



COMPREHENSIVE PLAN

Adopted in 2012

Updated in 2018

Chapter 1: Introduction and Vision

Introduction

The intent of the City of Lake City's Comprehensive Plan is to maintain and promote the vibrancy of the community through its planning efforts. Successful comprehensive planning requires underlying municipal operating core values. These core values are three-fold. They are a municipal commitment to:

- Collaboration
- Transparency
- Respect

Fundamental to the specific deliverables of the City's Comprehensive Plan is the need to establish key community imperatives, these are:

- A vibrant community and economy
- A safe community
- Preservation and enhancement of our environment
- All age wellness
- Effective municipal operations

The Comprehensive Plan develops goals, policies, and recommends strategies for the City to:

- Develop a strong and diversified economy
- Develop enhanced community services and housing opportunities for all residents
- Maintain and protect a sustainable environment
- Coordinate an efficient transportation system that supports Lake City's future

The Comprehensive Plan describes and analyzes each element of the community and recommends goals, policies, and implementation tools to guide the Community's future.

Lake City's Comprehensive Plan provides a framework for growth and development in the City of Lake City over the next five to ten years by establishing long-term goals, policies and strategies for the City. The Plan is specific enough to guide many day-to-day development decisions and provides the policies and principles that serve as the basis for updating the development controls that the City enforces. However, the Plan is intended to be flexible enough to allow modification and continued updates and improvements.



Successful implementation is critical in ensuring that the plan has a marked impact on the community. The City of Lake City's Comprehensive Plan is designed to be a working document that will guide community leaders in making decisions, establishing priorities, and committing to actions that will positively affect the future of the City.

Vision

Lake City will be a vital community growing in harmony with its unique setting on Lake Pepin, surrounded and sustained by a healthy and protected natural environment. An involved citizenry will actively participate in all aspects of civic life resulting in:

- The preservation and enhancement of the City's historical and natural assets and small town character
- A strong local economy built on a diverse mixture of businesses, providing a wide variety of livable wage jobs
- A compact and thriving downtown consisting of mutually supportive businesses providing goods and services to the community and a year-round tourist trade
- Strong, well-maintained neighborhoods offering a range of housing choices, well matched to the local market
- Excellent education and health care systems
- A proactive and responsive city government

As of the 2010 census, Lake City is a community of 5,063 persons. The City is located 65 miles southeast of the Minneapolis-St. Paul Metropolitan Area, and 35 miles northeast of Rochester. Most of Lake City is located in Wabasha County, with the northernmost portion of the City located in Goodhue County. Lake City is located on Lake Pepin, a wide spot of the Mississippi River which classifies as a lake. Lake City's natural boundaries are Lake Pepin, which forms the eastern edge of the City, and bluffs defining the western edge.

Lake City is governed by a Mayor/Council form of government, with a full time City Administrator. The City has citizen boards and commissions that serve in an advisory capacity to the City Council, including the following:

- Planning Commission
- Streets and Parks Commission
- Heritage Preservation Commission
- Charter Commission
- Ambulance Commission

- Civil Service Commission
- Board of Adjustment
- Marina Board
- Utility Board
- Public Safety Board
- Library Board
- Environmental Commission

Taking advantage of its location on Lake Pepin, and known as the birthplace of water-skiing, Lake City has always been a popular destination for summer visitors. The City currently owns and maintains a marina within its downtown. The Lake City Marina is the largest small-craft marina on the Mississippi, housing over 625 boats up to 55 feet in length. Several businesses, hotels, motels, restaurants and campgrounds/trailer parks cater to tourists and a seasonal population.

In addition to being a recreational area, Lake City was historically a commercial center for its predominately agricultural surroundings. That role has diminished in the past twenty-five years, although Lake City area apple orchards produce 25% of the apples grown in Minnesota annually. The manufacturing, education, and health service industries are now the major components of Lake City's economy. Tourism has the potential to become a major piece of the City's economy.

The City of Lake City adopted its first comprehensive plan in 1972 with updates in 1982, 1993, and 2001, and 2012. The City has prepared this Comprehensive Plan to take these changes into consideration in providing a framework for future planning and growth.

In 2001, the City of Lake City approved the Mississippi Jewel Planned Unit Development (PUD), a 750 acre development consisting of an 18-hole golf course, open space, conservation areas, recreation areas, residential subdivisions, un-platted out-lots, and select areas proposed for commercial use. In addition to the Jewel PUD, the community has seen growth within the shoreland areas of Lake Pepin, along with residential development in Florence Township directly north of Lake City.

The Comprehensive Planning Process

The Planning Process included three main phases. Phase I included an analysis of existing conditions in Lake City, identifying the City's needs, challenges and opportunities. Phase II involved presenting findings in a series of public workshops to refine current citizen input towards general goals, policies, and direction for the Comprehensive Plan. Phase III included the development and review of the Comprehensive Plan by the Planning Commission and adoption by the City Council.

The issues facing the City were identified during the public input process of Phase II. Public meetings were held to present the public with background data, revisit the community vision, and develop community issues, goals and priorities. The following previous reports, studies, surveys, and public input were collected, reviewed, and presented in a combined format during the second workshop.

- 2009 – Comprehensive Plan Workshop Citizen Input
- 2007 – Lake City Utility Bill Survey from Chart the Course (CtC)
- 2007 – Strength Weakness Opportunity Threat (SWOT) Analysis from CtC
- 2006 – Community Housing Assessment Team Report (Housing Study)
- 2006 – Retail Trade Analysis Report
- 2001 – SWOT Analysis (Comprehensive Plan Update 2001)

Goals and Policies Defined

The Goals and Policies spell out various roles and responsibilities for the City. They are a detailed expression of the community's aspirations for the future and can be considered the heart of the Comprehensive Plan. Several chapters contain specific goals and policies, which appear at the beginning of each section of the corresponding chapter to provide the framework for the various roles and responsibilities of the City in implementing and achieving these aspirations. They are defined as follows:

Goal: A general statement of community aspirations and desired objectives that indicates a broad social, economic, or physical state of conditions that the community officially agrees to strive to achieve in a variety of ways, such as through the implementation of the Comprehensive Plan.

Policy: An officially adopted course or method of action intended to be followed to implement the community goals.

The Comprehensive Plan is intended to be used on a daily basis as decisions are made concerning development, redevelopment, capital improvements, economic incentives, and other matters affecting the community. Implementation of the Comprehensive Plan will be partially driven by the availability of resources (staff and funds) sufficient to guarantee success. This section summarizes the ways in which the Plan will be used.

The Plan should be reviewed annually and updated as necessary. Changes should be made in the original document but could also be made as an addendum or separate report.

Changes to Demographics or Existing Conditions

The demographics, housing, and economic development chapters all contain information and data where change always occurs or is updated. New census figures come out every ten years and estimates are prepared regularly. Plans that get adopted prior to the release of new census data should be reviewed after the data gets released in order to contain the most current and accurate data.

Review of Maps

The maps within the Comprehensive Plan should also be regularly reviewed and revised if necessary, including:

- Shoreland Map
- Floodplain Map
- Zoning Map
- Land Use Map

Capital Improvement Programs and Budgets

The City of Lake City currently utilizes a Capital Improvements Program (CIP) to manage capital expenditures for improvements and additions to parks, streets and public facilities. It includes information on the capital budget, proposed public facility improvements over a five-year period, the estimated cost of those improvements, and the proposed method for financing them.

City departments and administrators should review their annual work programs and budgets according to the policies and recommendations presented in the Comprehensive Plan. Numerous policies and strategies can be implemented in this way. As the City's budget is prepared and reviewed, it should use the plan as a guide to ensure capital and operational investments are consistent with the plan and its goals and objectives.

Capital projects must incorporate a transparent comprehensive construction and budget plan, including future incremental and operating costs. Plans and budgets for these projects will be accessible to the public.

Development Approvals

Administrative approvals relative to development should be strongly predicated on the policies of the Comprehensive Plan. Administrative and organizational recommendations in particular should be followed in considering zoning decisions. But flexibility will be necessary to ensure that decisions are made based on current circumstances. Major changes that are not consistent with the plan will require a formal amendment of the Comprehensive Plan.

Development Ordinances

Zoning Ordinance: Zoning is the primary regulatory tool used by governmental units to implement planning policies. It consists of the Official Zoning Map and the supporting ordinance text. The Zoning Ordinance and Zoning Map are amended from time to time to reflect new policies adopted by the City. The Planning & Community Development Department should review its existing Zoning Ordinance and Map for inconsistencies with the adopted Comprehensive Plan Update, and create a schedule to amend the zoning documents to reconcile discrepancies.

Subdivision Ordinance: Subdivision regulations are also important in implementing the Comprehensive Plan Policies. Properly enforced subdivision regulations, coupled with zoning, will help ensure proper physical development and adequate public facilities. The City should review its existing Subdivision Ordinance to consider changes that would implement the policies of the comprehensive plan.

Floodplain Ordinance: The Floodplain Ordinance, identifies the Floodway, Flood Fringe and Mississippi River General Flood Plain District, and establishes the permitted uses and performance standards that are allowed in the separate districts.

Shoreland Ordinance: This section was adopted to designate and protect shoreland areas in the City by regulation land use and development in shoreland areas. An updated shoreland ordinance was adopted in 2011 that carries out the intent of the Minnesota Department of Natural Resources State-Wide Standards for Management of Shoreland Areas, while recognizing and accommodating the unique urban development characteristic of Lake City and its continued development and redevelopment. The shoreland ordinance has been incorporated into the City's Zoning Ordinance and is classified as an overlay district.

Community Involvement and Communications

Lake City benefits from a citizenry that is active, involved and aware of issues and events in and around the City. The City should continue to encourage opportunities for citizen participation at all levels of the planning and development review processes through appointed citizen commissions, ad-hoc task forces, and attendance and participation at public meetings. The City should continue to communicate information on City events and development proposals through the City's website, handouts and brochures available at a variety of locations throughout the City, press release distribution to local newspapers, and use of the local cable channel.

Additional Studies

The City should pursue studies when new strategies and policies become necessary, which may include the following:

Lake Front Management Plan: The City should develop a maintenance plan for shoreline along Lake Pepin, which addresses the large variety of uses adjacent to the Lake, and makes the Lake more inviting, attractive, and appropriate for varied recreational uses. The plan shall also incorporate elements which protect and improve the sensitive natural resource of shoreline habitat and aquatic life, with the addition of following water quality best management practices for stormwater management.

Comprehensive Natural Resource Plan: The City should prepare a natural resources master plan to inventory natural areas such as wetlands, woodlands, fens, prairies, and bluff areas, and to prioritize areas for protection, acquisition or other management. Opportunities to preserve such areas should be coordinated with County, State, regional, Federal, and private programs.

Ecological/Recreation Corridor Studies: The City should also identify “ecological corridors,” such as creeks, green corridors, and park linkages, for which long-term policies are appropriate to insure natural resource maintenance and preservation, and to develop policies for minimizing negative impacts from adjacent development areas.

Outdoor Recreation Plan: The City should prepare a Park and Open Space Plan and then review it regularly to ensure it reflects public needs interests and continues to allow for an affordable system of use and maintenance. Included in the Plan would be a recommendation concerning the dedication of parks and open spaces as part of new subdivisions.

Community Edges

The City should work with the surrounding townships and counties to address common issues and potential areas of conflict along the edges of the City, including the transportation links that carry traffic to and through the area.

Chapter 2: Demographics

Introduction

In order to predict and plan for future demand for residential and non-residential development in the City, it is important to understand the historic trends and Lake City's demographic composition. This chapter should be updated to include such information as it becomes available.

Population Characteristics and Trends

According to the 2010 census, the total population was 5,063 persons, which was lower than the original projection 5,543 for 2010. Although future population growth is expected, the community of Lake City is continuing to see growth in the 45+ age range population. These changes provide opportunities for Lake City to plan for, and respond to unique development potential.

In 2000, the two largest age groups in terms of population were the 10 to 14 age group and 50 to 54 age group. This has shifted in 2010, and the larger groups are the 0 to 10 age group, and the 45 to 70 year old age group. The median age is increasing: in 1990 was 39.9, increased to 41.0 in 2000, and was 46.2 in 2010. This trend is expected to continue rising. Approximately 17% of Lake City residents are under 15 years of age, while 38.2% of Lake City residents are over the age of 55. Planning for housing, health care, and recreational uses for its aging population continues to be a critical issue for the community.

Table 2.1: Population Chart

Source: Census 2010, City of Lake City, Minnesota State Demographic Office

	1960	1970	1980	1990	2000	2010
Population	3,494	3,594	4,505	4,391	5,054	5,063
% Change		2.78%	20.2%	-2.53%	15.1%	0.18%

Table 2.2: Population Composition by Age

Source: Census 2010

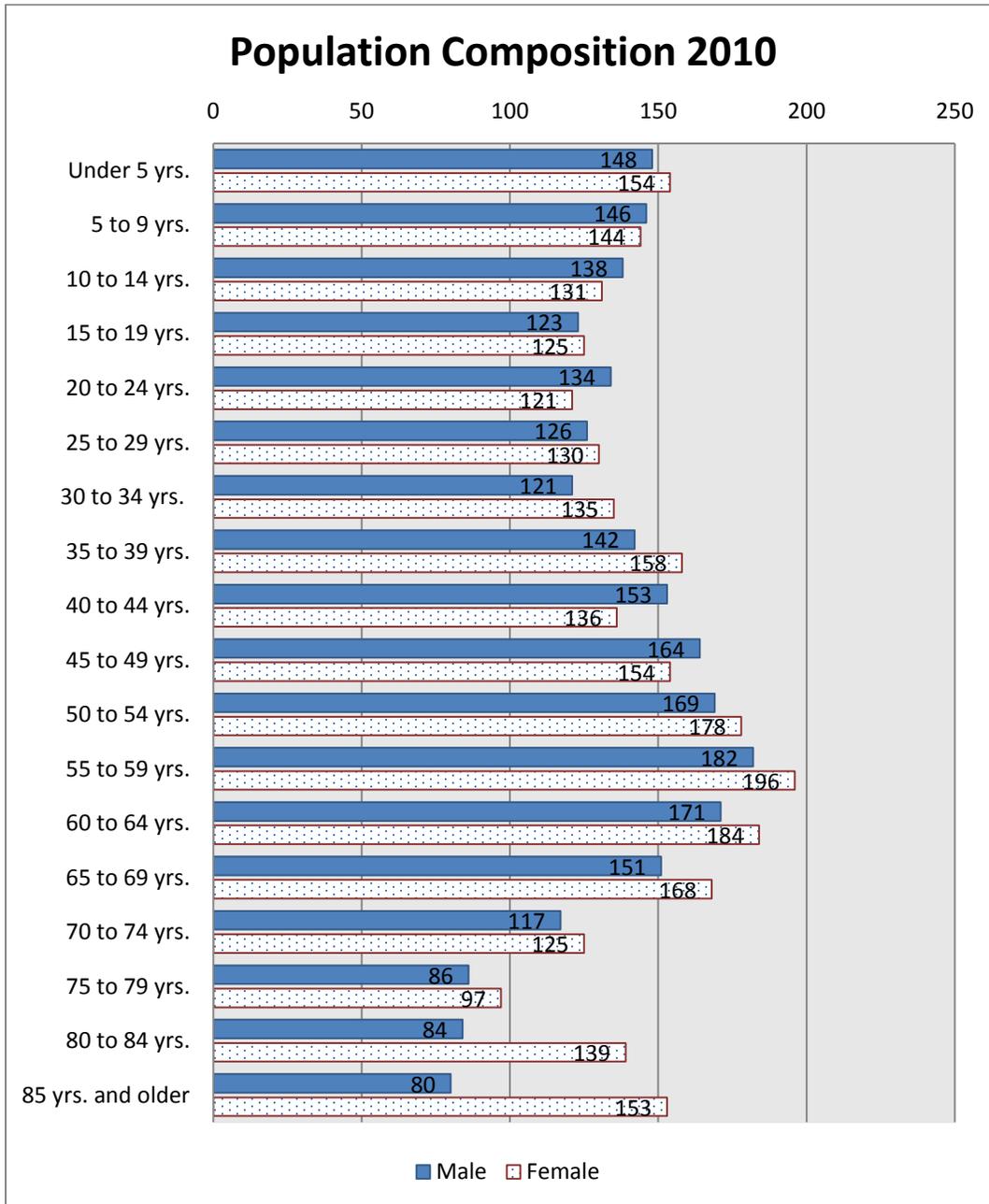


Table 2.3: Multi-Jurisdictional Population Projections
 Source: Census 2010, Minnesota State Demographic Office

Multi-Jurisdictional Population Projections		
	2000 Census	2010 Census
City of Lake City	5,054	5,063
Wabasha County	21,610	21,676
Goodhue County	44,127	46,183

Conclusion

There has not been a large amount of population growth in the last decade, though the lack of growth could be partially attributed to the lack of residential building activity since the housing market began to decline around 2006. With the availability of buildable residential lots, the City stands to see some increase when the building market begins to strengthen.

Chapter 3: Land Use

Introduction

Lake City officials approve land use plans to protect the character of the City as it grows, to assure that new development will be an asset that contributes to the welfare of the city, and to help city officials make choices that allow for desirable patterns of development to become established.

A land use plan presents the policies regarding physical development. It typically includes an analysis of existing land patterns by use category, an examination of the amount of vacant land, and the percentage of each land use that makes up the composition of the community. A future land use plan represents the direction of growth and the expected type of uses. The rationale for land use planning includes the following:

- Accommodate future needs
- Provide for orderly growth
- Provide sound basis for short-range and long-range decisions

The adoption of a land use plan as part of the planning process enables a balanced and comprehensive review of zoning amendments. Successful implementation of the goals and policies of the plan requires regular re-evaluation. This on-going planning approach is essential to assure appropriate flexibility. The Land Use goals and policies are listed below.

This section addresses goals and policies that affect Lake City as a whole, or issues that affect more than one category of land use. Goals and policies that affect a specific land use, such as housing or commercial, will be found in that particular section.

The City's future land use map is an appendix to the Comprehensive Plan is an important part of this chapter.

Land Use Goals and Policies

Goal 1: Protect the “small town” character of Lake City as it redevelops and grows, assure that new development will be an asset that contributes to the welfare of the City, and allow for desirable patterns of development to become established and at the same time accommodate future needs.

Policy 1: Encourage future development and redevelopment that results in interconnected, compact, neighborhoods and districts by adopting and implementing zoning regulations that will enable their construction.

Policy 2: Keep the Comprehensive Plan, the Land Use Map, the Zoning Map, the Zoning Ordinance, and the Subdivision Ordinance up to date to implement this goal. Use the Annual Report of the Planning Commission to formally report issues that need be addressed.

Policy 3: Continually reevaluate, maintain, and enforce development performance standards, maintenance standards, and building codes to promote land use efficiency, quality development, and maintain attractive neighborhoods.

Goal 2: Ensure the orderly development of the City’s potential annexation areas in a manner that ensures adequate and cost-effective provision of required urban services and facilities, implements the goals and policies of the Lake City Comprehensive Plan, and protects natural areas.

Policy 1: Continue to coordinate land development with transportation and infrastructure improvements.

Policy 2: Broaden City involvement in the planning of future changes to Highways 61 and 63, and also to County Roads crossing City boundaries within Lake City.

Goal 3: Provide adequate land for commercial and industrial development and provide for the services and zoning which will increase future economic development opportunities.

Policy 1: Focus development in areas that can be serviced by gravity flow sanitary sewer, water, and roadways.

Policy 2: Promote infill, reinvestment and redevelopment of land and uses, and avoid or mitigate conflicting land use issues.

Policy 3: Encourage restoration or redevelopment of underutilized or underdeveloped properties within current commercial and residential neighborhoods.

Policy 4: Work closely and cooperatively with the Economic Development Authority to accomplish this goal.

Goal 4: Assure that proper facilities are available to provide the services and fulfill the needs of the people of Lake City, either through the City by providing the facilities itself, or working with appropriate government and/or public entities such as the Mayo Clinic Health System Lake City, the School District, our neighboring counties, and the State of Minnesota.

Policy 1: Facilities for such services should avoid duplication and be located and designed to provide the highest possible level of service for the public.

Policy 2: Lake City facilities shall be planned and expenditures made under a well thought out, long term Capital Improvement Plan (CIP) that is coordinated each year with the budget process. Issues that need attention shall be recommended by the Planning Commission in the yearly Planning Commission Report.

Policy 3: All community facilities shall be developed to the high developmental standards required by the Zoning and other Ordinances, and reviewed against such standards by the appropriate boards, Planning Commission, and City Council.

Policy 4: Work closely and cooperatively with the Economic Development Authority to accomplish this goal.

Trends and Existing Land

Table 3.2 Land Use Comparisons, 2001-2009

Source: City of Lake City, 2001, Land Use Plan 2009 GIS

Land Use Category	Percent in 2001	Percent in 2009	Percent Change
Residential	34.14%	42.8%	4.91%
Single-Family ¹	18.21%	26.81%	8.60%
Multi-Family ²	14.35%	14.40%	0.05%
Commercial ²	3.13%	4.65%	1.52%
Industrial ³	12.58%	4.95%	-7.63%
Lakefront Mixed	0.65%	1.01%	0.36%
Institutional	0.00%	1.04%	1.04%
Private Open Space ^{4,6}	13.81%	15.19%	1.38%
Public Open Space ^{5, 6}	13.99%	11.25%	-2.74%
Agriculture & Nursery (2001) Undevelopable Open Space (2009)	1.61%	4.79%	3.18%
Right-Of-Way	16.17%	14.16%	-2.01%
Railroad	2.09%	1.76%	-0.33%
Open Water	1.83%	0.00%	-1.83%
Total	100.00%	100.00%	

¹ The future residential land use (14.73%) was divided equally between the single-family and multi-family land uses.

² The 2009 Mixed Use land use (4.34%) was divided equally between the commercial and multi-family land uses.

³ The 2001 Industrial Lake Land Use includes 387 acres (12.58%) of the total land use. However, a historic view of the industrial uses provides a better comparison. Between 1978 and 2001 this land use has increased from 2% to 6%. The 2009 plan shows a slight decrease of to 4.95% which represents the land which is industrially zoned.

⁴ The 2001 land use plan's cemetery/church land use was defined as private open space in the 2009 comparison.

⁵ The 2001 land use plan's public/semi-public land use was defined as public open space in the 2009 comparison.

⁶ The 2001 land use plan's park/recreation/golf course/open space land use (22.83%) was divided equally between the public and private open space land uses.

Zoning and Development Controls

Zoning is the legal mechanism for controlling and regulating land uses. Zoning is the most important method of land use regulation for local governments. It divides a jurisdiction into geographical zones and prescribes what may be done in each zone. Zoning must be consistent with a comprehensive plan. This allows a community to shape their future land uses and their property-tax base.

Lake City's zoning map shows how land is zoned, and thus how it is regulated. This map shows that the majority of the land in the City is dedicated to residential uses. These residential uses include: RD-Rural Development Transitional, LDR – Low Density Residential, MDR – Medium Density Residential, TN – Traditional Neighborhood, and HDR – High Density Residential.

Several commercial and industrial uses are also defined within the Zoning Map. These uses include: B1- Central Business District, B2- Highway Commercial, L1- Light Industrial, H1 – Heavy Industrial, and LMX – Lakefront Mixed Use.

The zoning map also includes MC- Medical Campus, PUD – Planned Unit Development, and OSP – Open Space/Parks.

The future land use designations work jointly with zoning designations to further the City's land use planning goals. The Land Use Plan classifications are a general guide, while the zoning standards govern actual development practice. The City will continue to bring the zoning map into conformance with the Land Use Plan.

Future Land Use

Development in Lake City has followed a prescribed process to ensure thoughtful integration of natural beauty with physical development. The City has used its Land Use Plan to develop recommendations in areas of land use, supportive infrastructure, and development review. The Plan is specific enough to guide many day-to-day development decisions and provides the policies, standards, and principles that serve as the basis for updating the zoning ordinance and other development controls that the City enforces.

Land Use Districts

Following are the definitions of the Land Use Plan categories and an explanation of how they correspond to the City's zoning districts.

Residential: Single-family residential uses are the predominant land uses in the City. Neighborhoods that maintain this character should be preserved to help maintain housing values. Opportunities for higher density residential uses should be limited to those areas that have adequate public infrastructure to serve the developments, including water, sewer, and are adjacent to arterial or collector roads.

Business: This district provides locations for commercial development. Retail, office, health and wellness, and service establishments are examples of uses permitted under this classification. These areas include the downtown area, the corridor along Hwy. 63, and along 10th Street, north of Lyon Avenue. Development areas along Hwy. 61 north of the downtown area lend themselves to a mix of commercial development that focuses on providing recreational and tourism opportunities. Medium to high density residential uses are appropriate in areas designated for Business land use so long as necessary parking is provided and care is taken to integrate them into the surrounding land uses.

Industrial: This district provides suitable locations for industrial development. Manufacturing and warehousing uses would be examples of uses permitted under this classification. The areas designated for Industrial could also be used for commercial or research oriented developments. It is recommended that future industrial uses be located near areas in which adequate public utilities are, or will be, available.

Open Space/Recreation: These areas may be public or private, and are primarily dedicated to preservation of natural areas, recreation, and have limited or no potential for development. This designation includes parks, golf course, and natural areas.

Implementation Strategies

Residential Needs: The City should encourage the development of a mix of residential housing types and ensure an affordable and diverse housing stock to meet a wide-range of community needs and to support the available workforce. The City should continue to guide residential growth in accordance with the Comprehensive Plan so that new development can be effectively served by public facilities and the character and quality of the City's existing neighborhoods can be maintained and enhanced.

Comprehensive Planning: The Comprehensive Plan should be reviewed annually to insure that the goals and policies contained within are relevant and address future development and growth. The Planning Commission should lead the review and update process with assistance, as needed, by a community volunteer committee. The City should include townships within the extraterritorial limits in discussions about pending and long-term plans.

Comprehensive Park and Open Space Plan: Public Works and Planning & Community Development Departments should prepare a Park and Open Space Plan and then review it regularly to ensure it reflects public needs/interests and continues to allow for an affordable system of use and maintenance. Included in the Plan would be a recommendation concerning the dedication of parks and open spaces as part of new subdivisions. The City should implement and enforce the goals, policies, strategies and recommendations of the Park and Open Space Plan.

Conclusion

The City has a sufficient supply of available residential land uses, as well as a well-developed park system and ample open space. It is important to maintain the availability of industrial and business land uses for future development, but care should be taken that existing residential areas are protected from these land uses in order to preserve the value of the housing stock.

Sources:

City of Lake City Web Site and staff, <http://www.ci.lake-city.mn.us>
Comprehensive Plan Workshops, 2009, City of Lake City, GIS Mapping

Chapter 4: Community and Economic Development

Introduction

This section addresses Goals and Policies to promote a secure economic base through downtown revitalization and organized community development. Downtown Lake City is the heart of the community and is a significant part of the City's vision. Its proximity to the Marina and numerous residential neighborhoods make it a true center, both for Lake City residents and seasonal tourists. The continued attraction of employment opportunities and the recognition of the City's uniqueness and heritage all begin Downtown. The Community Development and Downtown goals and policies are located below.

Community Development and Downtown Goals in Conjunction with the EDA

Goal 1: Retain and support existing businesses

Policy 1: Maintain an up-to-date inventory of business sites and buildings

Policy 2: Develop and maintain a current database of downtown buildings

Policy 3: Evaluate zoning types and quantities to make sure that its matches the business needs

Policy 4: Explore financial investment opportunities on the part of the City to aid in business development

Policy 5: Maintain the City's Revolving Loan Program

Goal 2: Foster an environment downtown which is inviting to new businesses and entrepreneurship

Policy 1: Use financial investment opportunities such as matching grants, low-interest loans, revolving loans, and tax increment financing to aid in business development to the extent possible

Policy 2: Provide the necessary and up-to-date infrastructure to support modern businesses opportunities, such as high speed communications services

Policy 3: Ensure downtown is attractive and inviting to potential businesses

Policy 4: Implement creative and effective ways to support tourism

Policy 5: Strengthen the local workforce and aid businesses or individuals through adult education and training opportunities

Goal 3: Develop a cohesive urban concept, a sense of place that would include signage, street lighting, public parking, sidewalks, benches, streets, landscaping, and other public amenities.

Policy 1: Continue to work with property owners to preserve historically significant buildings, both downtown and throughout the City

Policy 2: Evaluate and recommend improvements to include greater access and visual connections to the Lake City Marina

Policy 3: Develop ways to reduce the division created by Highway 61

Policy 4: Encourage local government to invest in programming and infrastructure in the downtown

Goal 4: Develop and enhance community facilities as focal points to attract residents and visitors to the downtown and waterfront.

Policy 1: Work with the Marina, Streets and Parks, and Library to study and facilitate plans within the Downtown and waterfront area to continue to improve the interface between the waterfront area and the downtown.

Policy 2: Make the Downtown more accessible to visiting watercraft, such as adding additional public docks.

Policy 3: Improve access to information on points of interest and activities.

Implementation Strategies

Foster a closer working relationship between City Staff and Community Groups: The City should support and encourage cooperation between staff and community groups as a way to promote projects that will benefit the Downtown, as well as the entire community. This includes, but is not limited to, assisting with pass-through grants for community projects, providing assistance with project planning, and providing City resources when feasible.

Enhanced Directional Signage: Enhanced directional signage should be used to encourage through traffic to stop and patronize businesses in the Downtown. Many tourists and other persons not familiar with the community may not know that additional businesses exist beyond Lakeshore Drive. Creating a better awareness of Washington Street businesses, the Marina, and available public parking would increase the percentage of through traffic (potential shoppers) that would be encouraged to stop and investigate what the Downtown has to offer.

Regional Promotion of Lake City and Lake Pepin: The City should actively promote the downtown commercial area to residents and visitors alike, capitalizing on its proximity to Lake Pepin, the Marina and existing residential areas. A greater awareness of the City would increase tourism because, despite all that Lake Pepin has to offer, it competes with other scenic areas in that they are much more publicized, such as the northern Minnesota Lakes Region. Lake Pepin should be more heavily promoted to increase the flow of tourism dollars into the local economy. To this end, the City should encourage the development and promotion of a community branding process.

Greater Lake City should also be promoted as a community interested in attracting new businesses. Downtown Lake City has several favorable conditions encouraging the development of new businesses, such as affordable retail space and the draw of tourists to Lake Pepin. Focusing on these assets may accelerate the pace of new business formation by reaching out to a larger pool of potential business owners. Promoting year-round businesses serving the local population should be a higher priority, since they would have a greater positive impact on existing Downtown businesses than seasonal businesses. In addition, it may be that more recreational draws are needed to boost tourism to the point that Downtown could support additional tourist-oriented businesses.

The City and the community should also capitalize on the investments being made in Rochester through the Destination Medical Center legislation in order to position itself as a destination for visitors.

Business Recruitment: Developing more entertainment and recreational draws to the downtown will enhance the business climate. The purpose of creating entertainment and recreational draws to the Downtown is to increase pedestrian traffic (potential shoppers). Persons visiting the Downtown for primary reasons other than shopping would also likely do some shopping at Downtown businesses that they otherwise might not do, increasing their potential to become repeat customers.

Examples of additional entertainment and recreational uses include a renovated opera house, more sit-down restaurants, a recreation center, mini-golf, boat excursions, a lakeside entertainment complex, a play park, a farmers' market, and staged water-based events, such as a fishing tournament or other water sport competitions.

Public Improvements/Investments

Pedestrian Environment: The City should continue to implement the streetscape improvements begun on Center Street. During the streetscape process, the City should consider parking, lighting, vegetation, parking lot screening, seating, trees, planters and seasonal flowers, decorations, signage, curb bump-outs, and other elements.

Parking: The City should continue to monitor the parking situation downtown, and should consider the construction of angled on-street or additional municipal off-street parking if it becomes necessary. The City should consider the aesthetics of any off-street parking and ensure that it fits the character of downtown. Consideration also needs to be made for allowing parking for the residential uses that are located above businesses in the older buildings Downtown. The City should address the above considerations by developing a master parking plan.

Marina: The Lake City Marina promotes and protects the accessibility and beauty of the Marina waterfront, and as the focal point of the city, the Marina benefits the community and should remain self-sustaining. The Marina is in the business of harboring and storing of watercraft as well as fueling and other marine related services. The Marina and Marina Point benefit the City both directly and indirectly through expanding the tourism base. The Lake City Marina should focus on providing expanded temporary docking and promotion of both short and long term docking, to encourage visitors to the City.

Building and Site Improvements: Improving the appearance of Downtown buildings is intended to create a more visually appealing environment that would help attract potential shoppers to the Downtown. Downtown Lake City's unique characteristic is its older commercial structures and their location on the shores of Lake Pepin. Renovating the exteriors of the buildings, including private alleyways, which are in disrepair or have been altered from their original state, would enhance the overall character and charm of the Downtown, which would then make the Downtown more visually attractive.

Historic Preservation: Preserving buildings of historical significance is another way to create a distinct downtown. The legal basis for the preservation, protection and use of cultural resources in Lake City was enacted through an ordinance to enable the creation of a Heritage Preservation Commission (HPC).

Lake City has several locally significant historic and architectural landmarks, and should continue to identify and preserve these significant structures.



Conclusion

The City should continue to capitalize on the relationship between the waterfront and the downtown and pursue policy that protects the character of the area, while also promoting it as a place for business. This should include continued investment in public infrastructure in a manner that strengthens the downtown as a destination for residents and visitors alike.

Sources:

Alliant Engineering, Inc., Draft Technical Memorandum No. 1, Traffic Study, Mississippi Jewel AUAR, September 20, 2000 and November 2000 updates

City of Lake City Web Site, <http://ci.lake-city.mn.us>

Maxfield Research, Inc., A Market Analysis to Determine the Potential for Additional Retail and Office Space in Downtown Lake City, Minnesota, May 2000

Thomas R. Zahn & Associates, City of Lake City Downtown Preservation Design Manual, prepared for the Lake City Heritage Preservation Commission, Fall 1999

Yaggy Colby Associates, Marina Master Plan Interim Report, April 2000

Census 2000

Chapter 5: Housing

Introduction

Preserving and maintaining Lake City's existing housing stock, providing multi-generational and assisted living housing and a small community atmosphere are important goals of the City. Lake City has a variety of existing housing types including: single-family homes, townhomes, condominiums, apartments, manufactured homes, and seasonal homes. This section will report on housing characteristics and trends, persons per household, type and age of housing, recent building permit trends, and homeownership and home values.

Housing Goals

Goal 1: Preserve and maintain Lake City's existing housing stock and a small community atmosphere.

Policy 1: Strengthen the enforcement of the property standards and amend the regulations as necessary to facilitate enforcement of property standards.

Goal 2: Continue to provide/support a balance in the City's housing stock in order to ensure a variety of housing types to serve all stages of the life cycle.

Policy 1: Investigate and pursue Federal, State, local, and other financial resources to obtain funds and other incentives that will assist in promoting a diverse housing stock.

Policy 2: Continue to educate citizens on their rights and responsibilities to equal opportunities and fair housing.

Policy 3: Encourage a wide variety of housing for a variety of income levels and for people at all stages of life.

Policy 4: Encourage the design of neighborhoods and subdivisions that promote a variety of lifestyle choices and housing types.

Policy 5: Promote higher housing densities in a manner that will reduce infrastructure construction and operational costs for housing and transportation.

Policy 6: Establish and improve policies that promote housing development above the street level downtown and parking for those residences.

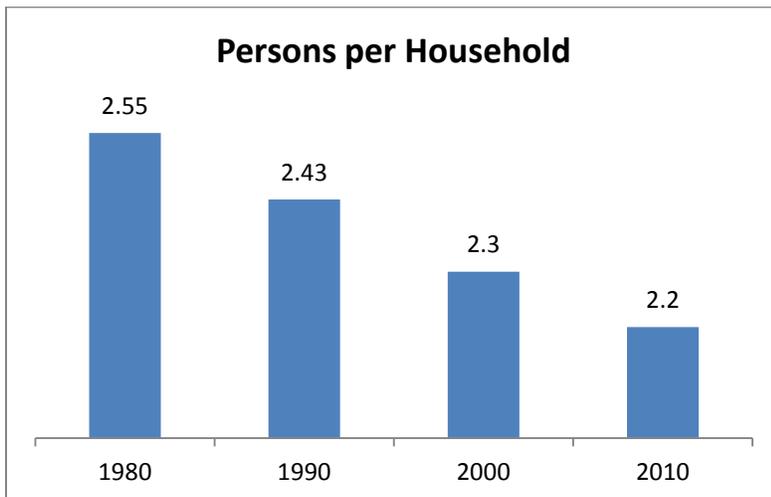
Housing Characteristics and Trends

According to the 1990 US Census, there were 1,805 households in the City. By 2000, there were 2,131 households for an increase of 15% percent over that ten-year period. The 2010 US Census put the number of households at 2,238, which is a 4.8% increase since 2000.

While there has been an increase in the number of households, the average household size in the City has been getting slightly smaller over the past three decades, as shown in Table 5.1. This coincides with the slight decrease that has been seen over the past ten years in the seventeen years-old and under age group and in the increase in that portion of the population over age fifty. Older householders create additional demand for smaller housing, rental units, and assisted living quarters. Providing a wide mix of housing will help to meet the changing needs of the community throughout the lifetime of its residents.

Table 5.1: Persons per Household, 1980-2010

Source: Census 2000, City of Lake City, Minnesota State Demographic Office



As of the 2000 Census, single-family homes comprise the largest percentage of housing type in the City, while multi-family housing continues to be a lower percentage, although the City does contain condominium, townhouse and apartments units. Part of the City's housing stock includes manufactured housing, used for both seasonal and year-round dwellings. Table 5.2 shows the breakdown of housing unit type in the City between 1980 and 2000.

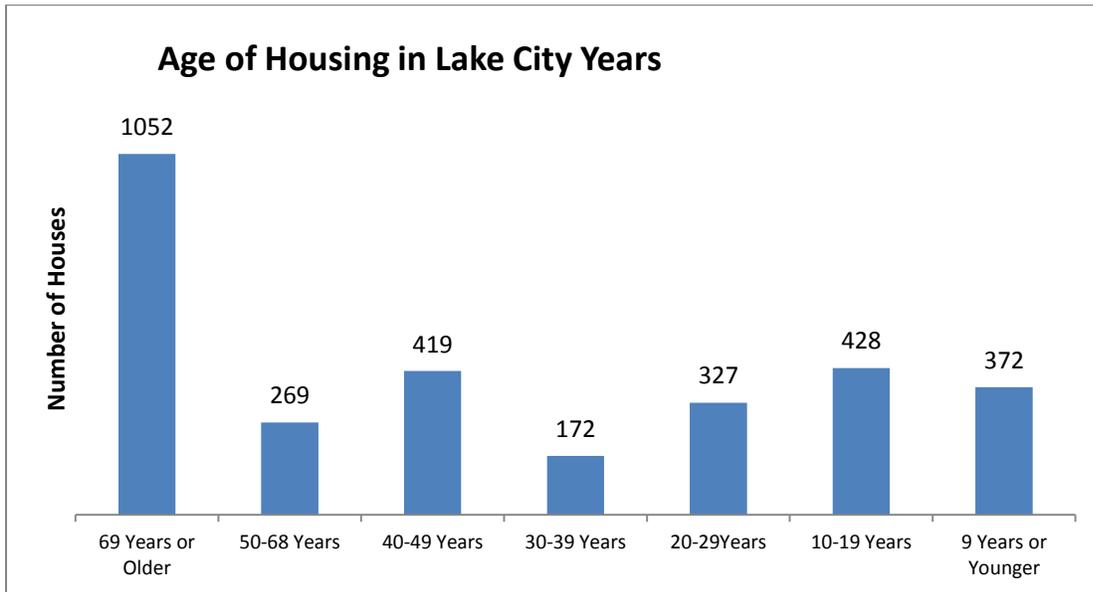
Table 5.2: Lake City Housing Units by Type, 1990-2010

Source: Census 1990, 2000, and 2010, and the City of Lake City

Lake City Housing Units by Type 1990 - 2010						
Unit Type	1990	% of Total Units	2000	% of Total Units	2010	% of Total Units
Single-Family	1,413	69.3%	1,583	67.6%	1792	66.0%
Multi-Family	356	17.4%	445	18.9%	586	21.6%
Manufactured Homes	119	5.8%	316	13.5%	338	12.4%
Seasonal Homes (Census 2000 did not include this housing type)	152	7.5%	n/a	n/a	n/a	n/a
Total	2,040	100.00%	2,344	100.00%	2,716	100.00%

Table 5.3 shows that almost 38 percent of the housing stock is over 50 years old. This is the typical age at which major improvements often become necessary. While much of the City's housing stock is in good condition and well maintained, housing maintenance and rehabilitation programs will become increasingly important. Approximately 16% of the homes are less than 10 years old.

Table 5.3: Age of Housing in Lake City
Source: City of Lake City – CHAT Report 2006



Conclusion

In contrast to population, the number of dwelling units and households increased in the past decade, however the household sizes decreased, which is in keeping with the demographic shift to the 50 years and older cohorts. For the time being, the development of new housing has slowed, though the City has surplus residentially zoned lots to accommodate future residential growth. Housing development will be implemented through both private and public sector actions. The primary implementation tools will include the City's subdivision codes, zoning ordinance, building code, and state and federal housing programs.

Sources:

City of Lake City Web Site, <http://www.ci.lake-city.mn.us>

Census 2010

MN Department of Administration/Office of Geographic and Demographic Analysis

Lake City CHAT Report, RDG Planning & Design, 2006

Comprehensive Plan Workshops, 2009

Chapter 6: Transportation

Introduction

A transportation system plan is used to identify existing methods of transportation, and plan for improvements within each transportation mode that comprises the system. In Lake City, these systems are based primarily on the following modes:

- vehicular/street system
- public transit
- off-road vehicles (snowmobiles, ATVs)
- bicycles
- pedestrian
- boats
- trains
- alternative modes of transportation

This chapter will focus on local networks that provide the bulk of movement of people and goods within Lake City. Other systems will be reviewed for their effects on Lake City's recreation and tourism sectors, and others still for their direct and indirect impacts to the local transportation network such as from passenger and freight rail traffic.

Transportation Goals, Objectives, and Strategies

The City of Lake City has developed one goal for the purpose of the City's transportation plan. It was developed using input from the community based on overwhelming concern that Highway 61 functions as barrier to Lake Pepin, and downtown, rather than the asset it could be. The one goal, as stated below, will be implemented over the next 15 years. Transportation plans are typically implemented though long range plans due to financing, as well as the coordination required with other local and state agencies. For this plan to succeed, it must be incorporated into the City's Capital Improvement Program.

Goal: To provide the community with roadways which are multi-modal amenities, and designed to improve both safety and design in transportation. Each phase will be comprised of its own policies and strategies.

Policy 1: Develop a Short Term Transportation Plan (5-year Plan)

Strategy 1: Begin major implementation of traffic calming and physical changes to Highway 61 as part of the 2020 Highway reconstruction.

Strategy 2: Analyze current and projected traffic volumes on the City’s collector streets to determine if alternative routes could be adopted, especially routes designed to improve traffic flow due to industrial uses.

Strategy 2: Utilize existing corridors to move traffic, and look at signaling, speed, and lane widths as ways to better manage traffic, as compared to rebuilding, expanding, or relocating roads.

Strategy 3: Improve parking and access to parking, especially in and near downtown. Include bike racks in the plan. Develop new and relocate existing sites for park-and-ride lots and commuter bus stops that are convenient for residents, but don’t conflict with residential areas. Coordinate services from the Hiawatha Valley Bus lines and commercial/tourism bus lines.

Strategy 4: Develop a campaign that encourages the community to think about roads as shared spaces for cars, bikes, people, and other vehicles. Include cooperation with the area schools on educating children on how to safely use the roadways.

Strategy 5: Continue to develop walkable trail systems that link public transit listed above, with community destinations and neighborhoods. Identify gaps in trail system and potential acquisition areas needed for system completion.

Strategy 6: Consider impacts that both commuter rail and high-speed rail may have on land uses and community access.

Strategy 7: Develop water transportation facilities and capabilities. This includes supporting and building the infrastructure and programing needed to support excursion boats, ferry boats, tour boats, and charter boats in Lake City.

Policy 2: Develop a Long Range Transportation Plan (5 to 20 year plan)

Strategy 1: Enhance the aesthetic character of the major roadway right of ways in the City by continuing to develop and implement corridor studies.

Strategy 2: Develop roadways where instead of building roads to fit traffic, traffic is encouraged to fit the road.

Strategy 3: Create entryways into Lake City that promotes a friendly, attractive community. Consider increased landscaping, high-clearance shade trees, pedestrian amenities, and signage improvements.

Strategy 4: Continue to cooperate with neighboring cities and townships, Wabasha and Goodhue Counties, MnDOT, and other agencies involved in transportation planning to provide the most effective transportation system for Lake City, identify and address concerns about traffic on Highways 61 and 63, and study the development of possible alternative routes for truck traffic.

Street and Highway System

Lake City contains a grid-based network of streets that accommodate a variety of uses and traffic loads. The street system can be broken down into functional and jurisdictional classes.

Jurisdictional Classifications

Federal Highways (Administered by Minnesota Department of Transportation)

U.S. Highway 61: Known locally as Lakeshore Drive, US 61 provides a direct connection to Wabasha, Winona, and LaCrosse to the southeast, and Red Wing, Hastings, and St. Paul to the northwest. US 61 follows a nearly parallel alignment with the Mississippi River throughout the southeastern MN region, and the route passing through Lake City is part of the Great River Road, a National Scenic Byway, and the Mississippi River Trail. While extensive portions of US 61 in the region have four-lane divided sections, within 20 miles of Lake City it is typically a two-lane, undivided facility, with the exception of a short four-lane section of North Lakeshore Drive.

U.S. Highway 63: Known locally as Lyon Avenue, follows its own alignment from the south, curving to the northeast to have a perpendicular alignment to

the lakeshore until intersecting and joining US 61 and exiting Lake City to the northwest. US 63 provides a two-lane undivided link to Rochester, and then shares the highway alignment with US 61 to Red Wing where it crosses the Mississippi River to head northerly into western Wisconsin.

State Highways: There are no State Trunk Highways that are not U.S. Federal Highways within Lake City.

County Highways: County Highways have two designations in Minnesota: County State Aid Highways (CSAH) and County Roads. CSAHs are typically two-lane, paved, rural-section highways. County State Aid Highways differ from County Roads by the amount of funding the CSAH network receives from MnDOT. Therefore, these highways are typically of a higher design standard to conform to MnDOT standards for state aid, which means that these roadways are typically paved, with ample lane

width, and frequently have paved shoulders. The following county highways provide regional connections to inland destinations within Goodhue and Wabasha Counties:

- Goodhue CSAH 5
- Wabasha CSAH 9
- Wabasha CSAH 5
- Wabasha CSAH 4

County Roads have more variability in design standards than CSAHs. County Roads may be paved or surfaced with gravel. Standards for lane width, shoulders, and horizontal and vertical curves may also vary from county to county. Each respective county provides maintenance for county, state, and federal highways within its borders.

Local Streets and other roads: The grid consists of bituminous-paved streets typically edged with concrete curb and gutter which are oriented in a west-northwest to east-southeast manner. A typical street section is an urban section with curb and gutter, is paved, and has varying widths that accommodate parking on both sides of the street. For the most part these streets are two-lane, two-way corridors. Some areas (adjacent to City Hall and downtown) have angle parking.

Functional Classification

In addition to classifying the road network by its local, regional, state and national status, roads and streets are also classified by how it functions within the transportation system, by the volume and type of traffic that they carry. The roadway volumes therefore have implications for the design of the road with regard to access, capacity, intersection spacing, number of lanes and separation, and frontage.

Major Arterial: Major arterial streets and roadways carry the greatest traffic volumes and typically are the backbone of a street and roadway network. US and State Trunk Highways are classified as Major Arterials. Emphasis is on movement of large traffic volumes at higher speeds, with access to local streets and properties minimized to expedite traffic flow. US Highway 61 is a major arterial.

Minor Arterial: Minor arterial roadways also have regional importance. They have limited access but not to the extent of major arterials, i.e., spacings between intersections are reduced and access to private property is increased. Destinations using minor arterials are less likely to be interstate, and more likely to be intrastate, regional, or local. US 63 south of Lake City is a minor arterial.

Collector: Collector roadways are feeder roadways that connect neighborhoods, commercial or industrial areas with minor and major arterials. Access to properties and local streets are increased, but some design and traffic control restrictions exist

to facilitate traffic flow to prioritize collectors over local streets. Trips along collectors are typically only several miles. Collectors provide fewer conflicts for pedestrian and bicycle facilities flanking the corridor and have direct alignments between destinations. Collectors typically have higher traffic volumes than local streets, may have slightly higher speed limits, and convey County Roads through communities.

Local Street: This is the last classification and is the most local in its functioning. Emphasis is on providing access instead of expediting traffic flow. Access and frontage has the lowest level of control. Local streets provide short trip connections to collectors and arterials in all types of neighborhoods from residential to commercial. They typically have the lowest speed limits of any of the street classifications and are best suited for multi-modal transportation due to their low design speeds, unless the street width is insufficient and there are no off-street possibilities for alternative transportation. Other local street types include alleys, park access roads, municipal parking lots and other roadways.

Street type and Average Daily Traffic (ADT)

Traffic counts for US 61 and US 63 are provided in Table 6.1 at several locations within Lake City. The ADT counts are indicated for the years 1995/1998, 2003, 2006, 2007, and 2008. General trends indicate an increase in traffic on US 61 northwest of downtown, and stable levels or slight decreases on US 61 southeast of downtown. For US 63, traffic levels have remained static or shown very modest increases northeast of 9th Street. Southwest of 9th Street significant increases in ADT were observed until 2007. However, sharp declines in the ADT were seen in 2008. Since US 63 serves the Mississippi

Jewel development, these declines may be related to changes in residency or a decline in construction activity within The Jewel.

Table 6.1: Average Daily Traffic, 1991-2008

Source: Minnesota Department of Transportation, Traffic Reports

Average Daily Traffic, 1991-2008					
	1995/ 1998	2003	2006	2007	2008
TH 61 (Lakeshore Drive)					
North of Bayview Street	7,200	7,400	8,300	8,300	8,800
Bayview Street to Lyon Ave	9,400	9,200	10,200	10,200	10,300
Lyon Ave to Lakewood Ave	8,700	8,400	8,800	8,800	8,500
Lakewood Ave to Indiana Street	8,200	7,500	7,700	7,700	8,200
South of Indiana Street	5,300	5,600	5,400	5,400	5,200
TH 63 (Lyon Avenue)					
East of Lakeshore Drive	2,600	2,500	n/a	2,800	n/a
Lakeshore Drive to 9th Street	5,500	5,800	5,600	5,600	5,600
9th Street to Cross Street	5,700	6,300	7,100	7,100	5,800
West of Cross Street	2,150	3,550	4,000	4,000	3,800

Future Demand

Future Traffic levels can be difficult to project. Typically, background traffic levels increase by very small amounts on an annual basis in or near regions that are experiencing growth. The Lake City area is affected by growth in the Twin Cities and Rochester metropolitan areas, which helps provide the increase in background traffic. Additionally local growth in commerce and/or population will increase traffic levels, including heavy truck traffic related to industrial/agriculture uses

Traffic forecasts and street systems improvements were updated in the 2004 Traffic Study update for the Jewel AUAR. Forecast ADTs dropped appreciably from those made in the original AUAR. This is a reflection of the anticipated decrease in building square footage for office, industrial, and commercial retail uses. All roadways should have sufficient capacity in 2020 in full build-out conditions with the exception of US 63/Lyon Avenue, which may require adding a center turn lane. In addition, the Lyon Avenue intersection with 7th Street 10th Street and Green Parkway will have compromised levels of service. Other intersections that will have diminished LOS are: US 61 and Goodhue County 5, Green Parkway and Wabasha County 5, and 10th Street at Wabasha County 5. Modifications that may be required include installation of additional stop signs and turn lanes to restore suitable LOS.

When impacts are viewed from a community-wide perspective, signal warrants may be met at the intersection of 10th Street and US 63. Other intersections that may meet

signal warrants, but are less likely to, include: US 61 at Goodhue County 5, US 61 at Monroe Street, US 63 at 7th Street, and 10th street at Wabasha County 5. At this time, the only road that is platted but not completed is the extension of Green Parkway that will connect US 63 to Wabasha County 5.

Trunk Highway 61 Corridor Management Study

MnDOT completed the Corridor Management Study of US 61 from Wabasha to Red Wing in 2001, and is available in the Planning Department for review.

Rail System

The former Chicago, Milwaukee, St. Paul and Pacific/current Canadian Pacific (CP) mainline railroad runs along the western shore of the Mississippi River linking rail lines from Iowa and Wisconsin to the Twin Cities. Within Minnesota the rail line is set back a very short distance from the shoreline, however in Lake City it is generally set back several blocks from the lake and downtown. The frequency of trains and their speed is high with up to 40 trains per day.

Railroad crossings: Five at-grade crossings are located in the city: Goodhue CSAH 5, Monroe Street, Lyon Avenue/US 63, and Lakewood Avenue. One grade-separated crossing is located on US 61 south of the city. This is the only viaduct in the community and it does not provide a connecting route to the large part of the city lying southwesterly of the tracks.

Accident data indicates that accidents have occurred at each of the at-grade crossings in the city. While the 2001 Comprehensive Plan cites the Wabasha County Railroad Grade Crossing Safety Review's recommendation for a grade-separated crossing for US 63, disruptions to neighborhoods from the new vertical alignment of Lyon Avenue result from closed access and intersections, and grading impacts to adjacent properties. Instead, safety improvements to existing at-grade crossings can be made with fewer impacts to the community. Improvements include updated warning signals, crossing gates, and installing roadway median barriers to reduce driving around lowered crossing gates.

Typically trains are long, but move quickly. However, slow trains could have a significant impact on emergency access across town. A viaduct would provide a crossing between northern and southern parts of the city not subject to blockage by periodic, lengthy trains. If the need for a grade-separated crossing

is warranted, it may be most easily constructed as part of the corridor development between 10th Street and US 61/63 at the northwestern limits of Lake City. This area is not as densely developed as other crossings within the City. It would also provide an unrestricted crossing in close proximity to the Mayo Medical facility.

A second option would be to provide a link to US 61 at the southern end of the existing bridge to the eastern terminus of 10th Street. This would better utilize the existing bridge to make connections to the southern portions of the city at much less expense.

Sidewalk System

Sidewalks: Within the city, sidewalks should be provided on or be accessible to all streets in the city to provide pedestrian access to parks, schools, neighborhood commercial businesses, the lakefront, and downtown. The City should expand the existing network of sidewalks in areas that are underserved and that provide safe routes to schools, city facilities, and other destinations.

Conclusion

As integral as the transportation system in Lake City is to local commerce and tourism, it is important that the City continue to invest in improvements that make the community more attractive, the downtown and waterfront more accessible, and that are in keeping with the character and size of the community.

Sources:

Alliant Engineering, Inc., Draft Technical Memorandum No. 1, Traffic Study, Mississippi Jewel AUAR, September 20, 2000 and November 2000 updates

Minnesota Department of Transportation, Highway 61 Corridor Management Study, 2003

Minnesota Department of Transportation, Traffic counts 2007, 2008.

Chapter 7: Natural Resources

Introduction

Lake City contains an abundance of natural beauty, environmentally sensitive areas, and culturally significant sites. Lake Pepin, the widest point of the Mississippi River, forms the eastern border of Lake City and is the region's primary source of outdoor recreation. To the west, bluffs formed by the Mississippi River gorge provide the City with a variety of scenic vistas. Two designated trout streams, Gilbert Creek and Miller Creek, run through edges of the City.

The area is home to a variety of plant and animal life, and a source of recreation and enjoyment for residents and visitors alike. Protection of these significant and sensitive areas contributes to the quality of life for Lake City residents.

Natural Resources Goals and Policies

Goal 1: Protect, conserve, and enhance natural resources within and adjacent to Lake City for the long-term benefit of the community and its environment.

Policy 1: Implement natural resource protection plans and policies adopted by Lake City, State, and Federal governments.

Policy 2: Continue to map, designate, and protect sensitive environmental areas from development.

Policy 3: Maintain inventory of natural areas such as bluffs, wetlands, woodlands, fens, prairies, and hillside areas.

Policy 4: Develop opportunities for environmental learning and demonstration sites for community and school use.

Goal 2: Work to protect and improve the City's trout streams.

Policy 1: Ensure the public is aware of the locations of the City's trout streams and public access points.

Policy 2: Partner with other government agencies, property owners, and civic organizations to work toward stream bank stabilization, shoreline buffers, erosion control, and habitat enhancements to protect and preserve water quality and restore trout habitat.

Goal 3: Develop and implement a stormwater pollution prevention plan (SWPP) and stormwater ordinance.

Policy 1: Ensure the City has the available resources to staff the permitting, inspections, oversight, and public education related to the adoption of the a SWPP and a stormwataer ordinance.

Policy 2: Be flexible and adaptive to innovations and new technologies in the field of stormwater management

Goal 4: Develop and implement a lakefront landscape plan that enhances the scenery and views of Lake Pepin.

Policy 1: Continue to build relationships and partnerships with state and federal agencies who have the knowledge and resources to assist in developing the plan.

Natural Resources

Wetlands

Wetlands in the Lake City area are typically associated with Gilbert and Miller Creeks, which flow from the bluffs into Lake Pepin. Most of Hok-Si-La Park is also classified as a wetland. There are only a couple of isolated wetlands in the City that are not associated with either of the creeks.

Wetlands are valuable for storing essential surface waters and alter surface water flows to alleviate the danger of droughts and floods and to support wildlife habitat areas. They can also serve as a primary method of recharging aquifers to insure a continued supply of water to serve an area's needs. Wetlands also serve to cleanse and purify the water by removing nutrients and other contaminants in stormwater runoff.

Three regulatory bodies have jurisdiction over wetlands in Minnesota: the US Army Corps of Engineers; the Minnesota Board of Water and Soil Resources, which is administered locally by the City, Goodhue County and Wabasha County; and the Minnesota Department of Natural Resources (DNR). These bodies enforce regulations concerning wetland alterations and wetland loss mitigation.

Surface Waters

As previously mentioned, Lake City borders the widest portion of the Mississippi River, known as Lake Pepin. Lake Pepin provides recreational opportunities including boating, swimming and fishing, and is a major recreational resource in the southeast section of the State.

The City also contains two designated trout streams, Gilbert and Miller Creeks, which travel through the predominantly agricultural areas west of Lake City and empty into Lake Pepin. Gilbert Creek is used for recreational fishing and hiking, and flows through Hok-Si-La Park. Floodplains, wetland areas are associated with these creeks.

Bluffs

The Mississippi River Bluffs form a natural hard-scape in Southeastern Minnesota, and specifically form natural edges for the community of Lake City. Geographically, the community is situated between bluffs forming 3 of the 4 natural boundaries of the community. Large, limestone river bluffs wrap around the City to form the westerly, southerly, and easterly boundaries. Lake Pepin serves as the boundary to the north. In addition to acting as a natural geographical constraint, the bluffs are historically significant to the Native American settlement patterns in the area. Many historical ties can be found in Lake City connecting the bluffs to the community's cultural heritage. As an example, Ohuta Park, means "where the land meets the water", and is a City park located on one of the communities natural beaches.

Protection of the bluffs is important to the scenic quality of the community, but also crucial to water management. Large aquifers, located in shallow bedrock beneath Lake City are re-charged with rainwater runoff from the bluffs, some of which is collected at the toe of the bluff – or the area where the bluff meets the ground.

The City's Zoning Ordinance has incorporated bluff protection into its environmental performance standards, found in Article 6 of the Zoning Chapter. Specific protections include setback requirements from the toe and top of a bluff, grading restrictions within the bluff impact zone, limiting of paved areas to allow for infiltration of stormwater, and requirements on clearing of trees and other vegetation.

The bluffs contribute to the community's cultural identity, its water resources, its geographical boundary, and also as scenic amenity unique to the region, and should be treated as an integral component of the community's landscape.

Shoreland Areas

The City began lawfully protecting its shoreland areas in the 1970's with a shoreland ordinance, which has subsequently been updated several times. In 1993, the City requested "flexibility" from the state-wide standards for shoreland development, and have been working with the allowed flexibility since

The City of Lake City is required to regulate all its shoreland areas in accordance with Minnesota Rules, which defined several shoreland areas in Lake City. Those areas that are within 1000 feet of the ordinary high water line of Lake Pepin and also within 300 feet in either direction of tributary streams. Shoreland areas comprise a large amount of development land within Lake City, and care must be taken to ensure proper



trade-offs between protecting the state's public waters and allowing people use and access to the water.

Floodplain

Floodplains also determine land use around a water body. Lake City has adopted the DNR's floodplain management program and has joined the National Flood Insurance Program administered by the Federal Emergency Management Agency. As part of this program, Special Flood Hazard Areas are identified and permits are required for development in those areas. Title XV Chapter 151 of the Lake City Code is the Floodplain Ordinance, which identifies the Floodway, Flood Fringe and Mississippi River General Flood Plain District. The Ordinance establishes the permitted uses and performance standards that are allowed in the separate districts.

Conclusion

The natural beauty in and around Lake City is a unique amenity that needs to be protected and preserved. It is important that development near environmentally sensitive areas be done in a manner that reduces potential property damage as well as the protected areas themselves.

Sources:

Alliant Engineering, Inc., Draft Technical Memorandum No. 2, Fish, Wildlife, Sensitive and Water Resources, Mississippi Jewel AUAR, September 27, 2000
Archeological Research Services, Report on Phase II Archaeological Investigations Conducted at the "Jewel Golf Course Terrace" and "Jewel South" Sites, July 2000
City of Lake City Web Site, <http://www.ci.lake-city.mn.us>

Chapter 8: Recreation

Introduction

Parks, open space, and recreation facilities are essential parts of a healthy, quality, and sustainable community. They provide necessary components for events outside of the home, after work, and beyond school activities. Whether for passive or active use, park areas and recreation facilities are an important part of everyday active living. Much like roadways and sidewalks, water and sewer lines, police, fire, and ambulance equipment and services, parks and open space are integral components of the municipal infrastructure. Parks and open space warrant a significant level of attention and commitment of resources to be adequately acquired, constructed, operated, and maintained.

A comprehensive system of parks, open space and recreational opportunities that respond to the needs and values of the community contribute to a higher quality of life and increased livability. Recreational opportunities are also important in attracting visitors to the City of Lake City and, thus, contribute to tourism and economic development. In conjunction with the reconstruction of Highway 61 in 2020, the City has committed to using its trails to connect its waterfront parks, including Hok-Si-La Park. This chapter includes an inventory and analysis of the existing public parks and trails. Lake City's recreational goals and policies are listed below.

Recreation Goals

Goal 1: Provide passive and active park and recreational facilities and spaces to meet the needs of the residents and visitors of Lake City

Policy 1: The City should develop, adopt, and fund a plan to construct a system of trails. The plan should work cooperatively with the State of Minnesota and the surrounding counties and user groups to develop a continuous, looped, non-motorized trail system through Lake City. This system should be linked with neighborhoods, major community facilities, the downtown, the waterfront, and regional trails.

Policy 2: Improve access to Lake Pepin and use of public land along the lake for a spectrum of recreational opportunities.

Policy 3: The City should explore a community orientated facility that could include multi-purpose uses, such as indoor swimming, climbing wall, meeting rooms, etc.

Goal 2: The City should provide community recreation programs and coordinate them with other public and private agencies and organizations to maximize the opportunities for Lake City residents and visitors.

Policy 1: Promote recreational tourism opportunities that would include

Policy 2: Public and private agencies and organizations should coordinate and schedule on the annual City calendar recurring as well as one-time only recreational opportunities so as to avoid conflicting events, streamline facilities and space reservations, and maximize on advertising and communication efforts in order to reach the widest intended audience.

Policy 3: Support the incorporation of cultural elements within the total park and recreation program.

Policy 4: Create and maintain a comprehensive data base of recurring recreational activities and contact information for organizers, sponsors, and interested parties to engender successful, non-redundant planning and to attract return visitors for destination events.

Public Parks

The City of Lake City provides for various recreational opportunities for the enjoyment of its residents including parks and facilities with a variety of uses and recreational activities. The Lake City park system includes approximately 411 acres of public open space or roughly 11% of the total land use for the City of Lake City.

Implementation Strategies and Recommendations

Adequate Provision of Services: The City should continue to provide the services and facilities required to protect and maintain the health, safety, and welfare of Lake City's citizens and visitors. All community trails should be developed to the same high aesthetic standards required for the development of private property and should be subject to review by the Planning Commission and City Council.

Comprehensive Park and Open Space Plan: The City should prepare a Park and Open Space Plan and then review it regularly to ensure it reflects public needs interests and continues to allow for an affordable system of use and maintenance. Included in the Plan would be a recommendation concerning the dedication of parks and open spaces as part of new subdivisions. The City should implement and enforce the goals, policies, strategies and recommendations of the Park and Open Space Plan.

Trails

Multi-use trail facilities for walking, jogging, running, and bicycling are an important component of a City's quality of life. Lake City residents have expressed a strong

desire to develop trails and sidewalks. Trails would contribute to the community's recreation needs by providing connections between parks and other public facilities, and opportunities for biking, walking, and nature viewing. Bicycle and pedestrian networks should serve recreational and alternative transportation functions and ensure a safe environment for pedestrians and bicyclists. This plan should include design standards for on-street and off-street facilities, and create a hierarchy of facilities based on vehicular traffic counts, non-motorized needs, and the ability to serve community destinations. Trails within the City should link recreational features, and potential trailheads should be identified and established, including the infrastructure around trailheads.

Existing Trails

Mississippi River Trail: The MRT is one of 16 National Millennium trails in the country and will extend from Lake Itasca to the Gulf of Mexico. Routing information from mississippirivertrail.org indicates that the preliminary routing for the MRT will follow the alignment or closely parallel US 61 within Lake City. Goals for the trail promote safe routings of the trail and also put a priority on having a close physical and visual relationship to the river.

River Walk: Along the west shore of Lake Pepin is the City's River Walk, a 4.0-mile sidewalk, extends from Hok-Si-La Park to Roschen Park. While the sidewalk does serve pedestrians, it is limited in width to accommodate bikes, due to its location along busy US Highway 61. These limitations should be addressed and a safe and workable solution incorporated in all future maintenance and upgrade projects to Highway 61. Planning is underway to convert the Riverwalk to multi use trail as part of the Highway 61 reconstruction project planned for 2020.

Terrace Trail: The Terrace Trail is the City's owned and maintained local multi use trail. This system and plan was put into place as part of the Jewel PUD, and has been expanded by the City most recently in 2015. It is generally defined as a recreational trail that follows the western edge of the City limits along the base of the bluffs.

Future Trails and Plan

The Short, Elliot and Hendrickson trail feasibility study of 2001 may be used as a guide for future trail planning. Additionally, initial planning for the Mississippi Blufflands Trail connecting Red Wing and Lake City is complete.



Conclusion

As the emphasis for more pedestrian and bike friendly communities increases, the City should continue to evaluate new trail locations, sidewalk networks, and bike routes in order to provide recreational opportunities for residents and visitors alike. Trails and sidewalk systems should capitalize on Lake City's premier asset, the Lake Pepin shoreline and the accompanying vistas.

Sources:

City of Lake City Web Site and Staff, <http://www.ci.lake-city.mn.us>
Comprehensive Plan Workshops, 2009
SEH Trail Feasibility Study, 2001