, BB, FL

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Cooperate with local utilities and jurisdictions to cost-share on brushing mutually maintained road / utility corridors.	£	ď	New	CLP	This must be done between local jurisdiction highway, street and public works departments and local utilities.	Thunderstorms, Windstorms, Severe Winter Storms	LC, TH, SB, FL
Increase methods of alerting vulnerable populations such as the elderly and functional needs populations about the importance of avoiding prolonged exposure to the heat and cold.	3	P, PE	New	ГСРН	Develop a plan to address partners, public information and dissemination methods, including the NWS PLAN system due on new cell phones in April 2012.	Extreme Cold	LC, TH, SB, BB, FL
Establish working groups or advisory committee to address data security and cyber infrastructure in Lake County.	3	PP, ES	New	LCIS, TH, SB	Lake County Information Services updates their Continuity of Operations Plan annually to address this. Two Harbors and Silver Bay may consider the same.	Cyber Terrorism	LC, TH, SB
Establish working group to create rapid response plan and recommendations for addressing workplace violence events such as active-shooter.	ε	ES	New	LCSO, LCEM	Lake County Sheriff's Office regularly practices active shooter response, and will work with Emergency Management and local Police Departments on appropriate training and exercises.	Public Disorder	LC, TH, SB
Analyze existing water conservation efforts and needs.	3	Ч	New	LC SWCD	Municipal water supplies can be cataloged to help with mitigation and response in drought conditions.	Drought.	LC, TH, SB, BB
Consider proactive approaches to reduce the impact of severe storm events, including tornado safe rooms and community shelters.	ε	d	New	LCEM	This will be promoted for new residential construction, schools and community gathering places. MN HSEM may have grants available to support this.	Tornados, windstorms, thunderstorms	LC, TH, SB, BB, FL
Utilize State Severe Weather Awareness Week to educate Lake County residents and visitors on safety during summer storms.	ε	PE	Ongoing	LCEM	Severe weather week is routinely promoted through news articles and websites.	Thunderstorms, Windstorms, Lightning	LC, TH, SB, BB, FL

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Ensure that emergency management personnel, county sheriffs, and other emergency response teams are notified as soon as possible in the event of an approaching storm.	ε	P, ES	Ongoing	ICEM	In addition to promoting and sponsoring Skywarn trainings, Lake County Emergency Management will explore weather alert options for emergency response personnel, including NWS INWS alerts for emergency partners in 2012.	Flash Floods, Windstorms, Lightning, Severe Winter Storms, Thunderstorms.	LC, TH, SB, BB, FL
Inform the public of the snow removal policy to understand the timeframe for snow remove on specific routes.	m	Б	Ongoing	LCHwy, SB, TH	LC Highway Dept. publishes this information online and in a newspaper ad yearly.	Severe Winter Storms	LC, TH, SB
Maintain an aggressive brushing program to reduce debris that could block a road or interrupt power after a severe windstorm or winter storm.	m	۵.	Ongoing	LCHwy	Lake County Highway Dept. will coordinate this with local jurisdictions.	Windstorms, Severe Winter Storms.	LC, TH, SB, BB
Steer development away from areas that are difficult to serve with reliable road access, such as wetland or areas prone to washouts or flooding.	m	P, NRP	Ongoing	LCP&Z	Planning and Zoning will ensure regulations are adequate and feasible.	Flash Flooding	LC, TH, SB, BB
Review storm water management guidelines to ensure they are adequate to limit post development run-off and will not result in storm water run-off created flood damages.	m	م	Ongoing	LCP&Z	Planning and Zoning will ensure regulations are adequate and feasible.	Flash Flooding	LC, TH, SB, BB, FL
Identify alternative traffic and evacuation routes in the case of major roads closed by a hazardous material spill. Consider routes that need improvements.	ε	NRP	Ongoing	LCEM	Work with LC Highway on this project.	Transportation Hazardous Materials	LC, TH, SB, BB, FL

Lake

Mitigation Action (CWPP = Mitigation Action listed in Community Wildfire Protection Plan)	Priority	Mitigation Type	Status	Responsibility	Comments	Hazard	Jurisdictions
Ensure local emergency responders have adequate training to identify and safely respond to potential methamphetamine labs.	£	ES	Ongoing	LCSO	Lake County Sheriff's Office provides trainings on methamphetamine and other hazardous responses.	Fixed Hazardous Materials, Transportation Hazardous Materials	LC, TH, SB, BB, FL
Increase education for residents regarding the need to have a fire emergency plan in place.	m	Б	Ongoing	ILCEM	Longer response times in rural areas put greater responsibility on property owners to prevent or address a fire before the fire department arrives. Can use utility bills to mail information to households	Structure Fire	LC, TH, SB, BB, FL
Continue working with the MN Department of Health and the EPA on the development of wellhead and source water protection plans.	£	P, NRP	Ongoing	LCP&Z	Lake County Planning and Zoning coordinates this program in cooperation with MPCA and EPA.	Ground and Water Supply Contamination	LC, TH, SB, BB, FL
Provide information to residents about where they can go for water testing.	m	P, PE	Ongoing	LCEM	This is not done by Lake Country Public Health, they are referred out for this service. Individual pays for this.	Ground and Water Supply Contamination	LC, TH, SB, BB, FL
Ensure municipal wastewater treatment installations work properly	ε	۵ ۵	Ongoing	LCP&Z	Lake County Planning and Zoning coordinates this program in cooperation with MPCA and EPA.	Ground and Water Supply Contamination	LC, TH, SB, BB
Support Lake County schools in working with the State to allow additional school closing days in case of a severe winter.	4	ط	Deferred	ISD381	This may be handled on a case by case yearly basis.	Extreme Cold	LC, TH, SB, BB, FL
Review current information and delivery systems in place for information relating to extreme temperatures.	4	٩	Deferred	SWN	NWS continues to review its warning parameters, and implemented a severe cold warning in 2011.	Extreme Cold, Extreme Heat, Drought	LC, TH, SB, BB, FL

City of Two Harbors Comprehensive Plan Updated 2015

Prepared for the City of Two Harbors Prepared by the Arrowhead Regional Development Commission (ARDC)

ARDC's Mission

To serve the people of the Arrowhead Region by providing local units of government and citizens groups a means to work cooperatively in identifying needs, solving problems, and fostering local leadership.

If you have questions regarding ARDC or the City of Two Harbors Comprehensive Plan Update, please contact: Regional Planning Division 221 West First St. Duluth, MN 55802 General Phone: 218-722-5545 Fax: 218.529-7592 Website: www.arrowheadplanning.org

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