

INTRODUCTION

I. PURPOSE

The City of Osakis Comprehensive Plan is a dynamic planning tool intended to guide the future growth and development of the City. The Comprehensive Plan is based on local and regional historical facts, trends, and governmental planning standards. This document presents the Comprehensive Plan for Osakis, Minnesota; reflective of the community planning process conducted in 2005-2006.

Planning begins with vision. This vision focuses on what a desirable future would include. When looking at the development of a community, a desirable future includes the availability of jobs and business opportunities, the quality of natural resources, the availability of affordable housing, the accessibility and adequacy of public utilities, parks and recreation, schools and protective services, the condition of streets and highways, and the strength of communities. These are, in summary, some of the basic elements, which contribute to a positive quality of life.

Planning concepts must be integrated with background information to develop a Comprehensive Plan. An understanding of existing land uses, natural features, the transportation system and community facilities are required for developing a Comprehensive Plan which preserves valuable natural resources, provides for orderly development, and maximizes the efficiency of the transportation system and the delivery of services. In addition, population and employment trends and projections must be analyzed to determine future land use, transportation and facility needs.

The Comprehensive Plan is based upon local citizen input and careful consideration of significant natural and cultural resources. As a means of discerning, classifying, and analyzing historical information this inventory of pertinent data has been compiled. The Comprehensive Plan identifies the type, amount, and pattern of growth that has taken place within the City and utilizes this information for the planning of future growth. Accordingly, the Comprehensive Plan provides a knowledge base for instituting a hierarchy of policies that will assist the community in processing a variety of development issues on a defined policy level. This information and policy base will allow decision-makers to evaluate and guide proposals benefiting the residents of Osakis, and fulfilling the City's goals and objectives. While the Plan is intended to serve as a 25-30 year guide, it should be reviewed as needed to adequately address development and changes within the community as they occur.

II. SCOPE OF PLAN

This Comprehensive Plan encompasses twelve (12) general categories of information:

1. This **Introduction** includes the purpose of the plan, the scope of the plan, the history and regional setting of the community.
2. A review of the **Planning Framework** which identifies the methods employed to obtain information for the Comprehensive Plan including statistical data and community input.
3. A review of **Demographic Characteristics and Trends** contains historic and projected population information as it relates to growth, age characteristics, education, occupation, and income level.
4. A review of the **Natural Resources** which indicates the geographical nature of the community in terms of a regional context along with an evaluation of the physical aspects of the City such as soils information, topographical elements and physical barriers to development.

PLANNING FRAMEWORK

I. Introduction

Active, ongoing and meaningful citizen involvement is essential to the successful development and implementation of a comprehensive planning program. Recognizing this fact, the Osakis Comprehensive Plan has been developed through a process of intensive citizen participation. The City recognized that in order to effectively prepare, and more importantly, implement the recommendations of the plan, the public must have the opportunity to be involved in the process.

The Osakis City Council selected a broad group of people representing a cross section of the community to act as the *Comprehensive Plan Steering Committee*. The eight member Steering Committee was appointed in an advisory capacity to the City Council. Over the course of a 14 month timeframe, the Steering Committee invested considerable time in reviewing and analyzing data, identifying issues and concerns, assessing community development options, formulating policy recommendations and developing a future land use map in an effort to anticipate and provide for future growth and development.

Much of the data used throughout the Plan was produced by any number of federal, state, county, and non-governmental agencies. Additionally, technical analysis and GIS technology was employed to guide rational recommendations which relate to community values. Sources of data is cited throughout each Chapter of the Plan.

II. Overview of the Citizen Participation Process

Underscoring the importance of citizen input in the Comprehensive Plan update process, the Comprehensive Plan included a public education/involvement component. By actively educating and receiving input from the public, the Steering Committee could develop supportable and attainable goals. All meetings of the Steering Committee were open to the public and audience participation was strongly encouraged. A variety of media sources were targeted to advertise meetings, and residents were encouraged to attend the community meetings and workshops and/or offer written comments. The consultant also invited representatives from community organizations to participate. Additionally, the City encouraged public participation at the community meeting through a public outreach announcement mailed to residents and business owners with the utility bills and a mailing to all business owners for the business meeting. The invitation explained the Comprehensive Plan process, outlined the schedule for element review, and welcomed community participation. A written record of the planning process including technical presentations, discussion of development options, and the intent of actions and proposals are maintained and kept on file at Osakis City Hall.

To accomplish this program, the Osakis Comprehensive Plan included the following tools:

- Community-wide survey
- Two public participation and education meetings
- Open Steering Committee meetings
- Project specific Web-link
- Interviews by the consultant
- Committee of the whole (COW) meeting and Public Hearing

A. Community-wide survey

The first tool implemented in securing public input was a citizen survey. A citizen survey was mailed to all property owners within the City. The respondents answered questions

as they related to quality of life, housing, transportation, economic development, parks and recreation, public facilities, general government and land use. A total of 70 surveys were completed and returned to the City. Upon receiving the completed surveys the results were tabulated and reviewed with the Steering Committee. A copy of the survey and results are provided in the Appendix.

B. Public Participation/Education Meetings

Two public participation and education meetings were held: a Community Meeting on July 6, 2005, at the Osakis Community Center, and a Business Meeting on December 7, 2005 at the Osakis Pub and Grill. At both meetings participants were able to express their feelings regarding various topics.

At the onset of each meeting a presentation was conducted to educate the participants on some of the survey results, where the City currently stood in relation to various local and regional trends, and the significance of the Comprehensive Plan and meetings. All participants were afforded an equal voice in identifying their issues.

Utilizing a game board style questionnaire, all comments, identified by each individual, were recorded. After recording the comments on each topic, the group reporters were asked to summarize each roundtable discussion. The comments from both public participation meetings are located in the Appendix.

During community meetings, participants in the Comprehensive Planning process identified Osakis's strengths or most positive attributes. Among the top items noted were:

- Small town feel/friendly people
- Natural Resources
- Convenience to city life/proximity to Alex
- Safe community
- Parks
- School system

Throughout the Comprehensive Planning Process, participants in the Community Survey, Community meeting and Business Meeting were asked what the major challenges facing the community are. Following are the most common responses:

- Growth management
- Property taxes and keeping the city affordable
- Industrial diversification
- Infrastructure improvement
- Maintaining the school system/providing additional facilities
- Planning and zoning issues
- Traffic through town/keeping the downtown area
- Managing growth
- Risk of losing customers/retailers to larger communities

C. Monthly Steering Committee Meetings

The Comprehensive Plan Steering Committee met on a monthly basis, in a workshop setting, to review and comment on the different plan elements being prepared. These meetings were advertised and the public was invited to attend these workshop meetings. Additionally, joint meetings were held with the Planning Commission to review the Land

Use component of the Plan, and the Economic Development component was reviewed by the Osakis Economic Development Authority (EDA).

D. Project Specific Web-Link

All Chapters were posted on a website provided by the consultant. On this project specific page, the residents were able to educate themselves on the comprehensive plan process, learn key project submission and meeting dates, review text versions of the plan and the citizen survey and provide comments or questions.

E. Interviews

Throughout the planning process, interviews were held with a broad range of stakeholders to help identify the important issues and concerns addressed by the Plan. These stakeholders included business leaders, local and state agency representatives, City officials and consultants, and others with an active involvement or interest in the issues that will shape the future. Comments and recommendations of the various interviews are located throughout the Plan.

F. Review of Council, Boards and Commissions and Public Hearing

The final draft of the plan was reviewed by the boards and commissions that advise the City Council. Through the Steering Committee, the plan was formalized and recommended to the City Council on April 12, 2006. Public comment was heard at a public hearing on _____ and the Plan was officially adopted on _____ (see Resolution No. 2006-____).

**Table 11-1
Household Income
City of Osakis
1999**

Income	Osakis		Minnesota	
	Number	Percent	Number	Percent
Less than \$10,000	87	13.3	127,955	6.7%
\$10,000 - \$14,999	77	11.7	102,205	5.4%
\$15,000 - \$24,999	121	18.4	216,084	11.4%
\$25,000 - \$34,999	91	13.9	234,300	12.4%
\$35,000 - \$49,999	127	19.4	322,529	17%
\$50,000 - \$74,999	100	15.2	424,867	22.4%
\$75,000 - \$ 99,999	39	5.9	228,834	12.1%
\$100,000 - \$149,000	11	1.7	156,565	8.3%
\$150,000 - \$199,999	3	0.5	40,734	2.1%
\$200,000 – or more	--	--	42,131	2.2%
Total	656	100%	1,896,209	100%
Median Household Income:	\$29,833		\$47,111	

Source: U.S. Census Bureau (2000 Statistics)

**Table 11-2
Wage Comparison**

Area	Avg. Weekly Wage	Avg. Hourly Wage
Osakis (Douglas County)	\$406.00	\$10.15
Sauk Centre	\$456.00	\$11.40
Long Prairie	\$556.00	\$13.90
Glenwood	\$513.00	\$12.83
Alexandria	\$534.00	\$13.35
Douglas County	\$525.00	\$13.13
Todd County	\$484.00	\$12.10
Minnesota	\$777.00	\$19.43

Source: MN Department of Economic Security

While wages within Osakis are generally lower than that of other areas of the region and state (See Table 11-2), wages have been increasing over the past five year period. Table 11-3 on the following page illustrates this increase with two industry exceptions: leisure and hospitality and membership organizations.

The average wage in Osakis (Douglas County) is \$10.15 per hour. The highest wages are in administrative and professional occupations; however, these are the minority of positions within the community. The other occupation groups with the highest wages are construction, maintenance and repair. The lower average wage within the City of Osakis is likely due to a higher concentration of jobs within the community in the service-providing domain (487) rather than the goods-producing domain (95).

**Table 11-3
Osakis (Douglas Co.) Wage Trends: 2000-2005**

NAICS Code	Industry	2000 Avg. Weekly Wage	2005 (1st Qtr.) Avg. Weekly Wage	Change 2000 - 2005	Percent Change 2000-2005
	Total, All Industries	\$339	\$402	\$63	18.6%
	Total, All Industries (Private)	\$324	\$375	\$51	15.7%
	Total, All Industries (Government)	\$383	\$481	\$98	25.6%
101	Goods-Producing Domain	\$454	\$507	\$53	11.7%
102	Service-Providing Domain	\$319	\$381	\$62	19.4%
238	Specialty Trade Contractors	\$355	\$401	\$46	13.0%
1013	Manufacturing	\$395	\$505	\$110	27.8%
1021	Trade, Transp. & Utilities	\$294	\$433	\$139	47.3%
1026	Leisure and Hospitality	\$119	\$88	-\$31	-26.1%
44	Retail Trade	\$199	\$231	\$32	16.1%
447	Gasoline Stations	N/A	\$222	--	--
1025	Education and Health Services	\$442	\$481	\$39	8.8%
1028	Public Administration, Executive	\$163	\$431	\$268	164.4%
813	Membership Organizations	\$141	\$140	-\$1	-0.7%
1027	Other Services	\$166	\$164	-\$2	-1.2%

Source: DEED, Labor Market Information: QCEW, 1st Quarter, 2005

* Note: The Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople, and others who work only on a commission basis.

Employment:

The following two tables depict the employment characteristics of Osakis. Table 11-4 indicates occupation status and the population of employed workers. The information contained in Table 11-4 provides the City with important data to use when determining economic development needs and focus for marketing and recruitment. The City may use this data to focus efforts in occupational opportunities that are lacking in the community.

Table 11-5 illustrates the industries in which Osakis residents work. The Professional, Scientific, Management, Admin, and Waste Mgmt. related industry employs the largest percentage of Osakis citizens (176 persons). This industry provides 25.2% of the jobs for the City's employed residents. Manufacturing employs about 23% of the city's workforce (160 persons).

**Table 11-4
Employment by Occupation
City of Osakis**

Occupation	Number of Persons	Percent of Total
Management, Professional, and related occupations	171	24.5
Service occupations	122	17.5
Sales and Office occupations	155	22.2
Farming, Fishing, Forestry occupations	5	0.7
Construction, Extraction, and Maintenance occupations	50	7.2
Production, Transportation, and Material Moving occupations	196	28.0
Total	699	100%

Source: U.S. Census Bureau (2000 Statistics)

**Table 11-5
Employment by Industry
City of Osakis**

Industry	Number of Persons	Percent of Total
Ag, Forestry, Fisheries, Hunting and Mining	12	1.7
Construction	25	3.6
Manufacturing	160	22.9
Transportation/Communications/Other public utilities	12	1.7
Wholesale Trade	95	13.6
Retail Trade	24	3.4
Finance, Insurance, and Real Estate	13	1.9
Information	19	2.7
Educational, Health, and Social Services	42	6.0
Professional, Scientific, Management, Admin, and Waste Mgmt.	176	25.2
Public Administration	63	9.0
Arts, Entertainment, Recreation, Accommodations, & Food Service	49	7.0
Other Services (except public administration)	9	1.3
Total	699	100%

Source: U.S. Census Bureau (2000 Statistics)

Table 11-6 summarizes data from the Quarterly Census of Employment and Wages (QCEW or ES-202), completed by the MN Department of Employment and Economic Development (DEED) for the compilation of employment and wage statistics, for several employment sectors. All establishments covered under the Unemployment Insurance (UI) System are required to report wage and employment statistics quarterly to DEED. Federal government establishments are also covered by the QCEW program. The table includes comparative economic data for selected NAICS codes within the City of Osakis. Table 11-6 compares employment statistics for the City of Osakis from the year 2000 to 2005.

**Table 11-6
Osakis (Douglas Co.) Employment Trends
2000-2005**

NAICS Code	Industry	2000 Avg. Number of Employees	2005 (1 st Qtr.) Avg. Number of Employees	Change 2000-2005	Percent Change 2000-2005
	Total, All Industries	578	582	4	0.7%
	Total, All Industries (Private)	427	433	6	1.4%
	Total, All Industries (Government)	151	149	-2	-1.3%
101	Goods-Producing Domain	86	95	9	9.5%
102	Service-Providing Domain	492	487	-5	-1.0%
238	Specialty Trade Contractors	10	13	3	23.1%
1013	Manufacturing	45	55	10	18.2%
1021	Trade, Transportation and Utilities	133	106	-27	-25.5%
1026	Leisure and Hospitality	45	46	1	2.2%
44	Retail Trade	91	66	-25	-37.9%
447	Gasoline Stations	N/A	30	--	--
1025	Education and Health Services	113	129	16	12.4%
1028	Public Administration, Executive	34	18	-16	-88.9%
813	Membership Organizations & Associations	22	28	6	21.4%
1027	Other Services	27	31	4	12.9%

Source: DEED, Labor Market Information: QCEW, 1st Quarter, 2005

* Note: The Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople, and others who work only on a commission basis.

As shown above, most industry sectors have added jobs since 2000, with those in specialty trade contractors and membership organizations and manufacturing seeing the largest increases (23.1%, 21.4% and 18.2% respectively). Conversely, the public administration (-88.9%), retail trade (-37.9%) and trade, transportation and utilities (-25.5%) industries have seen a decrease in the number of employees.

Osakis has seen modest growth in the number of establishments over the five year period. As of March 2005, a total of 70 business/industrial establishments were located within the community compared to 65 reported in 2000. It is noted that the Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople and others who work only on a commission basis.

Table 11-7 lists major employers within the City of Osakis by name and includes the number of persons employed by the establishment.

**Table 11-7
Osakis Major Employers**

Employer	Products/Services	Employees
Osakis Public Schools	Elementary & Secondary Schools	96
Community Memorial Home	Nursing Care Facilities	90
Rollie's Sales & Service	All other Transportation Equipment Manufacturing	38
Lind-Rite Precision Engineering Inc.	Precision Turned Product Manufacturing	35
Just Like Grandma's	Bed & Breakfast Inns and Retail	34
Food -N- Fuel	Gasoline Station w/ Convenience Store	17
Hensley Inc.	General Freight Trucking, Long-Distance, Truckload	16
First Nation Bank of Osakis	Commercial Banking	14
Home Quality Foods	Supermarket & Grocery	13
St. Agnes School	Elementary School	12
Osakis Clinic	Offices of Physicians	11
Osakis Creamery Association	Fluid Milk Manufacturing	11
City of Osakis	General Government	10
Thrifty White Drug	Pharmacies & Drug Stores	9
Mark's Welding Inc.	Machining and Equipment, Repair & Maintenance	5
TOTAL		411

Source: Community Profile, DEED

Labor force Demographics:

As indicated in Chapter 3 (Demographic Trends and Assumptions) the "over 55" age brackets will comprise the fastest growing segment of the population as baby boomers retire and continue to live longer. This may have significant implications for the community's workforce. There is some debate as to whether economic conditions and longer lives might compel older workers to remain or reenter occupations.

The Minnesota Work Force Center estimates 20,716 people in the labor force in Douglas County in October, 2005, with 20,201 employed, resulting in a 2.5% unemployment rate. Todd County reported a 3.6% unemployment rate with 12,570 people in the labor force with 12,114 persons employed. During this same time period Minnesota had an unemployment rate of 3.1% and the United States unemployment rate was 4.6%.

Employment statistics from the 2000 Census indicates an available civilian workforce (over the age of 16) in Osakis of 721 persons. The Census estimates a total of 1,267 persons within the community aged sixteen and over. This indicates 56.9% percent of persons over the age of 16 who reside in Osakis are within the available civilian workforce.

The 2000 Census estimated of the 721 persons in the available civilian workforce in Osakis 699 (97%) were employed, corresponding to a 3% unemployment rate within Osakis. The annual average unemployment rate in 2000 for Douglas County was 2.6%, for Todd County was 3.3% and for the State of Minnesota 3.3%.

Although labor projections for minor civil divisions are not available, projections for employment within the County can provide insight as to future employment within Osakis. Because the majority of Osakis lies within Douglas County, Todd County projections were not utilized. Table 11-8 below illustrates projected growth in the labor force in Douglas County through the year 2030. As indicated, the total labor force within Douglas County is projected to increase 36.9% by 2030, with the largest increase occurring in the availability of laborers over the age of 65.

**TABLE 11-8
DOUGLAS – LABOR FORCE PROJECTIONS**

Labor Force Type	2000	2005	2010	2015	2020	2025	2030	2000-2030 % Change
Males	9,262	10,070	10,690	11,200	11,560	11,990	12,450	34.4%
Females	7,910	8,750	9,450	9,940	10,280	10,630	11,050	39.7%
Ages 16-24	3,141	3,650	3,650	3,610	3,600	3,790	4,070	29.6%
Ages 25-44	7,368	7,340	7,690	8,400	8,990	9,300	9,330	26.6%
Ages 45-64	5,949	7,020	7,830	7,890	7,680	7,630	7,980	34.1%
Ages 65+	714	810	980	1,240	1,570	1,900	2,120	196.9%
Total Labor	17,172	18,820	20,140	21,130	21,840	22,630	23,500	36.9%

Source: MN State Demographic Office, 2003 Projections

Historically, the unemployment rate has fluctuated within Douglas County and within the state of Minnesota, with the unemployment rate in Douglas County higher than the state average until about 2001 where the State average started increasing. While the labor force is projected to continue to increase, the unemployment rate may fluctuate with the economic status of the area, state and nation. Table 11-9 provides historical labor force statistics for Douglas County over the last ten year period. Note the actual labor force numbers shown below for 2004 exceeded the 2010 projected labor force numbers.

**TABLE 11-9
DOUGLAS COUNTY – UNEMPLOYMENT RATES**

Year	Douglas County Labor Force	# in Douglas Co. Labor Force Employed	# in Douglas Co. Labor Force Unemployed	Douglas County Unemployment Rate	State of Minnesota Unemployment Rate
1994	15,825	15,165	660	4.2%	4.1%
1995	16,157	15,451	706	4.4%	3.7%
1996	16,704	15,943	761	4.6%	3.9%
1997	16,812	16,170	642	3.8%	3.3%
1998	16,986	16,433	553	3.3%	2.7%
1999	16,897	16,324	573	3.4%	2.8%
2000	18,607	18,001	606	3.3%	3.2%
2001	18,859	18,171	688	3.6%	3.9%
2002	19,572	18,854	718	3.7%	4.6%
2003	20,209	19,450	759	3.8%	4.9%
2004	20,579	19,818	761	3.7%	4.7%

Source: Minnesota Workforce Center

Area Employment Forecast:

A report issued in October, 2005 by the Minnesota Department of Employment and Economic Development, *Labor Market Profile*, indicates that employment projections suggest that healthcare, business and financial, computer and engineering jobs will grow the fastest. In West Central Minnesota (Becker, Clay, Douglas, Grant, Otter Tail, Pope, Stevens, Traverse and Wilkin counties) employment growth is projected to be fastest in three occupational sectors:

- Healthcare Support fields are expected to expand by 31.6 percent over the decade. The strongest performers will include home health aides, nursing aides and attendants, medical assistants, and medical transcriptionists.
- Community and Social Services fields are expected to grow by 24 percent over the decade. The top gainers will include social workers and social and human services assistants.
- Computer and Math-Related fields are expected to expand by 26.1 percent over the decade. Growth-leading occupations will include computer support specialists, computer software engineers, and systems analysts.

The Department of Employment and Economic Development (DEED) indicates that overall the future job market favors “knowledge” workers and service-producing jobs. Many farming-related occupations, production occupations, and other blue collar fields are expected to add a minimal number of jobs or decline. These Minnesota regional projections employ the same trend analysis used by the U.S. Department of Labor in national employment projections. Both nationally and in Minnesota, employment projections are widely used in educational program planning and career guidance.

Composition of the Tax Base

Over the past several years, Osakis’s tax base has typically consisted of a high level of residential properties. Based on taxes payable 2005, approximately 72% of the City of Osakis’s assessed market value is residential (single and multiple-family) in nature, 10.5% is commercial/industrial and 17% is ‘other’ including institutional/agricultural. The following table compares the assessed values for residential and commercial/industrial properties within various cities. Osakis’s tax base mix is lower in the commercial/industrial base and considerably higher in the ‘other’ classification than that of surrounding communities. According to the MN Department of Revenue, 2002, the Statewide Average in 2000 was 15.31% of the tax base as commercial.

**Table 11-10
Market Value Comparisons
Payable 2005**

City	Commercial	%	Residential	%	Other	%	Total	City Tax Rate
Osakis	\$ 7,615,167	10.5%	\$ 52,613,640	72.4%	\$ 12,466,940	17.1%	\$ 72,695,747	42.85%
Alexandria	\$ 259,646,267	37.9%	\$ 403,612,400	58.9%	\$ 22,008,122	3.2%	\$ 685,266,788	32.84%
Glenwood	\$ 18,086,167	16.4%	\$ 82,162,473	74.5%	\$ 10,076,877	9.1%	\$ 110,325,517	64.22%
Long Prairie	\$ 23,714,533	21.6%	\$ 83,984,440	76.4%	\$ 2,255,919	2.1%	\$ 109,954,892	40.01%
Sauk Centre	\$ 35,867,367	18.5%	\$ 154,971,080	80.0%	\$ 2,843,713	1.5%	\$ 193,682,160	75.76%
Total	\$ 344,929,501	29.4%	\$ 777,344,033	66.3%	\$ 49,651,571	4.2%	\$ 1,171,925,104	--

Source: MN Department of Revenue

Osakis Economic Development Program:

Successful economic development is affected on the availability of land, financial resources, transportation access, available labor pools, size of service area, educated employees and the entrepreneurial spirit.

The City of Osakis is committed to the goal of economic development. The preservation and creation of jobs, enhancement of tax base and promotion of the general welfare of the people of Osakis are the primary objectives of the City's economic development activities. To meet these objectives, the Osakis Economic Development Authority (EDA) was established by the City Council in 1997. The Council granted the EDA limited powers available to EDA's under MS Sections 469.090 to 469.108. The Osakis EDA primarily functions as an advisory board while the City Council has all final decision-making authority.

Through the EDA, the City provides business assistance with tax increment financing (four active TIF districts), tax abatement, the use of JOBZ acreage, the issuance of industrial revenue bonds and works with local lenders to provide conventional financing. The City also works closely with regional and state agencies, such as West Central Initiative Foundation and the Minnesota Department of Employment and Economic Development (DEED), which offer additional economic development programs. The City also works closely with the Osakis Economic Development Corporation, which was established by local businesses owners in 1985. The OEDC is a local organization currently active in promoting economic development within the community. The OEDC has a charitable gambling license with all proceeds donated back into community to enhance economic development opportunities, scholarship establishment and to fund downtown storefront renovations.

Some notable economic development activities recently occurring in the City include:

- In 2003, the City of Osakis completed the sale of 29 lots within Osakis Properties Housing Subdivision and the sale of property for a pending development of a 28 unit twin home Planned Unit Development marketed to seniors.
- Phase II of Osakis Properties was completed in 2005 providing 23 additional single family housing lots for the community. The development continues to utilize Tax Increment Financing to write down land and assessment costs for income eligible families. Approximately five lots were sold in 2005.
- In 2003, the Highway 27 reconstruction project was completed with the addition of decorative street lighting and sidewalks where feasible.
- In 2003 the City was awarded a Small Cities grant to help build affordable housing in Osakis Phase I, rehabilitate a number of homes and for the replacement of decaying infrastructure.
- Redevelopment along the main thoroughfare (Highway 27/Nokomis Street) has been occurring with the redevelopment of a former cement block plant and development of a motel and RV Park completed in 2004 through the use of tax abatement.
- The renovation of a vacant building accommodating a large tourist attraction (Osakis Meat Shop and Deli).
- Improvements to the downtown aesthetics continue to be made through the Downtown Improvement Fund which contributes up to \$2,500 per project to downtown businesses seeking to make storefront and exterior building improvements. Approximately five projects were assisted in 2005 and additional funding is anticipated to continue this effort in 2005.
- The City and EDA assisted their largest manufacturer (Lind-Rite Precision) with their second expansion of a 12,100 square foot development through the use of JOBZ benefits. The project created a minimum of four new jobs paying not less than \$11.50/hour helped create a \$550,000 capital investment in the industrial park. Construction of the project was completed in 2005.

Continuing City /EDA efforts include concentrating on marketing and developing the existing industrial park. In 2005 the City/EDA looked into the feasibility of installing street, curb, gutter and storm water improvements to help improve the marketability of the property. The City will be seeking funding through the DEED Public Infrastructure Grant program. If successful, this project will serve to not only improve the marketability of the industrial park, but also address storm drainage issues on the east side of town. The EDA has a work plan for economic development; however, should consistently review and update the plan on an annual basis.

Economic summary:

Osakis's economy benefits from its location adjacent to I-94 and its proximity to the Alexandria metropolitan area. Additionally, the area's lakes draw retirees, advancing service and construction occupations. Resulting opportunities draw experienced workers, which may stabilize slowing labor force growth and an aging workforce. Healthcare, food service, and construction, which all have strong employment growth, are somewhat place-bound. Work must generally be done in the same place that the good or service is consumed. In contrast, manufacturing and call centers face regional and global competition. However, if manufacturing continues its current growth path, it will disprove the conventional wisdom that declining manufacturing employment is an inevitable consequence of globalization.

Global, regional and demographic trends are shaping the region, bringing both benefits and challenges.

While the City of Osakis has in the past generally maintained its current economic characteristics, it is expected the local economy will begin to diversify within the next few decades.

Several factors suggest the expansion of the commercial/industrial tax base within the community.

1. The formation of an Economic Development Authority in 1997 and the addition of an Economic Development Staff Consultant in 2000.
2. Growth of the Alexandria metro and Lakes area.
3. Labor force numbers for Douglas County have surpassed projections prepared in 2003, which suggested a 36.9% increase from 2000 to 2030.
4. The unemployment rate has remained below state and national averages within the past several years.
5. As retirees resettle in the lakes area, additional demand for services and construction will be required.

III. PUBLIC INPUT ON ECONOMIC DEVELOPMENT

In order to obtain community input on economic development within the City, several questions relating to commercial and industrial development were included in the community survey. In addition, the topic was discussed at the community meeting as well as at a business meeting. Following are comments that were received:

Positive economic attributes for Osakis:

As a part of the Business Meetings the following were identified as positive attributes of doing business in Osakis:

- Small town atmosphere, Close knit community
- Lake, Recreation and Location
- Diverse Economy Base
- Adequate Labor Force
- Business Support Organizations

Economic Development Challenges:

As a part of the survey/interview process, participants were asked to identify the major challenges facing Osakis. Responses relating to economic development included;

- Future needs in technology
- Competition between businesses
- Developing labor force
- Lack of customers
- Slow growth
- Convincing community members to buy local

- Loss of resorts
- Changing economic base

Additional economic opportunities:

Those attending the business meeting suggested a real need for support services such as farm supply stores, vet clinic etc. Those responding to the community survey and community meeting identified the following businesses or services as potential additions to the community: Dollar Store, Personal Services, Apartment Housing, Small Industry and a Veterinary Clinic.

Other responses from the survey included: Restaurants, Clothing Store, Variety Store, Floral Shop, Movie Theatre, Manufacturing and Health Club

Public assistance to promote economic development:

The state of Minnesota requires public entities to establish wage and job goals for businesses which are receiving public financial assistance or a “business subsidy”. The majority of those attending the business meeting suggested that the wage goal necessary for the City to participate with business incentives should be \$10.00 to \$11.99.

IV. Tourism

Osakis serves as a tourist attraction through most of the year. The City offers visitors a wide variety of recreational opportunities including fishing, water activities, camping/RV, resort activities, recreational trail activities, bowling, golfing, snowmobiling and unique shopping. Events and attractions include the Osakis Festival, Rose Days, Easter Days, the summer fishing contest, Quilts Along the Trail, Santa Day and Roddin’ around the Lake among others. Parks and recreational offerings are further discussed in Chapter 10, Parks and Recreation. The commercial base reflects the impact tourism has on the community. There are numerous antique and specialty shops in the downtown area including antiques, quilt shops, crafts and other gift shops and restaurants.

Tourists have a positive financial impact on the community’s economy and provide funds through the increased traffic, especially in the summer months. Considerations required to service tourists include weekend business hours, options for evening entertainment or “night life” and provisions for parking of recreational vehicles.

Recommendations relating to tourism in the area:

1. Continue to consider the impact tourism has on the community’s streets and traffic congestion while preparing the capital improvement plan for street improvements.
2. The community should consider the needs and desires of residents as well as tourists when planning future park improvements.
3. Continue to highlight area tourist attractions, events and commercial/service related businesses and monitor and adapt to changes in tourism including business hours of operation.
4. A tourism study should be considered which includes demographic information on tourists, their spending habits and potential ways to capitalize on tourism in the community.

V. TECHNOLOGY

Osakis’s telecommunication profile includes availability of internet access services either through broadband or wireless pathways, and dial-up.

As a part of the business meetings participants noted the availability of technologically advanced communication services is becoming increasingly important. Remote distance learning, high-speed internet access and digital technology are utilized by some of the businesses currently, but demanded by an increasing number of establishments.

Recommendation relating to technology:

1. The City may wish to research state and regional financial resources as a means of supporting commercial/industrial technology upgrades.
2. The City may wish to proactively work with local high-speed data access providers when utilities are installed in commercial/industrial corridors. The City may wish to consider installing high-speed data conduit (if local telephony providers do not) and leasing space to telephony providers as a means of encouraging access to high-speed data lines in commercial/industrial areas.
3. The City should distribute copies of preliminary plats to local telephony providers as a means of encouraging the placement of high-speed data lines and/or conduit when improvements are made.

VI. TRADE AREA

The geographic area from which a retail location attracts its customers is generally referred to as a trade or service area. Service areas can be defined in a number of ways, and their uses vary depending on the type of business conducted at the retail location. Map 11-1 on the following page depicts a general 15 and 30 mile trade area of Osakis. The total population within a 30-mile radius of the City is 47,080. Income characteristics within the trade area are as follows:

**Table 11-11
15 and 30 - Mile Radius Income Characteristics**

2000 Households by Household Income	Total 14,633	%	Total 17,935	%
Income Less than \$15,000	2,537	17.34	3,459	19.29
Income \$15,000 - \$24,999	2,364	16.16	2,710	15.11
Income \$25,000 - \$34,999	2,058	14.06	2,667	14.87
Income \$35,000 - \$49,999	2,713	18.54	3,537	19.72
Income \$50,000 - \$74,999	3,035	20.74	3,462	19.30
Income \$75,000 - \$99,999	1,055	7.21	1,175	6.55
Income \$100,000 - \$149,999	593	4.05	590	3.29
Income \$150,000 - \$249,999	202	1.38	265	1.48
Income \$250,000 - \$499,999	59	0.40	60	0.33
Income \$500,000 or more	17	0.12	11	0.06

Source: 2000 Census

One use of trade areas is for new business prospecting. Retail opportunities exist, both in the downtown and in future highway commercial areas of Osakis. However, the closest freeway oriented "big box" retail is 11 miles to the west in Alexandria and another "superstore" will be opening in 2007 less than ten miles away in Sauk Centre. According to downtown development experts, small retailers can grow and prosper even with new superstore competition. Generally, small stores cannot compete on the basis of price and selection, but they can find special products and services that the superstores do not offer. Gaining customer loyalty through consistent value and good shopping experiences is essential. The National

Grocers Association and others offer some tips for grocers, facing the new competition from superstores. The recommendations apply to general retail as well.

- **Service.** A general weakness of large supermarkets is their inability to provide fast and friendly service, especially on weekends. Large stores often do not have enough employees or managers to solve problems. Small grocers can offer a smile and personal service (such as baggers that carry groceries out to cars).
- **Offer Convenience.** Many consumers today are looking for a one-stop shop (banking/ATM, childcare, pharmacy, restaurants, photofinishing, etc.). Small retailers should explore ways to fit additional services in their limited space.
- **Use Technology.** New technology such as self-checkout lanes are being installed in many stores today. Credit card capabilities are essential as well.
- **Enhance Store Atmosphere.** Some argue that consumers are tired of long aisles and boring atmosphere. Consider creating a more pleasing shopping experience by changing the lighting and floor plans. Make sure the stores are easy to shop in and are clean and modern.
- **Offer Order-By Phone.** Local stores that have a high elderly population within its market area may want to consider "order-by-phone" service with personal delivery.
- **Collaboration with Other Stores.** A store should choose products and services that are not duplicative of other businesses. Cooperation including among local businesses is necessary. In rural areas, regional retailers can work with each other by having one store deliver to other stores, helping each of them to stay in business.
- **Don't be Fussy about Where You Get Sales.** Downtown retailers should pay close attention to their key market segments including walking-distance residents and downtown employees. However, they must recognize that other market segments (such as tourists) may provide the additional sales volume to make the business profitable. Aggressive promotion is necessary.
- **Sell High Quality Perishable Food.** Customers indicate that quality and freshness are often more important than price. Quality fruits, vegetables and meats as well as use-before/sell-by dates are some of the most important factors in selecting a store. Most chains are weak on perishable foods. Some believe that fresh food sections will grow in popularity while canned and boxed good sections (the strength of superstores) are shrinking.
- **Ready-To-Eat Foods.** Today's fast-paced lifestyle is responsible for the steady growth in away-from-home food expenditures. This leads to a decline in sales on items for in-home consumption. Grocery stores can regain lost sales by preparing ready-to-eat foods, such as salads, soups, and pastas. Consider an in-store café.
- **Offer Unique Products.** Gourmet items (i.e. fresh breads, deli meats, desserts), organic and vegetarian items, extensive Herbs & Spices, imported wines/beers, local artisan crafts and goods and seasonal items can differentiate a store from the competition.
- **Don't Compete on Price.** Some industry experts argue that price is not as important as quality and customer service. However, prices should be reasonable in the eyes of the consumer. Develop marketing strategies with wholesalers and direct store delivery companies.

VII. CENTRAL COMMERCIAL DISTRICT

It is essential that a community understands the importance of all commercial and industrial areas and the overall impact each has on the community as a whole. The City's zoning ordinance classifies commercial areas into one commercial zoning district. This classification does not allow for flexibility in utilizing official

controls nor does it allow for the highest and best use of property. Separate commercial classifications are necessary to preserve the character of downtown area and highway commercial areas as well as to conserve the value of buildings and encourage the most appropriate use of land throughout the City.

Recommendations for Central Commercial Development

1. The City shall focus on strengthening the downtown as a vital center of the community offering:
 - a. A diverse mix of activities such as retail shops, residences, eateries, public buildings, workplaces and parks;
 - b. Lively, pedestrian-friendly amenities (e.g. ornamental lighting, benches, green space, unified streetscape, wide and continuous sidewalks, etc);
 - c. Unique pedestrian systems tied to existing and future park/open space facilities, historic buildings; and,
 - d. Opportunities for personal interaction and tourism within the community such as museums, bed and breakfasts and community gathering spots, occasions and celebrations.
2. Areas for the establishment of a potential "Downtown Redevelopment District" should be identified with respect to the acquisition and/or rehabilitation of substandard properties and the preservation of structures for rehabilitation. Potential financial assistance sources for improvements such as the establishment of a redevelopment or renewal/renovation tax increment financing district and/or Small Cities Development Program (commercial/residential rehabilitation) should also be identified.
3. Governmental, semi-governmental and institutional services and buildings including City offices, the establishment of a community park shelter and parkland/trail connections impact the vitality of a "Downtown" business district and should be encouraged/retained/expanded in the downtown core.
4. New single-family housing units on lots directly abutting Nokomis Street between First Avenues East and West should be discouraged due to compatibility concerns. Housing more appropriate in this type of setting is of a multiple family type and/or mixed commercial/residential structures, such as senior housing in which residents may walk to nearby services. Adequate off-street parking and open space should be provided for residential uses.
5. The City should encourage the construction of new housing units in areas adjacent to the downtown core as a means of increasing pedestrian traffic/interest in the downtown area.
6. The pedestrian circulation system should be enhanced by improving sidewalks, street furniture, and mitigate conflicts with traffic and street intersections by providing proper separation and signage control and enforcing such signage regulations.

VIII. HIGHWAY COMMERCIAL DISTRICT

General commercial/business construction is expected to occur within the City of Osakis adjacent to high-volume transportation corridors such as T.H. 27 and Highway 127. With the availability of municipal utilities adjacent to said roadways, and assuming adequate capacity within the system, the City may reasonably anticipate general commercial/business development in said areas within the next several years. Therefore, Osakis should plan to utilize the properties abutting major transportation corridors to establish attractive commercial areas. Since the highway corridors may serve as commercial districts for the City, which could impact the downtown core, commercial development adjacent to major roadways should be complimentary to the services in the Downtown. These developments should be of a specialized nature exhibiting needs of highway access and visibility.

City financial assistance to highway commercial growth should be limited to non-competing commercial activity which is deemed in the best interest of the community and which would not occur without assistance. Commercial land use is planned along County Roads 3, and 127, which could accommodate larger lot developments as well as along Highway 27. A total of 143 acres have been designated as Highway Commercial in the future land use map.

Policy Statements for Highway Business Development

1. The City should strive to attract highway business developments that are complimentary to those offered in the central business district.
2. Commercial developments adjacent to T.H. 27 should be of a specialized nature exhibiting the unique needs associated with major highway access and visibility.
3. Commercial and service centers should be developed as cohesive, highly interrelated and coordinated units with adequate off-street parking and appropriate regulated points of access.
4. Revisions/additions of certain development standards should be considered to insure the quality of development desired by the community including minimum lot sizes, lot coverage, landscaping standards, building construction, lighting, screening and outdoor storage.
5. The City should conduct research on design standards employed by neighboring communities and solicit input from the local business community to determine if such standards are beneficial for the City of Osakis and to what extent such standards may be employed.
6. Commercial maintenance codes may be enacted and enforced to help ensure that the commercial development maintains community character on an ongoing basis.
7. Immediate, short-range market potential and demands for activities that are not suggested for a site or area by the Comprehensive Plan or allowed by the Zoning Ordinance should not be the sole justification for a change in activity.
8. The EDA should work toward the establishment and implementation of a five-year work plan and goals for commercial redevelopment and development and compete an annual review of the plan.
9. The EDA should develop marketing tools and information packets to distribute to commercial development leads seeking information regarding locating in the City or expanding within the City.
10. The EDA should continue to maintain an inventory of available commercial parcels/lots available for development or redevelopment for distribution to development prospects, posting on the DEED website, etc.
11. Safe and convenient pedestrian movement and transportation alternatives should be considered within all service and commercial districts.

IX. INDUSTRIAL DEVELOPMENT

The City of Osakis is fortunate to have a fair industrial base. The City has bonding authority to assist and encourage industrial development. The Industrial Park is currently 65% full, with five lots available for development.

Policy Statements for Industrial Development:

1. The EDA should continue to work on the establishment of a five-year work plan and goals for industrial development and complete an annual review of the plan.

2. The EDA should establish financial assistance policies and a business retention and expansion program.
3. The EDA should develop marketing tools and information packets to distribute to industries seeking information regarding locating in the City or expanding within the City.
4. The EDA should continue to maintain an inventory of available industrial parcels/lots available for development or redevelopment for distribution to development prospects, posting on the DEED website, etc.
5. Existing industrial uses should be retained and new industrial development should be encouraged to locate in existing industrial parks and industrially zoned areas.
6. Traffic generated by industrial activity should be prohibited from penetrating residential neighborhoods.
7. The City and its Economic Development Authority should actively promote industrial developments that maximize the return on city investments in public facilities and services, provide quality employment opportunities and compliment existing services.
8. Existing industrial uses and new industrial development should not cause pollutants or contaminants to be emitted into the surrounding environment (including air, soils, ground water, drainageways, sanitary sewer and storm sewer) in excess of State and Federal regulations.
9. Industrial areas should be adequately screened and appropriately landscaped and designed according to City standards. For both existing and new industrial development, regulations should be maintained with criteria regarding: building appearance and materials; screening of outside storage areas; screening of off-street parking facilities; use of landscaping; and proper handling of environmentally sensitive areas.
10. Industrial activities complementary to existing uses should be identified and the development of such industries should be promoted and facilitated.
11. Alternative fiscal incentives should be investigated to attract new desired industries to Osakis.
12. Due consideration should be given to all potential physical implications and services and facility demands (i.e., traffic generation, sewer and water demands, etc) of any proposed industrial development. Extension of utilities and annexation of areas about to become industrial in nature should occur prior to the issuance of building permits for the industrial construction.

PARKS, TRAILS AND RECREATION

I. INTRODUCTION

The City's residents and businesses identify parks, trails and recreational facilities as valuable community resources that contribute positively to the quality of life offered in Osakis. Recreation is viewed as an integral part of life, providing a necessary and satisfying change from the things we usually do and the places where we spend most of our time.

The responses to a community survey and comments at public meetings underscore the importance of creating and sustaining parks, trails and recreational facilities. These comments are included within this Chapter.

Providing quality recreational opportunities begins with proper planning. To assure adequacy and maximum usability, recreation areas and facilities shall be developed with regard for the needs of the people and the area they serve. Proper planning must take into consideration a number of factors, including but not limited to, location of existing recreational areas (i.e. proximity to the area served, separation from incompatible land uses), adequacy of existing facilities, site planning for the location of future facilities, access to current and future facilities, provisions for recreation programs, and financing, maintenance and management of existing and proposed parks, trails and recreational facilities.

This Chapter shall:

1. Provide Park Classification;
2. Inventory Existing Park Facilities;
3. Discuss Trails and Pedestrian Ways;
4. Discuss Recreational Opportunities in the City;
5. Examine Existing and Future Park Facility Needs;
6. Review Community Input; and
7. Establish tangible recommended goals and policies for future park, trail and recreation facilities and programs.

II. INVENTORY

A. Park Classifications.

The City of Osakis features a number of existing park and recreational facilities, which are located throughout the community. Recreational facilities within the City can be typically described according to their type, population served and location.

The following terms and descriptions shall be used to classify existing and future recreational facilities:

'Neighborhood Parks' provide open space for passive recreation for all ages within a neighborhood, particularly for the elderly and families with young children. An ideal neighborhood park site is scenic or wooded and located a maximum of one-quarter mile, which is normal walking distance, from primary users. Suggested minimum size for this type of park is one acre. Site development should include sidewalk, benches, landscaping, and play features for preschoolers. Neighborhood parks should connect with trails which connect to other parks and neighborhoods.

'Neighborhood Playgrounds' are usually provided in conjunction with education and institutional facilities and primarily serve the recreation needs of children ages 5 to 12. Individual neighborhood playground size is dependent on the types of activities it supports and the facilities it provides. Play features, ball fields, basketball and tennis courts, and open play fields are

common components. The service area is highly variable, but it usually has a radius of one-quarter mile.

'Community Parks' typically serve several neighborhoods and are under municipal administration. Although size may vary, community parks are usually more spacious than neighborhood parks or playgrounds. In addition to the kinds of facilities provided at neighborhood parks, these parks may provide swimming pools, picnic areas, more elaborate play fields, restroom facilities and tennis courts. Community parks serve people of all ages and have an effective service area radius of one-half mile.

'City-wide Parks' may serve some or all types of a community's recreation needs. They can provide a wide range of activities for all age groups or may be very specific. In addition to some of the facilities provided by other types of parks, City-wide parks may contain an area for nature study, hiking and riding trails, pond fishing, spectator sports and numerous other activities. However, in many small communities, a City-wide park is sometimes designated as such not because of its size and/or variety of recreation facilities, but because it is the only park available to the community.

'Specialized Recreation Areas' may include but are not limited to; golf courses, historic sites, conservancy area, linear trail, and floodplains. Most specialized recreation areas have limited active recreation value, are not developed as multi-purpose recreation areas, or are not always available for use by the public. Specialized areas are an important adjunct to a community and its park and open space program.

'Regional Parks' may include but are not limited to conservancy areas, trails, floodplains, hiking and riding trails, recreational fields, spectator sports, and fishing. Regional parks serve people of all ages and serve a regional population.

B. Existing Park Inventory.

There are several park areas located within the City of Osakis, three of which are City-owned with the remainder owned by the schools. Following is a listing of the park and recreational facilities existing in the City of Osakis. Map 10-1 illustrates the location of said facilities:

Park Osagi. This two block park is located along the south end of Lake Osakis along Lake Street Fourth between 4th and 6th Avenues. The park includes playground equipment, public restroom, gazebo, drinking fountain and three picnic shelters with numerous picnic tables and grills. Numerous large evergreens provide shade and aesthetic appeal in addition to a variety large deciduous trees. The west side of the park includes two playground areas. There is a slide, benches, merry-go-round, animals, climbing area and swing set. The park is fenced on the west side and open to the street south side and has a vast view of the Lake to the north. Parking to service the park is on-street. No off-street parking is provided.

City Park Input: As a part of the survey and community meeting process many participants noted the need to update equipment in City Park; specifically citing a need for a 'tot lot' to serve younger children.

Bill Sliper Lions Park. This community park is located at the intersection of Highway 127 and First Avenue East on the southeast edge of Osakis.

City Swimming Beach. This beach is located on the south end of Lake Osakis near Lakeside Cemetery.

School Recreational Facilities. The Elementary School and High School are located in the center of the community, along County Road 3 with the Athletic Complex located adjacent to

Queen Street and 3rd Avenue West. The schools offer a variety of active recreational amenities including an athletic complex which includes a football field, softball and baseball fields, and track and field, playground equipment, tennis courts and basketball courts. Although these are not “municipal parks”, the amenities are available to serve the public at times in which school or extra curricular activities are not underway. Osakis does not offer any swimming, ice-skating or hockey rinks.

The parochial school (St. Agnes) offers basketball courts along with playground equipment.

C. Access to Public Waters.

The public has access to Lake Osakis on the south side of the lake along 1st Avenue East. On-site parking for vehicles and boat trailers are provided at the public access. The public access is suitable for access via trailer or carry-in and is managed by the Minnesota Department of Natural Resource.

D. Trails and Pedestrian Ways.

Trails. Osakis offers the Central Lakes Trail which is also shown on Maps 10-1 through 10-3. The Central Lakes Trail runs from Osakis to Fergus Falls and has been dedicated as Minnesota's 23rd State Trail. This scenic recreational trail covers 55 miles through the communities of Osakis, Nelson, Alexandria, Garfield, Brandon, Evansville, Melby, Ashby and beyond to Fergus Falls. The Central Lakes Trail is an all season recreational trail that provides a 14' wide bituminous surface for safe off road non-motorized travel by biking, walking or rollerblading in the spring, summer and fall. It also provides safe permanent routes for snowmobiling in the winter (December-April). The Central Lakes Trail offers a variety of scenery and an opportunity for families to participate in outdoor activities and events. The trail also connects to the Lake Wobegon Trail which covers 60 miles from Osakis to St. Joseph, Minnesota.

The City currently does not have a sidewalk plan or policy in place. There are few designated walkways or bikeways within the City.

III. PATHWAYS

A. Classifications

Pathways within communities and connecting to larger regional pathways are often classified by their purpose, type of improvement and location. The following table includes a description of six types of pathways and identification of the pathways within Osakis which are included in each category.

Classification	General Description	Description of each type	Existing Facilities
Park Trail	Multi-purpose trails located within greenways, parks and natural resource areas. Focus in on recreational value and harmony with the natural environment.	Type I: Separate/single purpose hard –surfaced trails for pedestrians or bicyclists/in-line skaters. Type II: Multi-purpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters. Type III: Nature trails for pedestrians. May be hard or soft surfaced.	None
Connector Trails	Multi-purpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation.	Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters located in independent R.O.W (e.g. old railroad R.O.W). Type II: Separate/single-purpose hard-surfaced trails for pedestrian or bicyclists/in-line skaters. Typically located within road R.O.W.	Central Lakes Trail Type I
On-Street Bikeways	Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic.	Bike Route: Designated portions of the roadway for the preferential or exclusive use of bicyclists. Bike Lane: Shared portions of the roadway that provide separation between motor vehicles and bicyclists, such as paved shoulders.	None
All-Terrain Bike Trail	Off-road trail for all-terrain (mountain) bikes	Single-purpose loop trails usually locate in larger parks and natural resource areas.	None
Cross Country Ski Trail	Trails developed for traditional and skate-style cross-country skiing.	Loop trails usually located in larger parks and natural resource areas.	None
Equestrian Trail	Trails developed for horseback riding.	Loop trails usually located in larger parks and natural resource areas. Sometimes developed as multi-purpose with hiking and all-terrain biking, where conflict can be controlled.	None

B. Pathway Design

Trails or pathways should be designed with the following goals in mind (1) Safety – protect non-motorized and motorized users (depending on the type of trail) from adjacent or crossing vehicular traffic, (2) Linkages - provide links between local parks and recreational areas and regional trail systems, (3) Natural Environment – protect the natural environment and design

the trail system while protecting natural features, and (4) Continuity – provide continuous trail systems with as few interruptions in user movement as possible.

Following are design guidelines suggested by the National Recreation and Park Association for the various types of pathways:

1. Park Trails

Type 1: These separate or single purpose trails are typically ten feet wide and hard surfaced for pedestrians, bicyclists and/or in-line skaters.

Type II: These multi-purpose trails typically include a natural buffer from adjacent uses on either side of the trail. A 50 foot right-of-way to accommodate the buffers is common with a ten foot paved surface.

Type III: Nature trails are generally six to eight feet wide and are soft surfaced. Trail grades vary depending on the topography of the area in which they are located. Interpretive signage is common along nature trails.

2. Connector Trails

Type 1 and 11: These separate or single/purpose hard surfaced trails are designed for pedestrians or bicyclists/in line skaters. If designed for pedestrians only, a six to eight foot width is common. If designed for bicyclists/in-line skaters, a ten foot paved surface is recommended. The trails may be developed on one or both sides of the roadway and may include one or two-way traffic. The trail is typically separated from the roadway with a boulevard, grass and/or plantings.

3. On-Street Bikeways

On Street Bike Lane: Bike Lanes are typically designed as a five-foot lane adjacent to the driving lane. On--street parking may occur between the on-street bike lane and the curb or edge of the road. In essence each side of the roadway is divided into three sections (1) driving lane, (2) on-street bikeway and (3) on-street parking.

On Street Bike Route: This bicycle route is typically designated so with signage. On Street Bike Routes are typically paved shoulders along roadways.

4. All Terrain Bike Trails: Design and length vary depending on the topography in the area. These trails are generally a part of a larger regional park or natural resource area.

5. Cross Country Ski Trails: The design of the cross-country ski trail is dependent upon its intended use. The traditional diagonal skiing typically includes a packed groomed trail with set tracks. Skate-skiing designs include a wider packed and groomed surface. The length of the trails may vary. Cross-country ski trails may be designed to be used as equestrian trails during summer months.

6. Equestrian Trails: These trails, designed for horseback riding, typically are designed with woodchips or grass as a surface. They are located in larger parks and natural resource areas where conflict with other trail users may be avoided. The length of an equestrian trail varies but is generally looped.

IV. RECREATION.

There are a number of coordinated and uncoordinated recreational opportunities in and around Osakis.

Recreation programs are coordinated by Osakis's School District's Community Education Program. Classes range from academics and athletics to health, safety, and personal enrichment. They are offered at nominal fees throughout the year. Community Education also sponsors several outings to events such as plays, performances, the circus, the zoo, and museums throughout the year.

Adult and family recreational opportunities include adult women's and men's softball and golfing at the Osakis County Club Golf Club, which offers an 18-hole course and driving range.

V. EXAMINATION OF EXISTING AND FUTURE PARK FACILITIES

The City's combination of recreational activities, golf course, Lake Osakis and existing parkland and open space provide residents and visitors with a variety of recreational opportunities. Map 10-2 indicates areas served by existing recreational facilities. As indicated parks are located so as to serve the needs of most residential areas of the City, however additional facilities would benefit residents in the west portion of the City.

Map 10-3 indicates park search areas. As noted in the park classifications, depending on the type of park, the service area will vary. The attached map illustrates a need for parks in the following areas: southwestern portion of City serving residential properties within the Osakis Properties Subdivisions, northwestern portion of City lying on the west side of County Road 3, northeastern lakeshore drive properties along lake and an area between Faille and Stevens Lake.

Accessibility

¹The American With Disability Act (ADA) was signed into law on July 26, 1990. The law requires local and state governments, places of public accommodation and commercial facilities to be readily accessible to persons with disabilities. ADA statutes affect the City of Osakis and other local and state park and recreation facilities in the following ways:

- Newly constructed buildings (after January 26, 1993) must be constructed to be readily accessible.
- Renovations or alterations occurring after January 26, 1992 to existing facilities must be readily accessible.
- Barriers to accessibility in existing buildings and facilities must be removed when it is "readily accessible". This includes the location and accessibility to restrooms, drinking fountains and telephones.

Other requirements include but are not limited to:

- One accessible route from site access point, such as a parking lot to the primary accessible entrance must be provided. A ramp with a slope of no greater than 1:6 for a length of no greater than two feet may be used as a part of the route. Otherwise a slope of maximum 1:12 is allowed.
- One accessible public entrance must be provided.
- If restrooms are provided, then one accessible unisex toilet facility must be provided along an accessible route.
- Only the publicly used spaces on the level of the accessible entrance must be made accessible.
- Any display and written information should be located where it can be seen by a seated individual and should provide information accessible to the blind.

Parks which are developed with items such as parking lots, swimming pools, tennis courts and basketball courts should have routes which are accessible. Nature parks or areas with limited development should have the minimum of accessible routes to the site. The National Park Service provides design guidelines for accessible outdoor recreation.¹

As the City redevelops City Park, it will be important to include ADA standards in the design. Installation of curb cuts and pathways within the park, designation of handicap parking in the parking lots, remodeling

¹ Source: Park, Recreation, Open Space and Greenway Guidelines, James D. Meres, Ph.D., CLP and James R. Hall, CLP. © 1996, National Recreation and Park Association

of restroom facilities to provide a handicap accessible stall in each of the men's and women's facilities and pathways to shelters and recreational amenities has been recommended as a method to achieve accessibility goals.

Osakis Park Inventory	Park Classification	Trail Areas	Baseball/Softball	Nature Areas	Horseshoe Pits	Tennis Courts	Soccer Fields	Basketball Courts	Football Field(s)	Volleyball Courts	Track & Field	Playground	Swimming	Pleasure Skating Rink	Hockey Rink	Warming/Changing House	Archery Range	Skateboarding	Restroom facilities	Handicap Access	Picnic Area	Parking	Bike Rack
Park Osagi	CP	N	N	Y	N	N	N	Y	N	N	N	Y	N	N	N	N	N	N	Y	Y	Y	N	N
Lions Park	CP	N	N	N	N	N	N	N	N	Y	N	N	N	N	N	N	N	N	Y	N	Y	Y	N
Swimming Beach	CP	N	N	Y	N	N	N	N	N	N	N	N	Y	N	N	Y	N	N	N	N	N	Y	Y
LeRoy G. Mackove Athletic Complex	CP	N	Y	N	N	N	N	N	Y	N	Y	N	N	N	N	N	N	N	Y	N	N	Y	N
K-12 Public School	NPL	N	Y	N	N	Y	N	Y	N	N	N	Y	N	N	N	N	N	N	N	N	N	Y	Y
St. Agnes School	NPL	N	N	NN	N	N	N	Y	N	N	N	Y	N	N	N	N	N	N	N	N	N	Y	Y
Central Lakes Trail	RP	Y	N	Y	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	Y	Y	Y

CP= Community Park, RP=Regional Park, NPL=Neighborhood Playground, IND= Indoor

Park Assessment

Park Name	Turf	Irrigation	Plantings Trees	Drainage System	Accessible	Parking	Parking Availability	Basketball Courts	Tennis Courts	Playground Equipment
Park Osagi	0	NA	0	0	2	NA	0	2	NA	1
Lions Park	0	NA	2	0	2	2	2	NA	NA	NA
Swimming Beach	1	NA	2	NA	2	3	2	NA	NA	NA
LeRoy G. Mackove Athletic Complex	0	NA	2	0	2	2	0	NA	NA	NA
K-12 Public School	0	0	0	0	2	2	0	1	0	0
St. Agnes School	0	0	0	0	2	1	0	1	NA	0

Ranking Key

1. Turf Condition

- NA Not Applicable
- 0 No Problems.
- 1 Turf is in good conditions with some bare areas.
- 2 Turf has a few problems that need some work (aeration and over-seeding).
- 3 Turf is in poor condition and needs renovation.
- 4 Turf is in very poor condition and should be completely redone.

Ranking Key

4. Drainage System

- 0 No Problems.
- 2 Some saturation/standing water-minor improvements needed.
- 4 Very poor drainage-system needs renovation.
- 5 Dangerous system/conditions exist.

7. Parking Availability

- NA Not Applicable.
- 0 No Problems.
- 2 Not enough parking mainly during peak-use periods or only occasionally.
- 4 Not enough parking most of the time.

2. Irrigation System

- NA Not Applicable.
- 0 No Problems.
- 1 System is in good condition with minor adjustment problems.
- 2 System is in fair condition, needs frequent work.
- 3 System doesn't do the job and needs to be expanded (poor coverage).
- 4 System is in very poor condition or no system at all.

5. Accessibility

- 0 Entire park is accessible to handicapped.
- 2 Portions of the park are accessible to handicapped individuals.
- 4 None of the park is accessible to handicapped individuals.

8. Basketball or Tennis Courts

- NA Not Applicable.
- 0 No Problems.
- 1 Good condition, need minor routine maintenance, patching or striping.
- 2 Fair condition, needs minor repairs.
- 3 Poor condition – needs major repairs but can still be used.
- 4 Very poor condition. Potholes, cracks; need extensive repair/resurfacing.
- 5 Dangerous surface conditions exist-holes, large cracks, etc.

3. Plantings/Trees

- 0 No Problems.
- 1 Plantings/trees are in good condition with few minor problems.
- 2 Some bare areas that need additional plant materials.
- 3 Several areas have problems that need work.
- 4 Plantings/trees in very poor condition & should be completely removed.
- 5 Condition of trees present dangerous safety situation.

6. Parking

- NA Not applicable.
- 0 No problems.
- 1 Good condition – needs regular routine maintenance.
- 2 Surface in fair condition- spot repairs are necessary.
- 3 Surface in poor condition, several areas need major repairs.
- 4 Very poor condition, parking area needs complete renovation.
- 5 Dangerous conditions exist.

9. Playground Equipment

- NA Not Applicable.
- 0 No Problems.
- 1 Equipment is old but can still be used.
- 2 Equipment requires regular routine maintenance.
- 3 Equipment is in poor condition and requires major repair or renovation.
- 4 Equipment is in very poor condition and should be replaced.
- 5 Dangerous conditions exist.

VI. RECREATIONAL FACILITY STANDARDS

As parkland is acquired either through dedications or purchase, it is important to plan space according to the desired recreational contents. In existing parks, it is important for the Planning Commission and/or subsequent Park Board and City Council to be aware of space requirements and orientation recommendations to determine if it is feasible to include the item(s) within the park. Following are facility standards for a number of recreational activities:

Unit	Land Required	Recommended Size & Dimensions	Recommended Orientation	No. Units Per Population	Service Area	Existing Facilities	Surplus/ Deficit per Standard
Baseball Diamond	3 to 3.85 acres	1. Official: Baselines-90' Pitching dist-60.5' Foul lines-min 320' Center field-400'+ 2. Little League: Baselines-60' Pitching Dist.-46' Foul lines-200' Center field-200'-250'	Locate home plate so the pitcher is not throwing across the sun, and batter is not facing sun. Line from home plate through pitchers mound to run east-northeast.	1/6,000	Appr. ¼ to ½ mile radius Part of neighborhood complex. Lighted fields part of a community complex	Facilities at the high school and athletic complex	Meets needs. Potential conflict when school activities are in session.
Softball/ Youth Diamond	1.5 to 2 acres	Baselines 60' Pitching dist- 45' men, women-40', Fast pitch field radius from plate – 225' Slow pitch 275' men, 250' women	Locate home plate so the pitcher is not throwing across the sun, and the batter is not facing sun. Line from home plate through pitchers mound to run E/NE	1/ 1,500	Approximately ¼ to ½ mile radius	Facilities at the high school and athletic complex.	Meets needs. Potential conflict when school activities are in session.
Tennis Court	7,200 sq. ft. / court. 2 acres/ complex	36' x 78' with 12' clearance on both ends	Long axis north-south	1/2000	¼ to ½ mile radius. Best in batteries of 2 to 4. Located in neighborhood/ community parks or near a school	Facilities at the high school	Meets current needs. Potential conflict when school activities are in session.
Basket-ball	0.25 to 0.59 acre Youth: 2400 to 3036 sq. ft High School: 5040 to 7280 sq. ft	Youth: 46' to 50' x 84' High School 50' x 84'	Long axis north-south	1/2000	¼ to ½ mile radius Outdoor courts in neighborhood/ community parks. Indoor as part of schools	Facilities at the high school	Meets current needs. Potential conflict when school activities are in session.

Unit	Land Required	Recommended Size & Dimensions	Recommended Orientation	No. Units Per Population	Service Area	Existing Facilities	Surplus/ Deficit per Standard
Volleyball	4,000 sq. ft	30' x 60' with a minimum clearance of 6' on all sides	Long axis north-south (outdoor)	1/2000	½ to 1 mile	One court in Lions Park	Deficit of one. Recommend additional court.
Football Field	1.5 acres	160' x 300' with a minimum of 10' clearance on all sides.	Long axis northwest or southeast	1/3000	Approx. 2 mile radius	1 regulation 1 practice at the school	Meets current needs.
Soccer Field	1.7 to 2.1 acres	195 to 225' x 330' to 360' with 10' clearance on all sides	Long axis northwest or southeast	1/3000	Approx. 1 to 2 mile radius	None	Deficit of one. Recommend an open field area which could be used for soccer and/or football
Ice Arena	2 acres	Rink 85' x 200' (min. 85' 185') Addt. 5000. 22,000 sq. ft to include support area	Long axis is north-south (outdoors)	1/20,000	15 to 30 minute travel	None in Osakis. One in Sauk Centre – 10 minutes away.	Meets current needs with proximity to Sauk Centre.
Warming House	Variable	Variable	Variable	1/rink area	1 hocking rink/skating area	None	Possible future need for outdoor ice rink
Picnic Area	Variable	Variable	Variable	1/5000	2 mile radius	Various	Plan for additional in each new park.
Play Equipment	0.5 acre	Variable	Variable	1 acre/park	2 to 3 mile radius	Equipment at Elementary School and outdated at City Park	Upgrade City Park Equipment, Add equipment in park search areas. Plan for additional in each new park.
Unit	Land	Recommended	Recommended	No. Units	Service	Existing	Surplus/

	Required	Size & Dimensions	Orientation	Per Population	Area	Facilities	Deficit per Standard
Sliding Hill	2-4 acres	Variable	Variable	1/7,500	1 mile radius	None	No local deficit identified.
Shooting/Archery Range	0.65 acre	300' length x min. 10' between targets. Roped, clear area on side of range min. 30' . Clear space behind targets min. 90' x 45' with bunker	Archer facing north + or - 45 degrees	1/7,500	30 minute travel time. Part of a regional complex	None. Twenty miles away or people have their own practice areas.	No deficit as opportunities in close proximity (20 miles) exist.
Community Center	15-25 acres	Varies	Varies	1/20,000	--	One with limited recreational use.	May need to expand or reuse space for multipurpose (gym, etc).
Horseshoe courts	0.1 acre			1/2000	--	None	Deficit.
Swimming Pool	1 to 2 acres	Teaching- min. 25 yards x 45' even depth of 3-4 ft. Competitive- min. 25 m x 16m. Min. of 25 sq. ft water surface per swimmer. Ratio of 2 to 1 deck to water	No recommended pool orientation but care must be taken in locating life stations in relation to afternoon sun	1/10,000	150 person capacity 15 minute travel	None. Sauk Centre and Alexandria within travel proximity.	No deficit as opportunities in close proximity (15 miles) exist.
Off-Street Parking	300 S.F Per Car	Typically 9' x 20 with a 20' driving lane	Variable	NP: 8-12 cars CWR: 25-100 cars SR: 25-100 cars	NA	Off-street parking is available at schools and few parks.	May need to add at City Park if renovated. Plan off-street parking at future community parks.
Toilet Facilities	Varies	Per building code	Variable	1 double unit per park	1 park	1 at Osage (accessible) 1 at Lions Park (not accessible)	Plan restrooms in future community parks.

* Derived from the National Recreation and Park Association and the American Academy for Park and Recreation Administration Standards with local standards applied.

VIII. COMMUNITY INPUT IN PARKS AND RECREATION

- A. Public Input.** In conjunction with the creation of this Plan, a survey was distributed to all property owners within the community as well as addressed at a business meeting. Additionally, the community was invited to a community meeting to discuss the components of the comprehensive

plan including parks and recreation. Results indicate residents consider park, trail and recreational facilities a priority:

1. **Areas Served.** Twenty seven persons or 39% of respondents completing surveys indicated all areas in the community were served well by existing parks, while 25 or 36% of the respondents noted there are areas not served by parks. Comments received on the survey relating to this question included a need to add parks on the west side of the City in the new housing area and senior housing area. Additional comments included the need to add new playground equipment in Lions Park and elderly walking paths.
2. **Recreational Items to Add.** When asked what park facilities would add to the quality of life in Osakis, survey respondents responded as follows: trails including the connection of parks with trails (34), picnic shelters (8), playground equipment (24), athletic fields (26).
3. **Ranking of Existing Park Facilities.** Survey respondents were asked to rank the existing park facilities on a scale of one to five with one being poor and five being excellent. The average response was 3.5.
4. **Recreational Opportunities.** Survey participants were asked if various age groups and family types have sufficient recreational opportunities in Osakis. Thirty six persons noted children have sufficient recreational opportunities with 13 indicating there were not sufficient opportunities for children. Only 16% (11) felt teenagers are offered sufficient recreational opportunities while 56% (39) of respondents indicated there were not. Of the respondents, 37% (26) felt adults have sufficient opportunities and 43% (30) felt adequate opportunities are available for seniors. 26% (18) of respondents felt there were adequate recreational opportunities for families and 39% (27) felt there were adequate opportunities for tourists.
5. **Major Recreation Improvement.** Survey participants were asked, "What one major recreation improvement would you like to see made in Osakis during the next five years?" Responses included:

Swimming Pool (adults and kids), Better Playground Equipment, Active Teen Center, Indoor Gym/Recreational Center, The Beach, City Marina, Better Trails, Movie Theatre, Skateboard Park, Soccer Field, Outside Skating Rink, Additions to Parks, Clean the Lake, Camping Area, Expanded Golf Course, New Park, Basketball Court, Badminton, Volleyball Court, More Parking, Tennis Courts, Walking and Biking Trails (non-motor).

6. Additional considerations survey participants were asked with the respective percentages follow below:

Recognizing both are important would you encourage the City to place greater emphasis on:
Roadway construction and improvement projects.

26 37%

Enhancing park and recreational facilities and trail systems.

21 30%

Would you encourage the City to:

Develop more, smaller parks used by neighborhood and community residents.

24 34%

Develop a few larger parks that are used by all City and area residents/tourists.

25 35%

Would you encourage the City to:

Fix up and/or enhance existing parks and recreational areas.
25 36%

Accept the donation of additional parkland in developing areas.
19 27%

Would you encourage the City to:

Begin developing vacant or undeveloped parklands.
17 24%

Fix up or enhance existing park and recreation areas.
35 50%

IX. MAINTENANCE AND OPERATIONS

The proper care and management of park and trail facilities will encourage park/pathway use, improve the quality of life in Osakis and enhance the visual quality of neighborhoods and the City as a whole. Maintenance of the park system is currently coordinated through the City's Public Works Department. The department also assists with park duties and street functions.

Park maintenance tasks may occur on a daily, weekly, monthly, seasonal and/or weather related basis. These jobs include but are not limited to:

Litter and Garbage Clean-up	Mowing and Trimming
Preventative Equipment Maintenance	Moving Tables and Benches
Equipment Repair	Leaf Clean-Up
Facility Repair and Maintenance	

X. FINANCIAL RESOURCES

Several resources are available to assist the City of Osakis in providing adequate parks, trails and facilities for residents. Following is a list of typical sources.

1. Property Taxes
2. Park Dedication/Fee In-Lieu of Parkland Dedication Requirements
3. User Fees
4. Volunteer hours/labor
5. Donations by private individuals, civic organizations, organized groups, etc.
6. Grants

The City budgets for operational expenses through its annual budget process. The City currently utilizes donations from organizations and individuals, grant programs and the general tax levy to cover expenses relating to parks. The City should consider the establishment of a capital improvement plan for long-range capital improvements to the park system. Examples of expenditures within the capital improvement plan include purchase of playground equipment, purchase/planting of trees, paving of the parking lot, etc.

Park Land Dedication Ordinance. The City does not have parkland dedication requirements within the Subdivision Ordinance. It is recommended that each subdivision review procedure include a parkland dedication stipulation whereby developer's must either set aside parkland acreage or submit a fee-in-lieu of parkland dedication. Typical standards pertaining to subdivisions require ten percent (10%) (Residential) or two percent (2%) (Commercial/industrial) of the public area platted be deeded to the City for park purposes. Alternately, a fee-in-lieu-of parkland dedication equal to the average value of ten percent (10%) (Residential) or two percent (2%) (Commercial/industrial) of the land to be subdivided prior to utilities being placed. The Planning Commission would recommend to the City Council whether land or fees are desired. The Council would have the authority to approve/disapprove of the land proposed for dedication.

XI. RECOMMENDED GOALS AND POLICIES FOR PARKS, TRAILS AND RECREATION

Following the inventory and evaluation of existing park, trail and recreation facilities and in accordance with park, trail and recreational plans the following goals and recommendations have been prepared.

1. The City should as a part of the development process include within its Subdivision Ordinance, Park Dedication requirements according to M.S. 462.358 Subd. 2b. (b).
2. The Planning Commission and/or subsequent Park Board shall review development proposals to ensure proposed parkland dedication or fee-in-lieu of dedications meet the needs of the City including type and location of land, park configuration, access and parking and compatibility with the neighborhood and other recreational offerings. The City shall strive to provide active and passive park and recreational facilities to meet the needs of diverse groups within the community including, but not limited to, teenagers, physically and mentally challenged, and all household types.
3. Within the downtown area and areas surrounding the school, the City shall focus on enhancing existing parks rather than acquiring additional park land. As additional residential lots are developed to the southwest and west, the City should review areas for a park to service this area with a park which could include an open multi-purpose field, playground equipment, picnic shelters, etc.
4. The City Council shall maximize recreational opportunities available to residents and tourists through cooperative ventures which are mutually beneficial for the City, school district, Douglas and Todd Counties, Department of Natural Resources and civic organizations. Examples include coordinating trail design and construction with reconstruction of county roads and joint grant applications with the school and or county to the DNR.
5. In order to reduce the tax impact of park and recreational (re) development projects, the City shall research and utilize a variety of funding sources for the acquisition, development and renovation of park and recreation facilities; including but not limited to grant applications, providing information to civic organizations regarding desired capital improvements to parks and trails, use of volunteer labor, and use of user fees. The capital improvement plan shall be reviewed annually to address items identified within the Comprehensive Plan.
6. The City should develop a trail plan to link existing parks and neighborhoods and coordinate the trail development with the school district; Douglas and Todd Counties (County Road turn backs and reconstruction projects) and DNR grant programs. The City shall carefully review proposals from developers relative to proposed trail and sidewalk facilities within new subdivisions. The City should develop a sidewalk/trail policy indicating when/where sidewalks or trails should be placed. Trails connecting the new housing areas of the City to the heart of the City should be considered. The Planning Commission and City Council should require developers to install identified portions of trails/pedestrian ways with subdivision construction, even if the trail/pedestrian way temporarily dead-ends.
7. When developing parks, the Planning Commission and/or subsequent Park Board and City Council shall review its intended use, recreational voids or needs within the area and funds available.
8. The City shall design new facilities to be barrier free and provide other accommodations for people with disabilities, in accordance with ADA requirements.

9. As the City grows and additional parks are developed, the Planning Commission and/or subsequent Park Board and City Council shall develop a theme for park signs and budget for the installation in the City's parks.
10. The City should implement an overall maintenance plan, including: Capital equipment costs (i.e. new equipment, new play features, park upgrades) included in the five-year Capital Improvement Program (CIP), and other capital expenses (e.g. pedestrian/bicycle trail construction, etc.).

COMMUNITY FACILITIES AND PUBLIC SERVICES

I. INTRODUCTION

The City of Osakis has been a municipal corporation since 1857. Osakis is a Standard Statutory City and operates with a "Clerk-Treasurer Plan". The City of Osakis is committed to serving the public in an efficient, effective and professional manner. The purpose of this chapter of the Comprehensive Plan is to review existing services and facilities and reflect on the impact of forecast growth upon said facilities and services. Contents include:

- An overview of existing municipal facilities;
- An overview of other community facilities;
- A description of municipal boards and commissions, and
- Objectives and Recommendations for Community Facilities and Public Services.

II. EXISTING COMMUNITY FACILITIES

City Hall/Police Department/Water Treatment Facility

The City's Administrative Offices and Police Department are located in a combined structure which includes the water treatment facilities and municipal wells at 14 Nokomis Street East. Approximately 80 percent of the space is used for water treatment and facility purposes while the remaining 20 percent is administrative office and police office space. Staff members for administrative functions include a Clerk-Treasurer and Deputy Clerk. The City contracts building inspection services. Currently administrative space needs are adequate; however, as the city continues to grow additional office space and personnel is anticipated to be needed.

The Police Department is comprised of three full-time officers including the Police Chief and two patrol and two part-time patrol officers. The emergency 911 service is coordinated through the sheriff's departments of the respective counties with the primary dispatch through both Douglas and Todd Counties.

Fire Hall

Located at 20 Nokomis Street West, the Osakis Fire Department is comprised of 20 volunteer members. The Osakis Fire Department provides fire protection and emergency fire and rescue response/accident extrication service to the entire City of Osakis as well as the cities of Nelson and West Union and several neighboring townships. The City has a fire rating of five. The Osakis Fire Department responds to approximately 55 calls each year and covers approximately a 125 square mile radius.

As of 2005, all members of the department were trained first responders and all but one were State Certified at the Firefighter I Level. The Department meets on a weekly basis in the Fire Hall for training, drills, maintenance and operational meetings.

Department apparatuses include:

- 1,500 gallon pumper truck (1000gal /min)
- 1,000 gallon pumper truck
- 1,500 gallon (750 gal/minute)
- 2,000 gallon tanker truck
- 1,500 gallon/ 2,400 foot large hammer hose tank/hose truck
- Fully equipped rescue vehicle with extraction tools, rams, jaws, air bottle, air tanks etc.

- 275 gallon Grass rig (one ton pickup)

The fire hall facility includes four double deep bays and was recently equipped with new open lockers. The facility has upgrades as needed with the most recent being a new exhaust system. The Osakis Fire Department was successfully awarded a FEMA grant for personnel equipment in 2004 which included full gear and turnout sets. The Fire Department has applied for another FEMA grant for a backup generator to serve the Fire Hall and Community Center.

Emergency Medical Service (First Responders)

The City of Osakis is served by a volunteer First Responder Team comprised of 18 to 20 volunteers. Most of the volunteers are certified First Responders with the remainder as Emergency Medical Technicians (EMT's). The group is equipped with one First responder rig. Medical direction comes from North Ambulance of Alexandria. The Osakis First Responders also work with neighboring Ambulance Services such as Long Prairie and Sauk Centre. Osakis had provided full ambulance coverage until July 2004, however, a shortage of volunteers to fill the daytime hours restricted the service and it became a First Response Service.

Short and long-range needs of the First Responders include that of updating equipment. The First Responders meet on a monthly basis and all equipment and meeting facilities are located within the Fire Department.

Public Works/Streets/Park Maintenance

The Osakis City Public Works Building is located at 2nd Avenue and West Nokomis. The building is used for the storage of street maintenance vehicles and equipment. The City public works department includes, one superintendent and one full-time and one seasonal employee.

Osakis Community Center

The Ed Pollard Community Center is currently located at in the same building as the Fire Department. The facility includes kitchen facilities and meeting space for up to 250 persons. The facility is used by many service and community groups within the community including the Nutrition Center which provides meals for Seniors, Wellness Services for Seniors and meeting space for groups such as the Women's Association, Boy and Girl Scouts and large meeting needs of the City. Upgrades have been made periodically as needed and recent improvements have included new flooring and tile board in the kitchen.

Osakis Municipal Liquor Store

The Osakis Municipal Store is located on Highway 46 East and dispenses on and off sale. Employees include one manager and two full-time and one part-time employee. The Liquor Store has undergone several updates over the past several years which have included re-siding, re-roofing, floor replacement and new equipment.

Osakis Information Center (Visitor and Heritage Center)

The Osakis Information Center is located at 801 East Nokomis Street. This facility serves as the "Public Relations" hub of the community and is home to the Chamber of Commerce, Osakis Resort Association, Osakis Area Heritage Society, Osakis Onward and Osakis Economic Development Corporation. Most of the Center's working groups and committees meet on a monthly basis. The building is owned by the City of Osakis, however, the staffing and maintenance expenses are paid through funding from private donations and the combined Osakis Information Center working groups. The Chamber has one full-time employee and one part-time seasonal employee.

The Information Center was relocated from its Highway 27 location in April of 2004 to its current downtown location, allowing immediate access to the heart of the community, the trail and public access. The Center also serves as the focal point for the Central Lakes Trail Head.

The building is in good condition, however, the addition of handicap accessible restrooms and a rear ramp entrance were needed improvements as of 2005. The Center provides the only downtown public restroom.

Education

School District #213 serves the community of Osakis as well as residents in neighboring communities. Independent School District #213 serves about 700 K-12 students. It has provided students with education for more than 100 years. The new building, completed in 1992, houses the district office, the elementary school and office, the high school office and a few classrooms, a gym, support staff offices and a vaulted media center stocked with books, tapes and computers. Osakis also has one parochial and one charter school within its corporate limits.

Post Office

The Osakis Post Office located at 60 Main Street West serves the City of Osakis and several adjacent townships with routes going halfway to Long Prairie, Carlos, Alexandria, Sauk Centre and to the Pope County line. The Osakis Post Office has approximately 1,750 postal patrons. There are no plans to re-locate the facilities or to upgrade/expand as the current needs are being met by the existing facilities.

Osakis Medical Clinic

The Osakis Medical clinic is a satellite office of the Alexandria Clinic and located at 811 3rd Avenue East. In 1995, the Osakis Clinic was doubled in size to accommodate four physicians. Osakis Medical Clinic physicians provide multi-specialty care as well as time for urgent care visits on an unscheduled basis.

III. MUNICIPAL BOARDS, COMMISSIONS AND COMMITTEES

The City of Osakis has several boards, commissions and committees that shape the policies and decisions of City government. The City encourages citizens to volunteer to serve on these entities and provide their input. A brief description of each entity and its duties follows:

City Council

The Osakis City Council consists of a mayor, who serves a two-year term, and four council members who serve four-year terms. The City Council meets regularly once per month.

Planning Commission

The Planning Commission consists of five members appointed by the City Council. The Commission serves four-year terms and acts as an advisory body to the City Council in matters of directing the future physical development of the City. The Commission, upon request of the Council, makes studies, investigations, and recommendations to the Council regarding matters affecting zoning and subdivisions. The Planning Commission meets regularly each month.

Economic Development Authority

The Osakis Economic Development Authority was formed in April of 1997 with the purpose of

promoting economic development, managing the Industrial Park and improving the housing market in Osakis. A seven member board oversees the operations with funding provided by the City of Osakis and donations by the Osakis Economic Development Corporation. The EDA meets on a monthly basis.

Osakis Onward

As a result of a 2002 visit by the Minnesota Design Team Osakis Onward was formed to carry on the illustrated tasks the Minnesota Design Team presented to the community of Osakis. This organization is made up of Board of Directors with ten members and the support of numerous volunteers. Osakis Onward meets on a monthly basis. A number of tasks have been identified which include those related to: Waterfront, Downtown Master Plan, Natural Systems & Trail Linkages and Downtown Design.

Osakis Economic Development Corporation (OEDC)

The OEDC was established in 1985 to promote economic development. The OEDC has a charitable gambling license with all proceeds donated back into community to enhance economic development opportunities, scholarship establishment and to fund downtown storefront renovations. There are approximately 105 stockholders. The OEDC meets on a monthly basis.

IV. PUBLIC INPUT

A community survey completed in conjunction with the updating of the Comprehensive Plan requested input from community members regarding municipal facilities and services. Respondents were asked a number of questions. A summary of results relating to community facilities and services follows.

- When asked if there were public utilities or healthcare or social services lacking in the community the majority of respondents indicated that an ambulance service (10%); expanded clinic (4%) and dental facility (4%) were most needed in the community.
- When asked if there were any programs, services or resources that are not located in Osakis that would be beneficial the following responses were received: AA Meetings, Exercise Program, Teen Center, Senior Center, Eye Doctor, Social Services, Help finding jobs, Halfway House for Women, Service for Teen and Single Parents and Home Health Care.
- Respondents were split as to whether they felt they were informed about City Council decisions; 40% indicated they did not feel informed of decisions and 37% felt they were while the remaining 23% were undecided or did not respond.
- Those surveyed were also asked whether or not they felt community organizations worked together. Of those responding to the survey, 32% said 'yes'; 33% said 'no' and 35% were 'undecided' or did not respond.
- When asked if local government was responsive and services provided equitably, 41% percent of those responding to the survey answered affirmatively, 23% negatively and 36% were undecided or did not respond.
- When asked 'how well is Osakis facilitating ethnic and racial diversity' the majority (46%) thought the city was doing an 'excellent' to 'good' job of facilitating diversity. An additional 15% labeled thought the city was doing a 'fair' to 'poor' job facilitating diversity. The remaining 39% thought the question was undecided or did not respond.

V. PROJECTED GROWTH

The population is forecast to increase from 1,682 people in 2005 to 2,289 people within the next 25 years based on the projected population. The projected growth will reasonably require the expansion of existing administrative and protection services. Such services will not only result in a demand for increased public employees, but also increased facility space and increased capital equipment costs. The expansion of administrative facilities and capital equipment purchases should be included in a capital improvement/equipment program in view of the following:

- Increases in staff: utility billing, roadway maintenance, etc. contracted or municipal staff.
- Increases in office space for expanded staff and equipment (e.g. maintenance, water/wastewater treatment operator, etc.)
- Increased need for police protection services either contracted or municipal staff.
- Increased need for fire equipment and facilities.

VI. MUNICIPAL FACILITIES AND SERVICES OBJECTIVES AND RECOMENDATIONS

A. Municipal Facilities and Services Objectives

1. To provide for adequate facilities and staff to operate and maintain the essential services for current and future residents and businesses in the community.
2. To continue to serve the citizens of Osakis in an efficient, friendly, and cost effective manner.
3. To continue to update and maintain facilities and operations.
4. To continue to evaluate technology and the need to incorporate technology in carrying out the functions of the city (e.g. public access television, web page development, internet/email).
5. To provide citizens the opportunity to participate in local government as well as inform citizens of municipal activities.

B. Municipal Facilities and Services Recommendations

1. Upon receiving concept plans, the City shall review its provision of services including, but not limited to, public administration and public protection services such as police and fire service to ensure said services which are reasonably necessitated by proposed subdivisions and must be provided at public expense, can be reasonably provided within two (2) fiscal years of approval of the proposed subdivision. If said services cannot be reasonably provided, the subdivision may be deemed premature.
2. The City should forward copies of all plats to the Transportation Director and Superintendent of Schools in the Osakis Public School District.
3. The City should continue to work in cooperation with the school district and other taxing entities to coordinate public facilities, if feasible, to minimize the impact on taxpayers.
4. The City should continue working with Douglas and Todd counties and Osakis, Orange and Gordon townships to ensure coordinated growth of land uses, transportation systems and regional recreational areas and trails.
5. The City should continue to provide a web site with current information as a means of informing and updating community members and/or access to city email.

6. The expansion of administrative facilities and capital equipment purchases should be included in a capital improvement/equipment program in view of the following:
 - Need for increases in staffing level: utility billing, roadway maintenance, etc.
 - Need for increases in office space for expanded staff and equipment (e.g. maintenance, water/wastewater treatment operator, etc.).
 - Need for increased public/police protection services.
 - Need for increased fire equipment and facilities.
7. The City shall continue to monitor and assess the condition and adequacy of existing municipal structures. The City shall establish long-term solutions to anticipated building/office space needs. Routine maintenance and repair costs should be allotted for in the annual budget. Reconstruction, remodeling and/or construction of facilities should be addressed in a Capital Improvement Plan.
8. The City shall continue to strive to clarify roles, build trust, communicate openly and work productively together at the departmental level and the elected and appointed official level.
9. Informational meetings between the City Council, EDA and Planning Commission to discuss important projects should be held routinely.
10. The City shall provide maximum cooperation and assistance to other public agencies in planning and developing facilities and programs to provide a high level of service and avoid duplication of services and/or facilities.
11. New municipal and administrative constructions shall be developed to the same high standards required for the development of private property and shall be subject to review by the Planning Commission and City Council.
12. The City should initiate and organize an annual open meeting with representatives from each City department, elected officials (local and state), representatives from City Boards/Commissions, Osakis, Orange and Gordon townships, Douglas and Todd Counties, School District 213, City Consultants, leaders of active community organizations and other representatives as appropriate. The purpose of the meeting is to share information, build rapport and update each other on issues, plans and goals at the forefront for the following six-month period.
13. City leaders shall strive to lead all staff, public officials, residents, neighborhoods, and the business community in recognizing and embracing existing social, racial and economic diversity within the City of Osakis.

PUBLIC UTILITIES

I. INTRODUCTION

This portion of the Comprehensive Plan includes a planning-level review of the:

- Municipal Wastewater Treatment/Sanitary Sewer System
- Municipal Water System
- Municipal Storm Water System; and
- Identifies Public Utilities Policies and Recommendations.

II. SANITARY SEWER SYSTEM

A. Existing Sanitary Sewer System

The City of Osakis's wastewater is supported by a stabilization pond system which was placed into operation in 1965 and reconstructed and expanded in 1985. The Osakis sanitary sewer collection system is illustrated on Map 8-1. The stabilization ponds, located on the southwest side of the community just outside of city limits removes solids, organic compounds, nutrients and pathogens that have a degrading effect on natural water systems. The wastewater after treatment, is discharged into Clifford (Swims) Lake. As of September 2005, the City of Osakis provided service to 771 accounts, of which approximately 88% are residential 1% are institutional and 11% are commercial/industrial.

The wastewater treatment ponds have a capacity of 293,000 gallons per day (average annual flow average 180 day period), peak daily demand of 604,000 gallons per day (GPD) and the average daily demand for the system currently is 161,000 GPD. It is noted that this high peak demand came after a 200-year rain event.

The sanitary sewer collection system includes a network of collection pipes with eight lift stations scattered throughout the City (See Map 8-1).

According to the Public Works Director, approximately 25% of Osakis's wastewater treatment collection system consists of old clay pipes, while the remaining 75% of the pipes are 20 years old or newer. Much of the new pipe is the result of sewer replacement, new residential, commercial and industrial growth and expansion of the system.

There are a limited number of residential units in the city limits (approximately 11) that are currently serviced by individual sewage treatment systems (ISTS) and are also illustrated on Map 8-1. The City has no immediate plans to extend municipal sewer mains to these areas. Minnesota Rules Chapter 7080 governs construction and abandonment of ISTS's. The Douglas County Land & Resource office and Todd County Environmental Services offices are responsible for implementing MN Rules 7080 locally.

B. Future Sanitary Sewer Projections

According to the Public Works Director and City Engineer, each person contributes an average of 101 gallons per day (GPD) or based on the average 2.3 persons per household, 232 gallons per household to the system. Using those assumptions, the available treatment capacity should be expected to serve approximately additional 569 households or 1,308 additional residents based upon the 2.3 persons per household. However, it is known that significant infiltration and inflow (I/I) is jeopardizing available capacity. As of 2005, the City was undergoing a city-wide sanitary sewer study to determine the extent and possible location of inflow and infiltration. Final results of the study are expected in late 2006.

Until the actual I/I into the system is known, the Public Works Director and City Engineer have conservatively estimated that the wastewater treatment ponds will reach capacity after the in a two to five year timeframe. Again these projections do not include capacity required to service new industrial users or commercial (retail/service) businesses nor do they account for the capacity lost due to seasonal weather conditions (rain and snow melts). It is noted that these estimates may change depending upon the type/volume of commercial/industrial users that locate within the community as well as average precipitation levels. An industry that uses high levels of water could consume the majority of the City's existing treatment capacity. For planning purposes, commercial/industrial properties may contribute 2,000 gallons per acre per day. Industrial growth, as well as actual population growth, should be monitored and sewer capacity allotted to new proposed developments accordingly.

The City currently has a number of residential subdivisions already platted, with approximately 40 vacant platted lots which, if developed with the average of 2.3 persons per household would add 92 residents. Under the current capacity restraints, the City would reach sanitary sewer treatment capacity if all existing platted lots were developed, leaving little or no capacity for new development or annexation.

It is evident that the current treatment facility in Osakis has capacity to accommodate the City of Osakis with extremely restricted growth. Due to infiltration and inflow to the system (I/I), the capacity is limited. While the City is taking steps to address the I/I, the current facilities will not be able to handle the projected population to 2030 without new or expanded facilities.

The City does not have a "Premature Subdivision" section in its Subdivision Ordinance, which allows for the denial of plats if the City is unable to service the area with municipal sewer. Land acquisition, sewer pond design approval and funding through MN Pollution Control Agency may take up to three years. The City should carefully monitor capacity and implement and exercise a premature subdivision clause.

C. Sanitary Sewer Plans

A Comprehensive Sewer Plan has not been developed for the City. A Comprehensive Sewer Plan could assist the City in proactively determining sanitary sewer collection and treatment system issues and needs as the City grows as well as assist in planning for future capital expenditures.

As previously noted, the City does have areas where infiltration and inflow (I/I) occurs into the sanitary sewer system and is currently studying the extent and location of infiltration and inflow. The City may need to address the I/I through the type of manhole used, testing of all new sanitary sewer lines, prohibition and elimination of foundation lines to the sanitary sewer system, replacement of older lines and modifications to lift stations to prevent flooding. Once the sanitary sewer study is completed in 2006, the City will need to evaluate a number of options for alleviating the current I/I and take proactive measures to greatly reduce the I/I, where feasible.

There are no design standards for new sanitary sewer system improvements included in the City's subdivision ordinance. The MPCA and 10 States Standards establish and control the sanitary sewer system standards.

D. Maintenance of the Sanitary Sewer System

Generally improvements have been done on an as needed basis to maintain the system. Maintenance of the older clay pipes is done through rodding of a 5 to 7 block area on an annual basis. Areas of low flow within the city are rodded every other year and the areas without manholes are jetted every year. Replacement of mains and lines are coordinated with street and other utility projects.

E. Sanitary Sewer Rates and Fees

Sewer rates effective in 2005 are \$4.04 for the first 1,000 gallons contributed and \$1.54 for every 1000 gallon thereafter along with a \$6.50 user fee per month. The City also charges a \$750 hookup fee at the time of building permit issuance. Rates are based on operational needs while SAC fees are based on estimated costs required to support the construction of trunk facilities to service the new growth. The City of Osakis does not currently have a designed trunk system nor charges SAC fees. The sewer system rates and fees include costs for conveyance and treatment.

Table 8-1 below compares sanitary sewer rates and fees with similar or local political jurisdictions.

**Table 8-1
Comparison City Sewer Rates & Fees**

Area	Residential Sewer Rate	Commercial/Industrial Sewer Rate	Sewer Access Charge (SAC) or hookup	Equivalency (based on average use of 7,000 gal/month)
Osakis	User Fee \$6.50+ \$4.04 1 st 1000 gal; \$1.54 each 1000 gal thereafter		\$300/lot hookup	\$19.72/mo
Ashby	Base Charge \$15.00/mo + \$1.50/1000 gal		\$750 hookup fee	\$25.50/mo/mo
Henning	Base Charge \$18.00/mo + \$1.20/gal @ 1 st 2000 used		none	\$26.40/mo
Alexandria	Base Rate \$14.00/mo + \$3.10/1000 gallons of water used +\$.50 flat charge/mo		\$1000 average/lot SAC \$2500 wastewater expansion fee	\$36.20/mo
Glenwood	Base Charge \$25 + \$1.50/1000 gal		\$300/lot hookup	\$35.50/mo
Long Prairie	Base Charge \$18.00/mo +.0041/cubic feet	Base Charge various \$21.84-\$52.62/mo + .0041/cubic feet	\$50/lot hookup	\$21.84/mo
Sauk Centre	Base Charge \$5.46/mo. +\$4.70/1000 gal		\$545/lot SAC	\$38.36/mo

Capital expenses should be included in a capital improvement fund and paid for through an Enterprise Operating Fund or through the issuance of bonds and repayment from trunk area charges and/or connection fees (SAC).

As a part of new financial reporting requirements, the City may wish to create an itemized inventory of the value of each individual collection main and when each main was placed into service for the purposes of itemizing asset depreciation in conjunction with Government Accounting Standards Board (GASB) 34 directive.

F. Proposed Sewer Facilities

The City has not adopted a capital improvement plan (CIP) for future sewer projects and there are no sanitary sewer related capital expenditures planned. However, it is evident that upgrades

to the sewer system are needed to not only rebuild an aging collection/conveyance system but to accommodate the projected growth. This could be accommodated by increasing the capacity at the ponds or adding primary or secondary treatment facilities. The City may wish to consider the completion of a Comprehensive Sewer Plan which would not only assist the City in determining sanitary sewer collection and treatment system issues but provide recommendations for future facilities to handle the projected growth. The Plan will establish: priority replacements for mains/services; methods of financing (i.e. SAC charges, assessments, user charges) and capacity requirements and orderly improvements.

III. WATER

A. Existing Water System

The City of Osakis's municipal water system serves a majority of Osakis residents and businesses with the exception of two residential private wells. The original supply and distribution system was put into place in 1908.

The City's water system includes municipal wells, storage tanks/towers and treatment facilities. It is noted that the tower located near City Hall is no longer being used. Map 8-2 illustrates the locations of these facilities. The City has two municipal wells. Well No. 1 was placed into operation in 1969 and Well No. 2 was placed into operation in 1946. Osakis draws its groundwater from a groundwater source with the two wells ranging from 114 to 129 feet deep which draw from the Quaternary Buried Artesian aquifer. The Minnesota Department of Health determined in 2004 that the Osakis source of groundwater was not particularly susceptible to contamination. Studies during that year show that no contaminants were detected at levels that violated federal drinking water standards; however, some contaminants were detected in trace amounts that were below the legal limits. Chemically, the City's water is a calcium-magnesium bicarbonate type with iron and manganese concentrations at levels slightly above secondary drinking water standards. The groundwater is chemically suitable for most purposes.

The City's water is treated at the City's water treatment facility which was constructed in 1947. Minor modifications related to operation have been completed on the plant as well as normal maintenance. The water treatment process consists of anthracite filtration for iron and manganese removal and a separate water softening process. Chlorine, fluoride and caustic sodium hydroxide are used to treat the water. The total water hardness is 34 grains (raw). Water is softened through two 85,000 gallon softeners using 25 tons of salt on a monthly basis. The water pressure is adequate at 48-53 pounds per square inch (PSI) and an additional 6 PSI available, if needed.

The pumping capacity of the two wells combined is 1,250 gallons per minute (GPM) with each well capable of pumping 650 GPM. The wells are pumped simultaneously but may be pumped separately if needed. The present average day usage for the existing system (700 connections) as estimated by the Public Works Director and City Engineer is 134,000 GPD which includes a daily softening recharge volume of 22,000 GPD. This is an average of about 83.96 gallons per capita per day (GPCD) with softening and filtered backwash or 70 GPCD without softening, based on an approximate population of 1,596 served by the system. The current maximum daily usage as estimated by the Public Works Director and City Engineer is 247,000 GPD or 155 GPCD which occurs during the watering season. Following are monthly pumping records from 2004 (in 1,000 gallons):

January	4,392 gallons	= 146,000 gpd
February	4,320 gallons	= 154,286 gpd
March	4,752 gallons	= 153,290 gpd
April	5,136 gallons	= 171,200 gpd
May	5,363 gallons	= 173,000 gpd
June	5,496 gallons	= 183,000 gpd

July	5,064 gallons	= 163,355 gpd
August	4,632 gallons	= 149,420 gpd
September	5,472 gallons	= 182,400 gpd
October	5,712 gallons	= 184,260 gpd
November	4,410 gallons	= 142,260 gpd
<u>December</u>	<u>4,119 gallons</u>	<u>= 132,870 gpd</u>
Average		145,630 gpd
		- 11,000 recharge volume = 134,630

As illustrated above, summer months, when lawn irrigation is common, pumping volumes increase.

If a property owner does abandon a private well, the City requires the abandonment of the private well or if the resident or business wishes to retain the private well for irrigation purposes, the line to the house is required to be abandoned. The State Plumbing Code requires a connection to the municipal water system if accessible, unless otherwise permitted by the local authority. The MN Department of Health standards allow residents and businesses to retain a private well system after they connect to the municipal system, provided the private well is in working order and the plumbing to the private well and municipal water system are kept separate.

The City has two elevated storage facilities, an abandoned 85,000 gallon tower and a 200,000 gallon tower, constructed in 1925 and 1996 respectively. The abandoned 85,000 gallon tower is located adjacent to City Hall on Nokomis Street and the other is located at the intersection of Main and 4th Street. The total elevated water storage available for domestic use and fire demand currently is 200,000 gallons. The Ten States Standard recommends a minimum storage capacity equal to the average daily consumption (134,000 gallons/day at peak currently) and adequate capacity to meet all fire demands as determined by the State Insurance Services Offices. Wells can also be considered as contributors to the available storage capacity if both have reliable standby emergency power systems to treat and discharge water to the system during a power outage. Emergency power generation equipment is not presently available at the water treatment plant and at city wells. Standby power could be added at the wells and treatment facility. Existing elevated storage appears to be sufficient for current demand but not for forecasted growth.

A majority of Osakis's existing water distribution system consists of water mains ranging from four to ten inches in diameter. Water main materials vary from PVC (70%) to cast iron and some sand cast iron (30%). Smaller mains (six inches or less) are primarily found within the original townsite in Osakis. The City typically requires six to eight inch mains in residential areas, eight inch mains in commercial and industrial areas and 10 inch lines for trunk lines intended to serve a larger area.

B. Future Water Usage Projections

Based upon present day data, the future water usage requirements for the year 2030 are estimated to be:

Average Day Demand = 619 (2030 pop. estimate increase in population) + 1,596 (existing population served by municipal drinking water system) or 2,215 X 100 (GPCD) = 221,500 GPD.

Maximum Day Demand = 619 (2030 pop. estimate increase in population) + 1,596 (existing population served by municipal drinking water system) or 2,215 X 130 (GPCD) = 287,950 GPD.

According to the Public Works Director and City Engineer, the existing iron filters are designed to handle a maximum capacity of 252,000 GPD or 175 GPM (pumps @ 650x 1,440 =936,000 GPD). The existing softners have a capacity of 82,000 gallons per recharge and are currently recharging 1&1/2 times per day. Additional softner capacity can be gained through additional recharges,

this however, takes 11,000 gallons of filtered water to recharge. Every recharge reduces filter water available for consumption. Based upon the population projections laid forth in this plan, the existing water treatment facilities would not be adequate to handle the anticipated population growth to 2030 and potentially the water distribution system in certain areas.

The "Ten States Standards" published by the Great Lakes Upper Mississippi River Board of State Public Health and Environmental Managers recommend municipal wells have a capacity equal to or exceeding the design maximum daily demand and greater than or equal to the design average day demand with the largest producing well when out of service. The existing wells when operated simultaneously at their maximum capacities are capable of producing a combined total discharge of 1,250 GPM or 1,800,000 GPD or 9000,000 GPD individually. Well capacity is adequate for future growth.

C. Water Utility Plans

A Comprehensive Water Study has not been completed for the City. A Water Study would evaluate the existing municipal drinking water system and areas proposed to be serviced by municipal drinking water, include an evaluation of the existing system, identify proposed routes of water utility extension to future areas and recommend new construction routes and improvements to the existing water system to accommodate anticipated growth.

The City of Osakis has adopted the first phase of a Wellhead Protection Plan. The purpose of a Wellhead Protection Plan is to ensure the current and future safety of the City's drinking water supply and should include the following elements as required by the Minnesota Department of Health:

1. The delineation of the wellhead protection area and the drinking water supply management area.
2. An assessment of the vulnerability of the drinking water supply management area.
3. A review of expected changes to the physical environment, land use and surface and ground water sources.
4. A plan for the management of the wellhead protection area.
5. A plan to monitor the adequacy of wellhead protection measures and a plan to implement the wellhead protection plan.

G. Water Utility Maintenance

The City has implemented a water utility maintenance schedule that includes flushing of hydrants on an annual basis, with dead end water mains flushed annually as well. Various water mains and service line replacement is coordinated with street and other utility projects. Every five years the well pumps are pulled and the screens are televised with mineral and scale deposits removed.

H. Water Rates and Fees.

Water rates effective in 2005 were \$12.00 for the first 1,000 gallons used and \$1.45 for each gallon used thereafter. In addition, the City charged a \$300 hookup fee to developers and no water access fee (WAC). Rates are based on operational needs. Table 8-2 below compares water rates and fees with similar or local political jurisdictions. *Note: Osakis and Henning softens the water and the other cities do not.

**Table 8-2
Comparison City Water Rates & Fees**

Community	Water Rate	Water Access Charge (WAC) or Hookup	Equivalency (based on average use of 7,000 gal/month)
Osakis *water softening	\$12.00/1 st 1000 gal used; \$1.45 each gal thereafter	\$300/per lot hookup fee	\$20.70/mo
Henning *water softening	Base Charge Res\$28.00/mo or Comm \$34.00/mo +\$1.20/gal after 1 st 2000 gal used	none	\$34.00/mo
Ashby	Base Charge \$25.00/mo + \$3.00/1000 gal	\$750/lot hookup fee	\$46.00/mo
Alexandria	Min Base Charge \$8.40/mo, varies by meter size; \$1.59/1000 gal	\$3500/lot WAC	\$19.53/mo
Glenwood	Base Charge \$10.00/mo+ \$2.50/1000 gal	\$300/lot hookup \$250 meter	\$27.50/mo
Long Prairie	Base Charge \$10/mo +.01/ cubic feet	\$50/lot hookup \$100 meter	\$19.36/mo
Sauk Centre	Min Base Charge \$9.07/mo, varies by meter size +\$2.46/1000 gal	\$545/lot WAC \$100 meter	\$26.29/mo

I. Proposed Water Facilities

The City has not adopted a capital improvement plan (CIP) for future water projects. There are no water related capital expenditures planned in the next five year period. Based upon the population projections, it is evident that the current system will not be adequate to accommodate the forecasted growth and facilities will need to be upgraded. The City may wish to explore equipment which will enable the wells to pump and soften simultaneously which would allow for greater capacity. The City may also wish to consider the completion of a Comprehensive Water Plan which would assist the City in determining improvements to the existing water system to accommodate anticipated growth and aid in capital expense planning.

V. STORM WATER UTILITY

A. Existing Storm Water Facilities

Osakis's Storm Water facilities include a combination of storm sewer trunk lines, pipes, channels, manholes, overland drainage ways, catch basins and ponds.

B. Storm Water Plans

As of the drafting of the Comprehensive Plan, the City of Osakis has not adopted a surface water management plan. However, through the course of the development of the Comprehensive Plan, the City has expressed a desire to preserve its natural resources. The City recognizes existing natural resources including its lakes and wetlands.

To protect and perpetuate the City's natural resources and because surface water management planning will be a significant investment, it is recommended the City begin including a comprehensive surface water management plan funding line within a capital improvement program.

The surface water management plan would be used to guide the development and expansion of the City's drainage system in a cost-effective manner that preserves existing water resources. Possible goals of the surface water management plan include, but are not limited to: assessment of the current system; the identification of an ultimate storm drainage system for the entire City; reduction of public expenditures necessary to control excessive volumes and rates of runoff; flood prevention especially those urban in nature; identification of current and future drainage patterns; protection and enhancement of the areas natural habitat; promotion of ground water recharge; definition of all drainage outlets and reduction in erosion from surface flows.

In 2005, the City adopted regulations relating to erosion and sediment control. It is recommended the City also update zoning and subdivision ordinances to include standards pertaining to on-site storm water management and erosion control plan approval processes for all commercial/industrial land disturbing activities and new residential subdivisions.

The development of a surface water management plan should be initiated by the City Council. It is expected the surface water management plan would be developed by a certified engineer and approved by the Department of Natural Resources. Implementation of the surface water management plan would be achieved with assistance from the City Engineer, Planning Commission and City Council.

C. Maintenance of the Storm Water System

Storm water pipes are currently replaced in coordination with other street and utility projects. Storm water ponds, their inlets and outlets are maintained by Public Works staff. Areas included on gravel roads are jetted and vacuumed more frequently as needed and all grates are cleaned after rain events and catch basin sumps are cleaned at the same time.

D. Storm Water Fees

Existing storm water fees per month per parcel are \$1.00 for residential, \$2.50 for duplex and apartments and \$5.00 for commercial users, including daycare facilities.

IV. MUNICIPAL UTILITIES POLICIES AND RECOMMENDATIONS

A. Municipal Utility Objectives

1. Continue to provide quality utility services to Osakis residents and businesses at cost effective rates.
2. Continue to plan for future utility needs and structure rates and fees to ensure future development pays for infrastructure costs needed to support the growth, focusing on SAC, WAC and connection fees.
3. Continue to upgrade existing utility infrastructure as well as plan for future extensions and improvements.

4. Manage and collect storm water to prevent flooding, erosion and contamination/destruction of water bodies, wetlands and native/aquatic species.

B. Municipal Utility Recommendations

1. The City should review and calculate the impact of all proposed development and land subdivision in and adjacent to city limits on the capacity of the existing sanitary sewer system to determine whether the City can provide services requested within a timely manner (i.e. two years).
2. The City should emphasize redevelopment/infill in existing urban areas to maximize existing municipal utilities.
3. The City should continually review the appropriateness of: utility rates, sewer and water availability and connection charges and trunk area charges to determine whether or not said fees are sufficient to provide for future reconstruction and expansion of the system.
4. To avoid duplicate costs the City should coordinate future street construction/reconstruction with needed municipal utility construction and reconstruction.
5. Standard review procedures should be established to ensure all (re) development within the City is in compliance with the grading and storm water management controls outlined in approved surface water management regulations or future plan.
6. The Subdivision Ordinance for the City should be updated to include a "Premature Subdivision" section, which addresses infill policies, adequacy of roads or highways servicing the development, adequacy of storm water management, safe water supply, sewage disposal, support facilities (i.e. police, fire, schools, parks, etc.), consistency with environmental protection policy and consistency with the City's capital improvement program. In addition, the Subdivision Ordinance should be updated to address design standards for utilities to be consistent with any respective comprehensive utility plans adopted by the City.
7. Upon adoption of the Wellhead Protection Plan, development proposals shall be reviewed in accordance with the Plan. Any potentially contaminating land uses sited outside the wellhead protection area.
8. The City shall coordinate extension of municipal sanitary sewer service to areas about to become urban in nature with the extension of municipal sewer service. In addition, the City should plan for the future servicing of parcels currently surrounded by City limits which are currently in the township and served with Individual Sewer Treatment Systems.
9. "Wet industries" or manufacturers which use high levels of water should be encouraged to recycle water, as the capacity of the City's treatment ponds may not be able to service the community or the user may consume a large portion of the city's remaining capacity.
10. The City may wish to consider a policy to reserve a portion of sewer system capacity specifically for the purpose of commercial/industrial development (e.g. 20% of capacity reserved for future commercial/industrial development, based on estimated usage of 2,000 gallons/acre/day) as part of a WWTF expansion project.
11. The City should produce a detailed inventory of City-owned sanitary sewer collection facilities including the value of said assets, the location of said assets, the time each asset was placed into service, the expected life of each asset and the projected timeline

for replacement, reconstruction and/or upgrading. The inventory will be beneficial for capital improvement planning purposes as well as depreciating assets.

12. The City should review assessment policies relative to development review and financing, including but not limited to cost-sharing in conjunction with extension of wastewater collection mains/lift stations in newly developing areas (i.e. City responsible only for over-sizing of mains).
13. During preliminary plat review and/or sketch plan review and prior to approval of a preliminary plat, the City should review and calculate the impact of all proposed development and land subdivision on the capacity of the existing water supply and sanitary sewer systems.
14. The City should examine the impact of private wells on existing and proposed municipal well fields as part of the wellhead protection planning process.
15. The City may wish to update the City Code to require property owners to connect to public water when it becomes available (e.g. within one to two years, continue allowing private wells in urban areas for irrigation purposes only, etc.).
16. To plan for future water supply and storage needs the City should consider the completion of a Comprehensive Water Study.

TRANSPORTATION

I. INTRODUCTION

This Chapter of the Comprehensive Plan includes an overview of various transportation system components within the City of Osakis. The principal components of this section include:

- Functional Classification System of Roadways;
- Analysis of Existing Transportation System;
- Land Use Impact on Future Volumes;
- Local, Regional and State Transportation Plans; and
- Transportation Recommendations.

This element of the Comprehensive Plan is intended to provide guidance for the development of a transportation system that serves the access and mobility needs of the City in a safe, efficient and cost-effective manner. It is important the local transportation system is coordinated with respect to county, regional and state plans and that the system enhances quality economic and residential development within the City.

II. FUNCTIONAL CLASSIFICATION SYSTEM OF ROADWAYS

Roadways are classified based on the type of function they are performing or intended to perform, within and through the City. The purpose of classifying roadways is to ensure they provide access in a safe and efficient manner. The classification assists in designing the appropriate roadway widths, speed limits, intersection control, design features, accessibility and maintenance priorities. Land use and development should be taken into account when planning functional classifications and roadway design. The ideal system is not always possible due to existing conditions, topography or other natural features. The classification system is intended to be used as a guideline and may need to be adapted as actual roadways are developed. The Federal Highway Administration (FHWA) has established detailed criteria for all of the different functional classifications.

Access and mobility are the two of six key elements in transportation planning. Mobility is more important on arterials, which requires limited access points onto the arterial roadway. Access is more important on local roadways, which results in more limited mobility. Other functional design stages include:

- Main movement
- Transition
- Distribution
- Collection
- Access; and
- Termination

As a part of the transportation plan analysis, an inventory of the roadway system is necessary in order to view certain characteristics. A key transportation goal for road authorities is to attempt to balance mobility (through traffic need) and access (abutting property owner need) functions of roadways. The concept of functionally classifying a road system provides some guidance and suggests that a complete system should consist of a mix of various types of roads to best address the needs of a variety of users. Therefore, an ideal system includes major arterials (strictly emphasize mobility), minor arterials (emphasize mobility), collectors (address mobility and limited access) and local (focus on access) streets. Functional classes of the same roadways may vary in different areas and access management guidelines and roadway characteristics differ depending on the nature of the surrounding land use (i.e. urban, urbanizing or about to become urban and/or rural). All street classifications within Osakis are defined as being within an urban boundary (as opposed to urbanizing and/or rural areas). The functional

classification of roadways within the City of Osakis are illustrated on Map 7-1. They are classified as follows: Federal Interstate, Major Arterial, Minor Arterial, Major Collector, Minor Collector, Local Roadway and Rivers and Lakes.

A. Principal Arterials:

Interstate 94 (I-94) is classified as a principal arterial which is located south of the City. Principal arterials connect communities with other areas in the state and other states. Emphasis is placed on mobility rather than land access. Intersections with principal arterials are usually limited and controlled. Direct access to principal arterials from local or residential streets is generally not allowed and should be discouraged. The nature of land uses adjacent to principal arterials is typically of a higher intensity. Principal arterials as described by the Douglas County Comprehensive Plan are typically spaced every 2 to 3 miles for developing areas and about 10 miles in rural areas.

B. Minor Arterials:

There are two minor arterials located within Osakis. Trunk Highway 27 running east and west through the City and Trunk Highway 127 located in the southeastern portion of the City. Like principal arterials, minor arterials emphasize mobility as opposed to land access. Minor arterials generally connect urban service areas in developed communities to areas outside. They typically provide access for medium to short trips. Minor Arterials are generally spaced every $\frac{1}{2}$ to $\frac{3}{4}$ mile apart in metropolitan areas and 1 to 2 miles in developing areas. Minor Arterials are designed to allow traffic to flow at an average speed of 20 to 30 miles per hour during peak traffic times.

C. Major Collector Streets:

The major collector street system facilitates movement from minor arterials and serves shorter trips within the County. Collector streets have equal emphasis on both access and mobility. Collector roads are typically spaced every $\frac{1}{4}$ to $\frac{3}{4}$ mile in fully developed areas and $\frac{1}{2}$ to 1 mile in developing areas. CSAH 3 and CSAH 51 have been identified as a major collector roads.

D. Minor Collector Streets:

Minor collector streets are typically spaced every $\frac{1}{4}$ to $\frac{3}{4}$ mile in fully developed areas and $\frac{1}{2}$ to 1 mile in developing areas. Minor collectors provide supplementary interconnection among growth rural centers and have emphasis on land access. Minor collector streets within the City of Osakis include CSAH 3 south of Nokomis and CSAH 4.

E. Local Streets:

Local streets connect blocks and land parcels. The primary emphasis is on land access. In most cases, local streets will connect to other local streets and collector streets. In some cases, they will connect to minor arterials. Local streets serve short trips at low speeds. Local streets generally occur at every block. Due to the number of local streets, a listing of street names is not included.

III. ANALYSIS OF EXISTING TRANSPORTATION SYSTEM

The existing conditions of the transportation systems are an important consideration in the determination of future needs. Discussion of certain existing elements of the roadway, air and transit systems in Osakis follows.

A. Existing Traffic Counts

The Minnesota Department of Transportation has documented traffic volume information for major roadways within Douglas and Todd Counties, including those within the City of Osakis. Daily volumes, as of 1998, from MnDOT are illustrated in Table 7-1 and shown on Map 7-2.

**Table 7-1
Historic Average Daily Traffic Counts**

Roadway	Location	ADT 1998
CSAH 3	North stretch to Nokomis Street	2,400
State Hwy 27	Westerly from CSAH 3	5,900
Nokomis Street	CSAH 3 to 2 nd Avenue W.	5,000
Lake Street	1 st Avenue E. to 5 th Avenue E.	710
Nokomis Street	1 st Avenue E. to Highway 127	4,000
1 st Avenue E.	Nokomis to intersection of State 127	1,600
Highway 127	CSAH 3 to Nokomis Street	1,350
Highway 27	Nokomis Street to Lake Street	3,200
Highway 27	Lake Street to CR 4	2,750
CR 51	South from Nokomis	1,050
1 st Avenue & Central Avenue	Downtown	580

Source: MnDOT

*Due to road construction road counts were not taken, in 2002.

B. Physical Condition of Roadways

Community survey participants were asked to rank the overall physical condition of roadways within the community, results follow:

Excellent	7%
Good	42%
Fair	24%
Poor	10%

Survey participants were also asked to identify specific priorities for the improvement of roadways within the community. Higher percentages of participants identified a need to improve the following: Main Street East, 8th Avenue East & West, Industrial Park, King Street, Downtown, and West End Oak Street.

C. Transit Service

Rainbow Rider currently provides public transit for Douglas, Pope, Stevens and Traverse Counties with handicapped accessible buses and a volunteer driver program. The service is supported by passenger fares, service contracts, state and federal taxes, sales of advertising space, local county appropriations, and donations and is governed by the Rainbow Rider Transit Board.

Rainbow Rider offers door-to-door service with extra care given to children and senior citizens. Door-to-door service means drivers assist passengers with a steadying arm between the bus and the exterior door of their pick-up and drop-off locations and carry up to three small packages (up to 25 pounds or what can be carried in one trip).

The Rainbow Rider bus fare in the volunteer driver area is the IRS rate \$.485 per mile plus starting in January 2006 \$7.00 admin fee. Children 3-11 travel for half fare when accompanied by an adult, full fare when traveling alone. Children under three are always free and must be

accompanied by an adult. All buses are handicapped accessible and equipped with an infant safety seat, two-way radio and cellular phone.

The community survey indicated most respondents (59%) would not utilize transportation access and services such as bus and/or taxi service if it were available, although 63% thought that others within the community would benefit from access to public transportation.

D. Bicycle and Pedestrian Facilities

With the development of the Central Lakes Trail, as well as its connection to the Lake Wobegon Trail and several other local and regional trails throughout the greater area, much has been completed in recent years to facilitate the transportation needs of bicyclists, pedestrians and snowmobiles. Bicycle and pedestrian facilities, however, are not limited to the development of large, regional trails. Local sidewalk linkages, as well as bicycle lanes, routes and paths all play an important role in the transportation network. Osakis's sidewalks do not cover the entire City but are dispersed in the older, more dense areas of the community. The Subdivision Ordinance does not require the installation of sidewalks and/or trails within new subdivisions. The City should at minimum require sidewalks along collector streets and arterials as well as leading to parks. Sidewalks within the City of Osakis are depicted on Map 7-3. Recommendations relative to bicycle and pedestrian facilities follow below:

- Construct continuous pedestrian facilities along all major streets and highways; these should be direct and interconnect with all other modes of transportation.
- Provide safe, secure and convenient facilities for pedestrians into and within commercial developments (downtown).
- Relate sidewalk design to the function and the anticipated amount of pedestrian traffic. Locate sidewalks to take advantage of views and other amenities, when appropriate.
- Require pedestrian facilities as land is developed based on standards for the street classification.
- Provide ramps and curb cuts throughout the pedestrian system for physically challenged persons.

E. Other Transportation Services

Taxi service is not currently within the City of Osakis and is not anticipated to have the demographics to support this service for some time.

IV. LAND USE IMPACT ON FUTURE TRAFFIC VOLUMES

The analysis of the transportation system of Osakis is primarily concerned with the roadway system since that is the principal element through which people and goods are transported. The preparation of a thoroughfare plan considers many factors including, but not limited to; existing roadways, regional transportation plans (state and county) and future volume projections.

A. Projected Traffic Volumes

The projection of traffic volumes to a future year is highly dependent upon expected development within the City of Osakis and the growth area. Another factor, particularly as it relates to arterial roadways, is the expected increase in through traffic volumes on those facilities. Those volumes, which may or may not have destination within the City, are dependent upon regional and state

growth. Table 7-2 illustrates projected traffic (average trips/day) based upon land use calculations (acreages needed to support growth versus actual acreages included in the growth boundaries) established in Chapter 5 of the Comprehensive Plan.

**Table 7-2
Vehicular Trips Generated By New Development**

Land Use	Assumed Density for Volume Projections	Total Units Assumed	Daily Trip Rate per Unit	Estimated Daily Trips
Residential–Low Density (Single & Two Family Residential, Including Manufactured Homes)	1.87 units per acre	230	9.57/DU	2,201
Residential – High Density*	8.31 units per acre	39	7.0/DU	273
Commercial/Industrial	76 acres	76 acres	55/ac	4,180
Sub Total Additional Trips				6,654
Assume 50 percent of the Highway Commercial Trips are Pass-By or Dual Purpose Trip Types				-3,327
Total Net Additional Trips				3,327

- Assumes 85% of new households low density & 15% of new households high density
- The assumed land use traffic generation is developed by application of trip generation rates in the Institute of Transportation Engineers (ITE) report title Trip Generation, 7th Edition, 2003.

The calculations for the new development assumptions indicate nearly 3,327 additional daily vehicle trips could be generated by projected land uses within the City by the year 2030. Although these trips will be spread out across the entire roadway system, roadways primarily being impacted are expected to include Highways 27 and 127, CSAH 3 and CSAH 51.

Table 7-3 lists traffic counts for specified roadways within Osakis in 1998 compared with those projected for 2018. These numbers should be updated as more recent counts are made available from MnDOT. Counts have been projected out 20 years instead of 30 years for statistical accuracy.

**Table 7-3
2018 Projected Traffic Volumes**

Roadway	Location	2018 Projection	Year 1998
CSAH 3	North stretch to Nokomis Street	4,080	2,400
State Hwy 27	Westerly from CSAH 3	10,030	5,900
Nokomis Street	CSAH 3 to 2 nd Avenue W.	8,500	5,000
Lake Street	1 st Avenue E. to 5 th Avenue E.	1,207	710
Nokomis Street	1 st Avenue E. to Highway 127	6,800	4,000
1 st Avenue E.	Nokomis to intersection of State 127	2,720	1,600

Highway 127	CSAH 3 to Nokomis Street	2,295	1,350
Highway 27	Nokomis Street to Lake Street	5,440	3,200
Highway 27	Lake Street to CR 4	4,675	2,750
CR 51	South from Nokomis	1,785	1,050
1 st Avenue & Central Avenue	Downtown	986	580

Source: Douglas County standard projection rate (1.7). vs. Traffic Analysis Zones (TAZ). Volumes may be higher based on proposed new land uses in this Comprehensive Plan.

B. Access Management

Managing access points along roadways is important in order to maximize the capacity of the roadway and provide safe routes. Access management is increasingly important along collector streets and arterials. Access management is controlled by the City (local collector streets) the County (county roads) and MnDOT (adjacent to state highways). Land use decisions have an impact on the efficiency of the transportation system.

Douglas and Todd Counties have prepared access spacing guidelines for roadways throughout the county. Following are MnDOT recommended spacing guidelines and typical posted speeds:

**Table 7-4
MnDOT Recommended Access Spacing**

Functional Class	Median Treatment	Existing and Proposed Land Use	Typical Posted Speed (MPH)	Full Median Opening Spacing (Miles)	Minimum Signal Spacing (Miles)	Spacing Between Connections (Feet)**
Principal Arterial	Divided	Rural	65	1	1	1320
		Urban	>=45	1/2	1/2	1320
		Urban Core	<45	1/4	1/4	440
	Undivided	Rural	55	NA	1	860
		Urban	>=45	NA	1/2	860
		Urban Core	<45	NA	1/4	440
Minor Arterial	Divided	Rural	55	1/2	1/2	820
		Urban	>=40	1/2	1/2	490
		Urban Core	<40	1/4	1/4	275
	Undivided	Rural	55	NA	1/2	820
		Urban	>=40	NA	1/2	490
		Urban Core	<40	NA	1/4	350
Collectors Highway	Divided	Urban	>=40	1/4	1/4	435
		Urban Core	<40	1/8	1/8	275
	Undivided	Rural	55	NA	1/2	585
		Urban	>=40	NA	1/4	435
		Urban Core	<40	NA	1/8	310

Source: MnDOT

*Distances are based upon spacing between connections (major roads, local public streets and private driveways). Distances are minimum and greater spacing is beneficial.

V. TRANSPORTATION PLANS

The thoroughfare plan for the City in conjunction with the land use plan and other infrastructure plans, provides a guideline for which growth can be accommodated in a reasonable fashion and existing issues regarding transportation can be addressed. Local, regional and state transportation plans follow:

A. Transportation Plans

The City of Osakis has not yet implemented a Capital Improvement Program, which identifies proposed street project within a five-year plan. Local street improvement projects which have been identified as needing consideration in the near future include: reconstruction of Nester, Osage, and Main Streets, 6th Avenue West Extension, Downtown improvement in conjunction with Douglas County including Main and Central Avenue's and reconstruction of CR 3 south in conjunction with Douglas County.

The Douglas and Todd Counties Comprehensive Plan identify transportation issues on a county wide basis to be addressed.

The Douglas County Transportation component calls for the reclassification of roadways as well as addition of roadways throughout the County, although none within Osakis. Improvement projects included on the County 2006-2010 Construction Program include an overlay of CSAH 3 (CSAH 13 to N Co line) in 2006 at an estimated cost of \$500,000. Noted transportation issues within the Douglas County Comprehensive Plan for Osakis are as follows:

- Low bridge clearance on CSAH 3 and First Avenue West;
- Snow traps on TH 27 between Osakis and Alexandria;
- Poor pavement on TH 127 between Osakis and I-94; and
- Lack of continuous east-west routes in Osakis.

Transportation Plans for Todd County include¹:

- Overlay of CR 51, SE of Osakis slated for summer 2006
- Overlay of CR 4 NE of Highway 27 potentially to occur in 2007
- Surfacing of Lake Wobegon Todd County Segment in 2006

There were no transportation issues noted within Todd County likely for the reason that the majority of the City falls within Douglas County.

Future collector streets have been identified on Map 7-4. The location of this collector street has been based on recommended spacing of collector streets, land uses, topography and existing roadways. It is important to note the attached map is for illustrative purposes only and not intended to constitute an official transportation map.

B. Transportation Funding

There are a number of various funding mechanisms available to support transportation projects these include the following:

1. **Federal Funding.** Osakis may apply for federal funds for highways through the Surface Transportation Program of the Federal Highway Trust Fund, through MnDOT's District 4 Area and 3 Transportation Partnership (ATP). Solicitation occurs approximately every two years, with federal funding covering 80% of a project cost. Types of projects funded include highway reconstruction, safety projects, trails which are part of a project, transit and park-and-ride projects.
2. **MSAS System.** The State of Minnesota, through the gas tax and license fees, collects funds to be used to construct and maintain the State's transportation system. Most of the funds collected are distributed for use on the State's Trunk Highway (TH) system, the County State Aid Highway (CSAH) system and the Municipal State Aid Street (MSAS) system. Of the

¹ (Loren Fellbaum, Public Works Assistant Engineer, Todd County, personal communication, February 2006)

funds available they are distributed 62% TH, 29% CSAH and 9% MSAS. When a City's population goes above 5,000 they become eligible to receive a portion of the MSAS funding. According to population projections found in Chapter 3, Demographics, Osakis is not anticipated to reach a population of 5,000 by 2030.

3. **MnDOT Cooperative Funds.** The State of Minnesota has funds available to assist with cooperative projects which increase safety and mobility.
4. **MN Department of Natural Resources Grants.** Various federal and state grants are available for the development or reconstruction of trails. Typically grants require a 50% match and illustration that the trail is not only of local importance but also of regional significance. Grant programs through the DNR for trail projects include the Federal Recreational Trail Grant Program, Regional Trail Grant Program, Outdoor Recreation Grant Program, and Local Trail Connections Program.
5. **Collector and Local Streets.** Developers may be required to fund the entire cost of minor and major collector streets, as well as local streets as a part of their development fees.

VI. Transportation Recommendations.

A number of recommendations for transportation planning are noted throughout this Chapter. Following is a summary of key items:

A. State Highway 27 and County Road 3 Corridors

- The City should promote Highway 27 and CSAH 3 entrances to Osakis as a high-quality, aesthetically pleasing corridors which create a distinctive impression of the City. Quality building materials, limited outdoor storage, preservation of existing environmental features, working with utility service providers to place utilities underground and landscaping should be emphasized.

B. CSAH 3 Corridor

- The City should continue to work with County elected and appointed officials to include CSAH 3 on the County's Capital Improvement Plan to address needed reconstruction to an urban design and potential trails along the roadways when improved.

C. Collector Streets

The location of collector streets promotes orderly development. As development plans are presented to the City, future collector streets should be designed to provide continuity and prudent access to other collector streets and arterials and adhere to the recommended access management guidelines.

In the context of regional transportation planning and to most efficiently provide for the development of future roadways, the City should develop an official future transportation plan and map examining:

- The capacity of existing streets and the timing of improvements/reconstruction based on threshold increases in vehicle trips;
- The projected costs of said improvements/reconstruction;
- Depicting future collector street corridors which reflect spacing guidelines consistent with urbanizing and rural development factors;
- Projected municipal costs associated with the identification of collector street corridors, right of way acquisition, etc.

D. Local Streets

- Local streets primarily function to serve residential neighborhoods and other areas of lesser daily traffic volumes. The extension and/or spacing of future local streets should promote excellent access to lower intensity land uses and discourage excessive vehicle speeds. Local streets should not be used for on-site traffic circulation which should be accommodated off the right-of-way.
- Local streets should be laid out to permit efficient plat layout while being compatible with the area's topography, adjacent roadways, municipal utility plans and environmental constraints.
- As the street system continues to expand, street maintenance such as snowplowing, grading rural roadways, dust coating, routine maintenance, etc. will become increasingly important issues. Additional street construction will either increase contracted labor expenses or necessitate an expansion of the City's services provided by the municipal public works department. Prior to approving proposed subdivisions, consideration should be given to the City's ability to provide municipal services, facilities and equipment for snowplowing, street grading, minor street repair, dust-coating, etc. on either a contracted or staff basis.
- Additional vehicle trips generated by proposed development and dispersed over the existing roadway system shall be examined relative to the capacity of existing roadways to accommodate increased traffic.
- The City should develop a Capital Improvement Plan which contains budgets for new construction, reconstruction and scheduled upgrading of the street system, with scheduled maintenance seal coating and storm sewer cleaning. The City should implement a schedule for roadway maintenance and reconstruction (e.g. seal coating every 4-5 years; complete reconstruction or mill/overlay every 15-20 years; re-grading/conversion of gravel roads; etc.).
- To avoid duplicate costs the City should correlate future road construction/reconstruction with municipal utility construction and reconstruction. In addition, the City should advise private utility service providers of proposed urban subdivisions and/or construction/reconstruction project to ensure efficient construction/repair/replacement of services including natural gas, electrical and telephone facilities.

E. Transit/Alternate Modes of Transportation

- To diminish/prevent congestion, the City should encourage alternate and/or integrated transportation methods which are less dependent on motor vehicles. The City could promote and encourage walking and biking as alternate transportation methods. The City should strive to promote park and ride facilities near Interstate 94 as a means of encouraging car-pooling and ride sharing. As the population ages and diversifies, bus service will become an important amenity in the community and should be promoted. Special attention should be given to improving pedestrian access, movement and crossings to provide both convenience and safety.

HOUSING

The purpose of this chapter is to summarize housing issues within the City of Osakis and establish goals and recommendations to promote a healthy residential infrastructure and furthering a variety of life-cycle housing options. The issues have been identified through:

1. An analysis of City demographics;
2. An evaluation of historical building trends gathered from building permit information on file at the City offices;
3. An evaluation of existing housing conditions gathered through a windshield survey of the City;
4. A review of land use options for housing growth;
5. The comprehensive plan survey and community meeting; and
6. Housing Objectives, Policies and Recommendations.

Suitable housing is a basic need and a key to quality of life. A wide choice of housing styles and price ranges is a major community asset. This section of the Comprehensive Plan includes descriptive data about Osakis's housing stock plus a review of local, regional and national housing assistance programs/resources.

I. HOUSING ISSUES

A. Life Cycle Housing Variety

The housing stock within a community must be responsive to the needs of its residents. Housing needs are not static but change over time as people move through different stages of their lives. Housing needs tend to evolve from: (1) affordable basic units for young people just beginning to enter the workforce to (2) affordable single family units for first time home buyers and young families to (3) move up housing for people with growing families and/or incomes to (4) empty-nester dwellings for persons whose children have grown and left home (5) to low maintenance housing options for aging persons as their ability to maintain their property decreases; and finally to (6) assisted living environments to provide health and medical care to the elderly.

To address the life-cycle needs of residents, it is critical that a community provide a wide range of housing:

- **Types** (i.e. apartment/townhome/condominium rental, townhome/condo/single-family owner occupied, assisted living);
- **Sizes** (i.e. one, two, three bedroom rentals; starter homes; move-up homes; and,
- **Values:** (i.e. efficiency – luxury rental units; starter homes – executive homes).

The development of life-cycle housing works to sustain the community by preventing a polarization of residents in one age or income group. As one generation of residents moves through its life cycle it can move into the housing provided by the previous generation, just as the next generation will move into the housing being vacated.

B. Population Age Characteristics and Available Housing Choices

Population age characteristics and available housing options are essentially interrelated and can be analyzed in terms of correlative trends over time. National demographic trends affecting the housing market at this time are the general aging of the population (increased need for retirement housing/assisted living facilities) and the presence of grand-parents in caregiver roles for grandchildren (an increasingly popular alternative to day care) leading to a delay in the movement from larger move-up homes to empty-nester type housing options.

Osakis’s existing population as described in the Demographic Trends & Assumptions (Chapter 3) reports a median age of 48.8 years. The median age in Douglas and Todd counties are 38.5 years of age and 39.7 years respectively, and the State median age is 35.4 years.

The State Demographer’s Office projects future population by age group at county levels between 2000 and 2030. Projections suggest the fastest growing age groups in the combined Counties are anticipated to be those 65 to 74 years (52.09% increase); 74 to 84 years (49.06% increase) and 85+ years (45.58% increase). Within Osakis the same age groups can be anticipated to be the fastest growing. This will have an impact on the type of housing required in the future. It is also noted that within Douglas and Todd Counties combined the following age groups are anticipated to decline in population: 15 to 19 years (-2.88%).

Table 6-1 illustrates Census data that reflects nearly 48% of households occupying housing units within the community moved in between 1995 and 2000.

**Table 6-1
Osakis Householder by Year Moved In**

Year Household Moved In	Number of Owner-Occupied Units	Percent of Owner-Occupied Units	Number of Renter-Occupied Units	Percent of Renter-Occupied Units	Total Number of Occupied Units	Total Percent of Occupied Units
1999-March 2000	63	13.1	75	41.4	138	20.8
1995-1998	118	24.5	58	32.0	176	26.6
1990-1994	75	15.6	19	10.5	94	14.2
1980-1989	91	18.9	15	8.3	106	16.0
1970-1979	50	10.4	10	5.5	60	9.1
1969 or earlier	84	17.5	4	2.2	88	13.3
Total	481	100	181	100	662	100

Source: U.S. Census Bureau (2000 Statistics)

C. Housing Affordability – Defined

“Affordable Housing” is defined differently by various organizations. The United States Department of Housing and Urban Development generally defines housing as affordable if it costs less than thirty (30) percent of a household’s income. However, HUD’s Section 8 Income Guidelines are the basis for most affordable housing programs. Section 8 guidelines define low and moderate incomes on a sliding scale, depending on the number of persons in the family. For example, a four person household is considered ‘moderate income’ if their family income is 80 percent of the area’s median family income. The 2000 Census reports that the median percent of household income in 1999 that Osakis households spent on mortgages was 20.6%.

The U.S. Census Bureau classifies household and family income differently. Household income is defined as total money received in a calendar year by all household members 15 years old and over. Family income is the total income received in a calendar year by family members related by birth, marriage or adoption. Many households are not families, for example single people living alone or with non-related roommates are considered a non-family household. Median household income is often lower than median family income, however, most housing data references family income rather than household income.

‘Median’ income differs from ‘average’ income. ‘Median’ is created by dividing income distribution data into two groups, one having incomes greater than the median and the other having incomes

below the median. 'Average' income is calculated by adding all incomes together and dividing the total by the number of responses.

The following Tables will compare the City of Osakis and Douglas and Todd Counties' housing affordability data in terms of median household income (Table 6-2) and Osakis and Douglas and Todd Counties in terms of median family income (Table 6-3).

**Table 6-2
Affordable Housing – General Definition
30 Percent of Median Household Income**

Area	Median Household Income	"Affordable" Monthly Mortgage Payment*	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment
City of Osakis	\$29,833	\$746	\$124,250	\$746
Douglas County	\$37,703	\$943	\$157,000	\$943
Todd County	\$32,281	\$807	\$134,500	\$807
State of Minnesota	\$47,111	\$1,178	\$160,542	\$1,178

Source: U.S. Census (2000 Statistics) *Does not include down payment or taxes and insurance which may be reflected in monthly mortgage payment

**Table 6-3
Affordable Housing – Section 8 Definition**

Area	City of Osakis			Douglas County			Todd County		
	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment
Median Family Income	\$38,864	\$162,000	\$972	\$46,250	\$192,500	\$1,156	\$39,920	\$166,250	\$998
Low income - one person household	\$21,764	\$90,500	\$544	\$25,900	\$108,000	\$648	\$22,355	\$93,000	\$559
Low income - two person household	\$24,873	\$103,500	\$622	\$29,600	\$123,250	\$740	\$25,549	\$106,500	\$639
Low income - four person household	\$31,091	\$129,500	\$777	\$37,000	\$154,000	\$925	\$31,936	\$133,000	\$798
Very low income - one person household	\$13,602	\$56,500	\$340	\$16,188	\$67,500	\$405	\$11,178	\$46,500	\$279
Very low income - two person household	\$15,546	\$64,750	\$389	\$18,500	\$77,000	\$463	\$12,774	\$53,000	\$319
Very low income - four person household	\$19,432	\$81,000	\$486	\$23,125	\$96,250	\$578	\$15,968	\$66,500	\$399

Source: U.S. Census & Department of Housing and Urban Development for Income. MDG, Inc. calculations of affordable mortgage and rent rates, based on Section 8 definition of affordable. Affordable mortgage based on 6% interest and a 30-year term, with no money down.

Notes: Does not include down payment or taxes and insurance which may be reflected in monthly mortgage payment; "Moderate" income defined here as 80% of median family income for Counties; "Low" income defined here as 50% of median family income for the Counties.

D. Affordable Housing in Osakis

By condensing data in the previous section, it is possible to develop a range of affordability for owner-occupied and rental units in the City of Osakis. Table 6-4 depicts the range of affordability for housing Osakis residents can afford.

**Table 6-4
Range of Housing Affordability – Family of Four Persons**

Group	Owner – Occupied Home Value	Monthly Rental Cost
Affordable for Median Incomes	\$162,000	\$972
Affordable for Moderate Incomes (80% of Median)	\$129,500	\$777
Affordable for Low Incomes (50% of Median)	\$81,000	\$486

It is noted most housing affordability programs and data place emphasis on creating owner-occupied units at 80% of the median family income (moderate income) and, rental units at 50% of the median family income (low income). Since low-income persons are typically renters, the definition of 'low income' is tied to the number of persons in each unit. Therefore, the Comprehensive Plan as of the summer of 2005 will identify "affordable owner-occupied units" as those affordable for moderate income families (80% of median income). Existing and new homes that are 'affordable' will be those between \$81,000 and \$129,500. Affordable rental units are based on 50% of the median income and will be in the range of \$486 per month.

It is important to note the definition of 'affordable' in terms of a dollar amount will change as the cost of living increases and interest rates change. Therefore, the City should periodically review income/housing statistics and update the definition as warranted. Factors such as interest rates will impact housing affordability.

The U.S. Census Bureau reports the actual income distribution in the City in terms of both median household and median family incomes. Income distributions can be compared to affordability standards to determine how many households and families in the City of Osakis may require affordable housing. In Table 6-5, households that may require affordable housing (based on family income) are depicted in the shaded areas.

**Table 6-5
Osakis Family Income Affordability**

Annual Family Income	Number of Families in Category	% of Total	Maximum Sustainable Monthly Rent - Efficiency Apt.	Maximum Sustainable Monthly Rent - One Bedroom	Maximum Sustainable Monthly Rent - Two Bedroom	Maximum Sustainable Home Value
Less than \$10,000	87	13.26%	\$175	\$225	\$250	\$42,000
10,000 – 14,999	77	11.74%	\$263	\$338	\$375	\$52,250
15,000 – 24,999	121	18.45%	\$438	\$563	\$625	\$83,500
25,000 – 34,999	91	13.87%	\$613	\$788	\$875	\$125,000
35,000 – 49,999	127	19.36%	\$875	\$1,125	\$1,250	\$177,000
50,000 – 74,999	100	15.24%	\$1,313	\$1,688	\$1,875	\$260,250
75,000 – 99,999	39	5.95%	\$1,750	\$2,250	\$2,500	\$364,250
100,000 - 149,999	11	1.68%	\$2,625	\$3,375	\$3,750	\$520,500
150,000 - 199,999	3	0.46%	\$3,500	\$4,500	\$5,000	\$728,508
Total	656	100.00%				
Median family income for Osakis in 1999 = \$38,864						

Source: U.S. Census Bureau (2000 Statistics) and MDG Calculations of Approximate Maximum Sustainable Home Value based on 6% interest and 30 year term, at 30% of average family income range.

The U.S. Census data reveals 136 individuals in Osakis are living in poverty (9.1% of the City's population). Within Douglas County, 2,746 people are living in poverty (8.5% of the county population) and within Todd County 3,112 people are living in poverty (12.9% of the county population).

The 2000 Census indicates the median monthly mortgage payment, with select monthly homeowner costs, in the City of Osakis was \$623; the median gross rent per month was \$333. As indicated in Table 6-6, the median value of a home within the City was \$64,300. The median value of a home within the City is significantly lower than those in Douglas County but comparable to homes in Todd County.

**Table 6-6
Estimated Actual Housing Costs**

Area	All Occupied Hsg. Units*	Owner Occupied Median Value	Median Owner-Occupied Units With Mortgage	Median Owner-Occupied Units Without Mortgage	Median Gross Rent
City of Osakis	662	\$64,300	\$623	\$222	\$333
Douglas County	13,276	\$102,300	\$825	\$247	\$411
Todd County	9,342	\$64,400	\$669	\$219	\$346
State of Minnesota	1,117,489	\$122,400	--	--	--

Source: U.S. Census Bureau (2000 Statistics)

The median housing costs including rent and mortgage payments indicate a base of affordable units exist within the City, but fail to consider when owner-occupied units were purchased, average monthly rental payments and number of units available. The 2000 Census indicates 100 vacant housing units within the City; of those 89 were single-family detached structures (89% of structures), two were single family attached structures (2%), six were 2 to 4 unit structures (6%) and the remaining three (3%) units were in mobile homes at the time of Census enumeration. The majority of the vacant units were in buildings built in 1940 or earlier (37 vacant units) or those constructed between 1940 and 1949 (20 units vacant). Units most likely to be vacant contained two bedrooms (39% of all vacant units). The high vacancy appears to be related to the age and condition of the structures.

Many residents have expressed concerns about the rising costs of housing. Housing affordability will continue to be a growing concern. An increase in housing costs is a trend statewide with the metro areas seeing huge increases in the median housing price. Table 6-7 illustrates the increasing median sales price within Douglas and Todd counties, 16.5% and 24.7% increases respectively.

**Table 6-7
Median Sales Price of Existing Housing Units by County**

Area	January 2000 to September 2001	January 2002 to September 2003	Dollar Change	Percent Change
Douglas County	\$105,000	\$123,350	\$17,470	16.5
Todd County	\$60,000	\$74,800	\$14,800	24.7

Source: MN Department of Revenue

Note: Data from arms length sales, includes warranty deed and contract for deed sales.

According to data obtained from Douglas County, within the reporting period from October of 2004 to August of 2004, there were 29 residential sale transactions within the City. The median selling price was \$96,220 with \$24,300 reported as the low and \$276,550 reported as the highest sale price. The median sales price has increased considerably since 1999 at which time the median reported for the 12 month reporting period was \$50,900 with the highest value for \$125,000 and the lowest value sale at \$10,000. There were 35 residential sales occurring in the 1999 reporting period.

While the sale price continues to escalate, the sales data shows that 83% of the sales occurred in a price range that would be considered affordable for moderate incomes (80% of the median) and 65.5% would be considered affordable for persons in the low income range (50% of the median) see Table 6-4.

E. Owner-Occupied Housing Supply

Census 2000 indicates that of the 662 occupied housing units, 481 (72.6%) were owner-occupied units. The majority of owner-occupied housing units are single detached units (93.8%). The owner-occupied segment of Osakis's housing unit supply can be further described in terms of the value of the home (Table 6-8) and the monthly mortgage payment for those with mortgages (Table 6-9).

**Table 6-8
Osakis Owner-Occupied Housing Values**

<u>Value</u>	<u>Number of Units</u>	<u>Percent of Units</u>
Less than \$50,000	117	27.3%
\$50,000-\$99,999	230	53.6%
\$100,000-\$149,999	60	14.0%
\$150,000-\$199,999	22	5.1%
\$200,000-\$299,999	0	0.0%
\$300,000-\$499,999	0	0.0%
\$500,000-\$999,999	0	0.0%
\$1,000,000 or more	0	0.0%
Median Value	\$64,300	n/a

Source: U.S. Census Bureau (2000 statistics)

**Table 6-9
Osakis Households by Monthly Mortgage (if unit mortgaged)**

Monthly Mortgage	Number of Units	Percent of Units
Less than \$300	11	2.6%
\$300-\$499	39	9.1%
\$500-\$699	98	22.8%
\$700-\$999	47	11.0%
\$1,000-\$1,499	36	8.4%
\$1,500-\$1,999	6	1.4%
\$2,000 or more	2	0.5%
Total	239	100.0%

Source: U.S. Census Bureau (2000 Statistics)

F. Rental Unit Supply

Of the total number of occupied housing units (762) in Osakis enumerated in the 2000 Census, 181 (23.7%) were occupied by renters.

A summary of Osakis's multiple-family rental unit supply is listed in Table 6-10. Osakis has a number of various rental units, ranging from apartment complexes, to apartments above commercial stores to single family homes used for rental purposes. Table 6-10 includes apartment buildings with four or more units. According to a phone survey of apartment building managers/owners in August of 2005, rent rates vary, with subsidized and Section 8 units based on tenant income. Osakis's rental buildings include:

**Table 6-10
Osakis Apartment Units**

PROJECT	TYPE OF HOUSING General Occupancy/ Elderly	# of UNITS	BEDROOM MIX				RENT				NUMBER OF VACANCIES	YEAR BUILT
			STUDIO	1 BEDROOM	2 BEDROOM	3 BEDROOM or 2+ Den	EFFICIENCY	1 BEDRIIN	2 BEDROOM	3 BEDROOM or 2 BR+ DEN		
Osakis Community Manor Apartments	Senior 62+ HUD Section 8	24		16	8		Based upon income max. \$330				0	1978
Osakis Townhomes	General	12			9	3						1998
Terrace Heights Assisted Living Apartments	Elderly (assisted living)	20	8	10	2		\$1,856 - \$3,752 dependent on level of care and service				0	1995
West View Assisted Living Apartments	Elderly (assisted living)	25	16	4	5		\$2,226 - \$3,396 dependent on level of care and service				1	2003
Heritage Apartments	General	16		14	2							1984
Shelter Enterprises Apartments	General	17			2							1972
Lakeside Apartments	General											

Source: Telephone survey of rental property managers, August 2005 by MDG, Inc.
Blank information not available upon request.

According to the 2000 Census, most rental units within the City of Osakis were constructed between 1970 and 1979 (33.7% of all rental units), with 16% of the units constructed prior to 1939. Twenty new rental units have been constructed in the past ten years. The City does not have rental or housing maintenance codes in place. A visual survey of rental housing within the City reveal that older rental structures were well kept and in relatively good condition.

II. EXISTING HOUSING STOCK

A. Type of Housing

Osakis's housing stock is a diverse mix of owner-occupied and rental units with a variety of styles, conditions and values. The City's neighborhoods range from densely developed, urbanized streets near the downtown to the stately homes along Lake Street and suburban-style, low density housing within Osakis Properties subdivision. Homeownership is a strong tradition in Osakis and no large scale conversion of single-family homes into apartments appears to be occurring. This helps maintain strength and stability in the City's housing stock.

The existing housing supply in Osakis includes single-family, duplex, townhouse, mobile home and multiple-family units. According to the 2000 Census the make-up of the existing housing stock is as follows:

**TABLE 6-11
Types of Housing Osakis**

	Total	Owner		Renter	
	No.	No.	%	No.	%
Single-family detached	494	451	93.8%	43	23.8%
Single-family attached	14	11	2.3%	3	1.7%
Two-family units	24	7	1.5%	17	9.4%
Three or Four Units	19	2	0.4%	17	9.4%
5 or more units	88	1	0.2%	87	99.8%
Mobile Home	23	9	1.9%	14	7.7%
Total	662	481	100.0%	181	100.0%

Source: U.S. Census Bureau (2000 Statistics)

The average home in Osakis in 2000 could be characterized as follows:

- Single family unit with five rooms
- Worth \$64,300 with a monthly mortgage of \$623 (includes selected owner costs such as sewer, water, and taxes)
- Less than 30 percent of household income goes to monthly mortgage and owner costs
- Built prior to 1969 and heated by utility gas
- One vehicle available

B. Density

As of 2005, the City's zoning ordinance includes one residential zoning district. Within this district single family dwellings require a minimum lot area of 15,000 square feet and two family dwellings require a minimum of 24,000 square feet. The density of development per acre widely varies throughout the City.

Residential development within the City is driven by the availability of utilities. Currently, areas with utilities are almost completely developed. The type of housing which is most in demand – shoreland and family is in short supply within the City. Currently the City has approximately 320 acres of undeveloped land within existing City limits for future residential, commercial and industrial growth. Low-density residential development patterns consume large quantities of land, provide fewer homes, and increase infrastructure expenses for the City. The City should determine if current zoning ordinances will allow for higher density housing to meet the growing demand for housing in City limits. The City should also assess the demand for municipal water and sanitary sewer services in surrounding townships and encourage future development and expansion that meets the needs of the entire community.

C. Building Activity

Historical building permits from 1995 to 2004 were analyzed for new single-family construction permits and new apartment unit construction permits.

Table 6-12 illustrate new apartment construction within the past ten years. Within this timeframe, two projects were constructed, both in 1998.

**Table 6-12
Multiple Family Construction**

Year	Multiple Family Construction in Dollars	# New Units	Average Value Per Unit
1998	\$640,000	8 (townhomes)	\$80,000
1998	\$696,000	12	\$58,000

Source: City of Osakis Building Permits

Multiple-family housing construction has constituted 20% of the total new housing units constructed between 1995 and 2004.

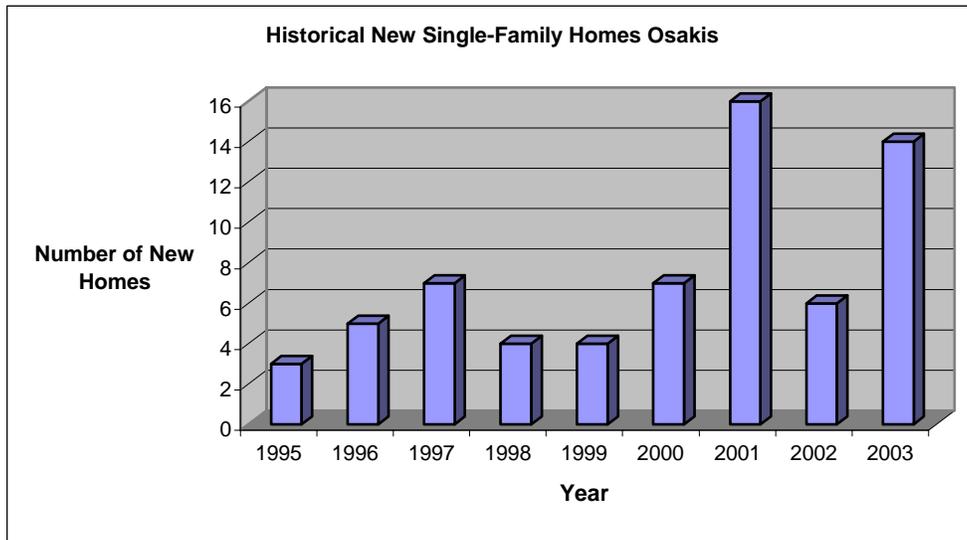
The following table and charts illustrate new single-family home construction trends.

**Table 6-12
Single-Family Housing Construction Summary**

Year	Number	Total Value	Average \$ Value Per Home
1995	3	\$215,000	\$71,667
1996	5	\$278,000	\$55,600
1997	7	\$812,610	\$116,087
1998	4	\$353,500	\$88,375
1999	4	\$434,600	\$108,650
2000	7	\$461,880	\$65,983
2001	16	\$1,336,878	\$83,555
2002	6	\$582,000	\$97,000
2003	14	\$1,336,500	\$95,464
2004	11	\$1,048,300	\$95,300

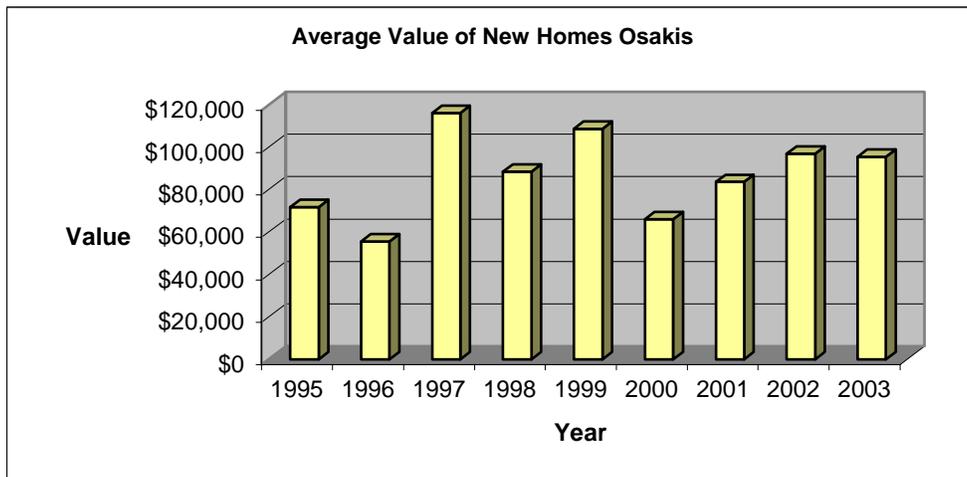
Source: City of Osakis Building Permit Records

Chart 6-1



The number of new single-family homes constructed in the mid to late 1990s was relatively constant with a significant spike in housing construction is noted in 2001 and 2003. This spike corresponds to recent increased growth in Douglas and Todd Counties and decreases in interest rates.

Chart 6-2



The average value of new single-family building permits decreased significantly in 2000 and has slowly increased over the past several years, remaining around \$96,000 for the past couple years.

D. Condition of Existing Housing Stock

The condition of the existing housing stock in Osakis has been documented to be in generally good condition. A windshield survey of various residential areas conducted in August, 2005 reveals that most single-family structures are very well maintained. However, some evidence of deterioration was cited, particularly in home sites in the original portion of the City. The most visible signs of housing investment in the City are Osakis's newer single-family homes.

While not necessarily a determining factor of condition, structure age is a good indicator as to the need to aggressively promote maintenance, rehabilitation and even redevelopment; for as a structure ages, maintenance needs increase. The advanced age of the housing stock in Osakis is a major challenge. Neglected maintenance, especially for older structures, can lead to deterioration that will have a blighting influence to adjacent properties and the entire neighborhood. However, older homes were often very soundly constructed and if well maintained can provide for a very attractive and desired housing demand. Based upon the 2000 Census data, over 41.2% of the owner-occupied housing within the City was built before 1939. This is considerably higher than the statewide average of 25%. The median age of homes within the City was 1949.

The 2000 Census gathered data regarding the structural and facility characteristics of housing within the City of Osakis. According to the Census:

- Two housing units lack complete plumbing facilities.¹
- No housing units lack complete kitchen facilities.
- Fourteen housing units report over 1.01 occupants per room.
- Eight housing units (6 rental, 2 owner-occupied) lack telephone service.
- 227 housing units (198 owner-occupied and 29 renter occupied units) were built prior to 1939.

In 1995 and 2001, the City was awarded a grant from the Small Cities Development Program (SCDP) administered by the MN Department of Employment and Economic Development (DEED). A portion of these grant dollars were to rehabilitate a total of 48 owner-occupied homes in a targeted areas of the City, and assist 12 income-qualified households to purchase new, single-family homes in the Osakis Properties subdivision.

As of the summer of 2005, no extremely blighted areas were found to exist as residential neighborhoods were attractive with a few exceptions noted. In and around the City's downtown core there exist some older and substandard housing. Based upon the age of the City's housing stock, on-going maintenance and rehabilitation efforts are required. Residents should continue to invest in existing neighborhoods and encourage people to maintain their homes and provide assistance to those who are not able to care for their homes properly.

E. Shoreland Development

Most lakeshore within the City has been developed within the exception of public property, which puts increasing pressure on unincorporated areas of the lake and some marginal lands that may feature wetlands and/or poor soils. As retirees begin to move to the area, the City has seen numerous seasonal lake cottages converted to permanent homes. This trend can cause a disparity in tax valuations and dramatically impact water quality and the appearance of the lakeshore. The City should explore this phenomena and determine if current shoreland zoning practices are adequate.

F. Housing Needs

According to the 2000 Census, the City of Osakis has a similar ratio of owner-occupied units to renter-occupied units as Douglas and Todd Counties with 73.2% owner-occupied and 26.8% renter-occupied (77.2% owner-occupied, 22.8% rental in Douglas County and 83.2% owner-occupied, 16.8% renter-occupied in Todd County) and the State of Minnesota (75% owner-occupied, 25% rental).

¹ The U.S. Census data on plumbing facilities were obtained from both occupied and vacant housing units. Complete plumbing facilities include: (1) hot and cold piped water; (2) a flush toilet; and (3) a bathtub or shower. All three facilities must be located in the housing unit for plumbing facilities to be considered complete.

Senior citizens within the community have indicated they desire to live their entire lives within the community, but are concerned they may not have the assistance they need to stay in their home and may not have the transitional housing available once they cannot maintain a large home. The number of senior citizens within Osakis is growing and will continue to grow as was depicted in Chapter 3 of this Plan. Existing senior living facilities may not be able to handle the greater demand for health services and assisted living.

Since the 1990's there continues to be a gap between the value of existing homes and the cost for constructing a new single family house. Housing rehabilitation will be necessary to keep the older housing stock an option for those residents at or below the median income level.

A Housing Study was completed by Community Partner Research Inc. in 2000 for Douglas County. City Officials indicate that an update will be completed in 2006. The City should incorporate this recent data and specific unit needs as it becomes available.

III. COMMUNITY INPUT

Main issues of concern raised by residents and community leaders include the condition of the existing housing stock, the lack of lifecycle housing option for all income and age groups and the concern that there is not enough land available for new residential development with services located within City boundaries.

A community survey performed in conjunction with the updating of this Plan asked what type of housing respondents felt was most needed in Osakis. Results from 70 survey respondents follow. Several respondents selected more than one category:

Number of responses	Type of Housing
29 42%	Affordable
21 30%	Market Rate
2 3%	Luxury

Number of responses	Type of Housing
33 47%	Single Family
19 27%	Senior Living
11 16%	Patio Homes
13 19%	Town Homes
10	Multiple Family
5	Condos
4	Duplexes

In addition to the type of units needed, respondents to the survey indicated they felt the overall condition of the existing housing stock within Osakis is in "good" condition (42%), 7% felt it is "excellent", 24% felt it is in "fair" condition, and 10% rated the housing condition as "poor".

V. HOUSING OBJECTIVES/POLICIES

Objective: Maintain a balanced housing supply with housing available for people at all income levels and unit types which meet the varying life-cycle needs of Osakis residents.

Policy/Recommendations:

1. Maintain zoning and subdivision regulations allowing for the construction of a variety of housing types and price ranges.

2. Create City ordinances that allow planned unit developments that provide a mixture of housing types.
3. Promote the development of multi-family housing units in areas that are physically suited to serve higher densities.
4. Encourage congregate housing facilities to satisfy the needs of less able seniors.
5. Create a “helping hands” volunteer network to provide assistance for seniors to stay in their homes through community-based service.
6. Identify funding sources that allow for affordable development of single- and multi-family units.
7. Examine the potential for collaborations such as Habitat for Humanity.

Objective: Assure that residential growth is orderly and that infrastructure keeps up with demand for new housing within City limits.

Policy/Recommendations:

1. Update the City’s Official Zoning Map to include a variety of Residential Class Zones in appropriate areas.
2. Review the City’s Zoning Ordinance and allowable densities to ensure the ordinances match the desired goals of the City (e.g. providing lots for move up and executive homes and preservation of open space).
3. Require developers to provide water, sanitary sewer, connecting streets and gutters in new developments by Ordinance.

Objective: Promote on-going maintenance of owner-occupied and rental housing units.

Policy/Recommendations:

1. Explore and utilize home-improvement grants and loans to keep homes well-maintained.

Objective: Establish a housing pattern that respects the natural environment while striving to meet local housing needs and the community’s share of the metropolitan area’s housing growth.

Policy/Recommendations:

1. Require the integration of open spaces within residential developments in order to maintain a living environment that is consistent with the City’s vision and guiding principals.
2. Protect the integrity of residential neighborhoods by requiring buffers between neighborhoods and high traffic roads or non-compatible land uses.

Objective: Maintain and improve the character of all aspects of the lake with respect to future residential lakeshore development.

Policy/Recommendations:

1. Support and maintain ongoing shoreland zoning and enforcement, including:
 - a. Requiring on-site stormwater retention and erosion control plans for all new lakeshore development/redevelopment to ensure that stormwater runoff and sedimentation does not enter the lake.
 - b. Ensuring that new development, landscaping or other alterations on lakeshore properties maintains and enhances native trees and vegetation along the shoreline to ensure natural beauty and aquatic habitat.
 - c. Requiring Best Management Practices on all new lakeshore developments to prevent erosion and sedimentation.
 - d. Limiting the amount of grading and filling in the shoreland area.
2. Review and update Shoreland Ordinances.

Objective: Improve access and linkages between housing, employment and retail centers in Osakis.

Policy/Recommendations:

1. Encourage developers to provide recreational trail connections and wildlife corridor in new residential subdivisions.

VI. RESOURCES

The programs listed below are currently in use or are available and may be used in the City as market factors allow, assisting the City in implementing the aforementioned recommendations.

A. Area Housing Organizations

West Central Communities Action, Inc.

WCMA is located within Elbow Lake. The mission of WCMA is "..., a resource agency, is dedicated to reducing the effects of poverty, helping people to achieve self-sufficiency, and improving the quality of rural life." The agency offers a number of assistance programs including providing information, technical assistance and promoting affordable housing. The WCMCA currently serves the counties of Clay, Grant, Douglas, Pope, Steven, Traverse and Wilkin.

Central Minnesota Housing Partnership

The Central Minnesota Housing Partnership (CMHP), located in St. Cloud, is a private non-profit Community Housing Development Organization (CHDO) with a 501(c)(3) designation. CMHP provides information, offers technical assistance, develops and implements affordable housing programs and rehabilitates and develops housing projects. The CMHP currently serves the counties of Aitkin, Benton, Carlton, Cass, Chisago, Crow Wing, Isanti, Kanabec, Mille Lacs, Morrison, Pine, Stearns, Sherburne, Todd, Wadena and Wright.

The CMHP lists the region's housing priorities as:

- Affordable family housing.
- Senior housing in communities where secondary service centers, shopping and medical facilities are nearby.
- Housing opportunities made available and marketed to minority and female-headed households and, individuals and families who are handicapped or disabled.

Douglas County HRA
Todd County HRA

B. Federal Resources

1. Section 8 Certificates and Vouchers: Rent assistance that recipients can take with them when they move, rather than being tied to specific housing. Tenants pay about thirty (30) percent of their income on rent.
2. HOME (the Home Investment Partnership Program): Grant program for state and local governments to acquire, rehabilitate or construct affordable housing for low-income renters or owners.
3. Community Development Block Grants (CDBG): Funds community development efforts, including housing. Local governments that receive funding have wide discretion in its use.
4. The Federal Housing Administration (FHA) and Department of Veterans Affairs (VA): Insures and guarantee loans, which increase housing market access for some families.
5. Rural Housing Service: The United States Department of Agriculture provides rent assistance, direct loans and loan guarantees in rural areas.
6. Low-Income Housing Tax Credits: Federal income tax credits for people or companies that invest in the construction or substantial rehabilitation of rental housing. Developers of rental housing sell the credits to investors. Proceeds from credit sales can cover some of a project's development and construction.
7. Tax Exempt Bonds: Sold by state and local governments. Buyers accept a lower interest payment because it is not taxable income. State and local housing agencies use the bond proceeds to finance mortgages with below market interest rates.
8. Income Tax Deductions for Mortgage Interest and Property Taxes: Provides additional assistance for homeowners.
9. Federal Home Loan Banks: Provides credit to more than 7,600 member financial institutions. Federal law requires the 12 District Home Loan Banks to establish affordable housing and community investment programs, under which the district banks provide low-cost funds for affordable housing and community investment programs.

C. State Resources

Home Mortgages:

1. Minnesota Mortgage Program: Provides mortgages with below-market interest rates to first-time homebuyers through the sale of mortgage revenue bonds.
2. Minnesota City Participation Program: MCPP is part of the Minnesota Mortgage Program, in which MHFA sets aside funds from the sale of mortgage revenue bonds for cities to meet locally identified housing needs.
3. Community Activity Set-Aside: Is a third part of the Minnesota Mortgage Program in which MHFA sets aside funds from the sale of mortgage revenue bonds for lenders, local governments or nonprofit housing providers to meet homeownership needs in their communities.
4. Minnesota Urban and Rural Homesteading: Awards grants to organizations and public agencies that acquire, rehabilitate, and sell single-family homes that are vacant, condemned or blighted to at-risk first-time homebuyers.

Home Improvement and Rehabilitation:

1. The Great Minnesota Fix-Up Fund: Provides home improvement loans with below-market interest rates for low and moderate-income homeowners.
2. Community Rehabilitation Fund: Provides grants to cities for acquisition, rehabilitation, demolition and new construction of single-family homes.

Rental Housing:

1. Low and Moderate Income Rental Program: Provides mortgages and rehabilitation funds for either acquisition and rehabilitation of or new construction of rental housing for low and moderate-income families.
2. Affordable Rental Investment Fund (ARIF): Provides low-interest first mortgages or deferred loans to help cover the costs of acquisition and rehabilitation or new construction of low-income rental housing.
3. ARIF Preservation: Provides deferred loans with no or little interest to federally-assisted rental housing at risk of being converted to market rate.
4. Low Income Housing Tax Credits (LIHTC): LIHTC are MHFA's share of the tax credits allocated to Minnesota.
5. HOME Rental Rehabilitation: Provides grants to rehabilitate privately-owned rental property in order to support affordable, decent, safe and energy efficient housing for lower-income families.
6. Housing Trust Fund: Provides deferred loans without interest for the development, construction, acquisition, preservation, or rehabilitation of low-income rental housing.
7. Rental Rehabilitation Loans: Provides property improvement loans to rental property owners.

D. Other Resources

Local Government Sources:

1. Local Bonds: May be used to assist with financing affordable housing and are available in two types. First, revenue bonds typically finance mortgages and are paid off with mortgage repayments. Second, general obligation bonds are paid off with local tax collections.
2. Tax Increment Financing: Housing or redevelopment districts may be established by local governments to assist eligible housing projects. Local governments capture the property tax revenue generated by the new development and use the captured taxes to help finance the eligible project. Occupants must meet income restrictions for housing TIF districts.
3. Local tax levies: May be used to directly finance affordable housing.
4. Local housing trust funds: Are local revenues dedicated exclusively to housing activities.

Non-Profit Sources:

1. Greater Minnesota Housing Fund: is a nonprofit agency that provides capital funding grants and loans to affordable housing projects in greater Minnesota. Contributions from the McKnight and Blandin Foundations finance the fund

LAND USE

The Land Use Section of the Osakis Comprehensive Plan includes:

- Analysis of existing land uses by type and volume;
- Examination of parcels within existing developed areas which provide an opportunity for land use redevelopment and/or infill;
- Calculation/identification of forecast land use volumes and types to support future growth;
- Future land use plan and policies;
- Staging of annexation and urban growth boundaries; and

I. PURPOSE

The purpose of the Land Use Chapter is to quantify and analyze existing development within the City and surrounding areas and provide guidance for future development and redevelopment. Virtually every policy or decision of the City may affect the way land is used; this makes careful consideration of the City's future land use very important.

Additionally as provided in Chapter Three (Demographic Trends & Assumptions), the City of Osakis is projected to see steady growth over the next two decades. This continued growth will pose many land use challenges. The strain between the demands of an urban community and the agricultural character of the surrounding townships may be at the forefront of this struggle. Although the area surrounding the City is predominantly agricultural, as vacant developable land in the City decreases, urban land uses will continue to extend into the neighboring townships, putting development pressure on the surrounding areas. As residential, industrial and commercial development expands, there will be increased pressure on the City to closely scrutinize land for development. Annexation dynamics will also become increasingly important. This chapter also addresses urban growth areas.

II. LAND USE INVENTORY

A. Inventory By Zoning Classification

The following table illustrates the gross acres of land uses by zoning classification in the City of Osakis in 2006 as depicted on the Official Zoning Map. Please note, Table 5-1 includes calculations only by land use type according to existing broad zoning districts and does not include a detailed breakdown of the types of residential or commercial uses. The 2006 Zoning Map (Map 5-1) is included on the following page. Because the City does not have a historical land use map or previous Comprehensive Land Use Map, the current zoning map has been used in this Chapter as the starting point for examining alternative strategies for future land use.

**Table 5-1
Zoning District Areas**

Zoning District	Gross Acres	Percent of Total City
Residential	806.619	60.87
Commercial	487.095	36.76
Industrial	31.462	2.37
Total	1325.176	100.00

B. Inventory By Existing Land Use

To better analyze and more realistically prepare a future land use map, an existing land use map was created in August and September of 2005 (Map 5-2). Prior to preparing this land use map, a list of land use categories was formulated. These categories reflect uses grouped together that will generally be compatible with each other. They do not reflect the City's existing zoning district categories, but were used as a guide to develop the future land use map. These categories are further discussed below with examples of the type of use or development associated with each. From these categories, a map was prepared using Douglas County Assessor data by parcel for the Douglas County portion of the City and walking and windshield visual and physical surveys in conjunction with the existing land use database for the Todd County portion of the City. Please note, due to the differences in the two counties capacity for parcel based mapping and assessment coding, some generalizations were made for the Todd County portion as parcel specific data was not available for this portion of the City and finite details omitted (i.e. seasonal recreation residential categorized with residential). However, said generalizations do not affect the implication for future land use.

The breakdown according to estimated existing land use at the time of this Comprehensive Plan (September 2005) follows below on Table 5-2.

**Table 5-2
Existing Land Use – 2005 Estimates**

Land Use Category	Gross Acres	Percent of Total City
Rural/Agricultural	472.693	35.61
Low Density Residential	331.095	24.95
Multi-Family Residential	13.087	0.99
Commercial	69.087	5.21
Industrial	48.627	3.66
Public/Semi-Public	91.357	6.88
Other	120.225	9.06
ROW	181.076	13.64
Total	1,327.247	100.00

Rural/Agricultural

Rural/Agricultural land uses include property that is currently utilized for agricultural purposes and open natural spaces within the City limits of Osakis. This area also can include former farmland that has not been cultivated for many years and is now sitting idle. Although currently agricultural, this land is in the likely path of urban development and may be suitable for residential, commercial or industrial uses in the future when City sewer and water are available. The majority of this land use can be found in the western and southern portions of the City and consists of nearly 36% of the City's landmass.

Low Density Residential

Residential development (up to three units) comprises of 25% of the City's total area. The City's 331 acres of low density residential development is located primarily in the western and northern quadrants of the community, with pockets of residential around the central core. Single-family

homes consume the vast majority of the City's residential land. Seasonal recreation residential and manufactured home residential are also included within this category with seasonal homes situated along Lake Osakis and two mobile home parks located at the intersection of Lake Street and 8th Avenue and south of State Highway 27 and north of Pike Street.

Multi-Family Residential

Multi-Family Residential development includes apartments and other multiple-unit residences. This land use comprises less than 1% of the City's total area. The City's 13 acres of multi-family residential land is located throughout the community, with the larger complexes located along State Highway 27 and County State Highway 3 and others sparsely located near the City's central core.

Commercial

The Commercial areas of the City make up a moderate portion of the City mass. The downtown commercial area is centrally located in the community. The downtown area consists largely of older one to two-story buildings with commercial establishments facing the street. There are very few new commercial structures in the downtown area and there are some vacant spaces. The downtown consists predominantly of small to mid-scale retail and service-oriented establishments. The general commercial areas make up the remainder of the commercial area (retail and wholesale trade, services and entertainment). General commercial uses are concentrated along State Highway 27, Todd County Road 46 and south on First Avenue. The commercial establishments in this area are newer, larger retailers and include highway-oriented businesses such as convenience stores, gas stations and other auto-oriented businesses. Overall, commercial uses comprise 5.21% of the City's total area.

Industrial

The City has a moderate industrial land base consisting of 49 acres, or approximately 3.7% of the City's total area. There is an established industrial park located along State Highway 127 within close proximity and easy access to Interstate Highway 94 and along the former railroad line, which is now the Central Lakes Trail, an all season recreational trail. Industrial locations were originally established due to access to the railroad and highways.

Public/Semi-Public

Comprising 6.9% of the City's total area, public and semi-public land use makes up an important portion of the City's land. This category includes educational, religious, health care, cemetery, government, utility and other public uses. The Osakis Public School is located in the center of the community and other small areas of public space are located throughout the community. Included in this category is also parks and open space with Osage Park located in the north of the City along Lake Osakis and Lions Park situated in the southern portion of the City. A detailed description of each park can be found in Chapter 10. Another major land uses included within this category is the golf course which is located on the eastern side of Faille Lake.

Other Areas

This includes all vacant property that is not available for development, such as public right-of-way, county, state or federal owned property, trail property, water and wetlands. A large part of this category is dedicated to public right-of-way, nearly 14% of the City's total area. This percentage is due largely to the City's grid-like street pattern in the residential districts that make up the bulk of the City, and is not unlike that found in other similarly sized communities. Major highways in Osakis include State Highway 27, which goes east-west through the City and State

Highway 127 which runs through the eastern portion of the City. Another major component of this category includes water bodies. Failla Lake and Stevens Lake lie within the eastern portion of the City. They are some of the prime scenic natural features of the City and efforts to preserve them should be continued and enhanced where appropriate. The remainder of other areas outside of ROW encompasses the remaining 9% of the City's land mass.

II. REDEVELOPMENT/INFILL POTENTIAL

While the amount of vacant land within the area serviced by municipal utilities is modest, the City should emphasize the use of currently available sites within the service area prior to the development of alternative sites. The development of sites within the serviced area will ensure prudent land management, assist in the prevention of 'leap-frog' type development and ensure maximum cost effectiveness for community residents. Additionally, efforts shall be made to ensure proper placement and phasing of urban expansion and the maintenance of existing and future land use compatibility.

The City should focus redevelopment efforts on commercial and residential areas/parcels in the more established areas of the City. To achieve this, the City should:

1. Encourage the removal of existing buildings that have exceeded their useful life or;
2. Encourage or participate in the removal of those which are deemed to have a "blighting effect" upon adjacent properties and/or present nuisance conditions that pose a threat to health and safety of citizens, and
3. Promote appropriate re-uses for under-utilized properties.

The following sites have been identified as future infill or redevelopment sites:

- Industrial areas adjacent to trail
- Vacant parcel adjacent to AJ's restaurant on Central Avenue
- Property located by the water tower adjacent to East Main and 4th Streets
- Commercial area at the intersection of Highway's 3 and 27 (Wither's Building)
- Vacant property at the intersection of West Main and 3rd Streets
- Property located at intersection of Main Street and Central Avenues (Lill's Lot)

IV. FORECAST LAND USE DEMAND

The City of Osakis will need additional land with urban services to accommodate forecasted household and employment growth through the year 2030. Projections of population and households in Osakis identified in Chapter Three of this Plan were developed on the basis of an analysis of local and regional trends and policies, and through the application of economic and demographic principals, with emphasis on the detailed profile of the City developed in this planning inventory. Specific data applied to the projections were the rate of U.S. Census data, residential building permits issued, historical population/household patterns and trends, trends in average household size, and sub-regional migration patterns. The rate and timing of growth within a community are influenced by several factors some of which may be controlled by the City and others over which the City has little or no control. The following are some factors which influence the rate/timing of growth:

<u>FACTOR</u>	<u>AMOUNT OF LOCAL CONTROL</u>
Economy	Very Limited
Availability of Developable Acreage	Some
Presence of Sewer Treatment/Water Capacity	Significant
Zoning Ordinance	Significant
Subdivision Ordinance	Significant
Capital Improvement Plan	Significant

Market conditions will have a major impact on housing types as well as the City progresses toward the year 2030. Interest rates, land/material prices and inflation, gas prices, among other factors will significant impact buyer preferences. Since housing types are difficult to forecast, the land use plan focuses on density rather than housing types. Residential use computation is based on current City indices relative to life-cycle housing and density.

In Chapter Three (Demographic Trends & Assumptions), three different methods of calculating future population estimates were employed, with an average of the three methods and the MN Demographer's estimate used to forecast population in five-year incremental stages over the next twenty years.

Table 5-3 illustrates the estimated population and household growth expected in Osakis through 2030. This is exclusive of land which may be annexed that is already developed with residential households.

**Table 5-3
Summary of Population Projections**

Year	Method of Calculating Population Projection					Projected Households
	Top Down	Lineal	Exponential	MN Demographer	Average	
2005	1,641	1,690	1,667	1,682	1,670	726
2010	1,720	1,826	1,766	1,825	1,784	776
2015	1,806	1,976	1,866	1,983	1,908	829
2020	1,890	2,143	1,965	2,132	2,033	884
2025	1,968	2,327	2,064	2,285	2,161	940
2030	2,038	2,535	2,163	2,418	2,289	995

*Projected households=Population/2.3 people per household

Table 5-4 illustrates the number of housing units in each of the classifications utilized by the US Census in 2000. Due to the additional growth in housing over the past few years, permits issued since the 2000 enumeration has been added to allow projections to be based on the most recent housing mix statistics.

**Table 5-4
Community Housing Mix**

TYPE	2000 Census		Bldg Permits 2000-2004		
	Owned	Rental	Owned and Rented	Total	% of Total
SF detached	451	43	54	548	63.35%
SF attached	11	3	0	14	2.20%
Two-Family unit	7	17	0	24	5.09%
Triplex/Quad	2	17	0	19	4.51%
5 or more units in structure	1	87	0	88	20.23%
Manufactured Home	9	14	0	23	4.62%
TOTAL	481	181	54	716	100.0%

Future land use needs may be calculated based on densities allowed in Zoning Ordinance or on historic trends. The Zoning Ordinance allows single-family homes to be constructed on a 15,000 square foot lot. However, historically lots were smaller in the original plat of the City. The future land use needs projected in Table 5-5 are based of an average of 15,000 square feet for single-family with 70% of each acre developed and the balance reserved for parks, wetlands, storm water ponds, etc.

**Table 5-5
Projected Residential Density Assumptions**

LAND USE	2005	2005	2005	Percent	Average	2010	2010	2015	2015	2020	2020	2025	2025	2030	2030	Total	Total
	No. of Units	Percent of Units	Acres	of Res. Ac	Density	Est. Units	Acres										
R-1, Single & Two Family Residential, Including Manufactured Homes	618	85.12%	331	96.22%	1.87	43	23	45	24	47	25	48	26	47	25	847	454
R-2, Multiple Family Residential	108	14.88%	13	3.78%	8.31	7	1	8	1	8	1	8	1	8	1	148	18
Total Residential	726	100%	344	100%	2.11	50	24	53	25	55	26	56	27	55	26	995	471

- Based on 2005 Population Projections contained within the Demographic Trends and Assumptions Component (Chapter 4). Assumes the same ratios of R-1, R-2, R-M in the future five year phases.
- Total Single-Two Family units include units identified in the 2000 census (enumerated in 1999) plus single-family building permits issued by the City from 2000 to 2004.
- Total multiple-family housing units includes three or more unit buildings identified in the 2000 census (enumerated in 1999).
- Number of units is based on current ratio single family to multiple family residential units (85/15).

The current ratio of residential to commercial/industrial acreage in the City of Osakis is 75 to 25 percent. If this land use ratio continues, an estimated 76 additional net acres will be needed to support future commercial and industrial growth. The current ratio of commercial to industrial acreage is 60% commercial to 40% industrial. Based on that ratio, 45 gross acres of commercial and 31 gross acres of industrial space will be required to accommodate future growth, at this same ratio, assuming a 20% area is included for right-of-way expansion, storm water ponding etc. The following Table 5-6 represents projected net and gross acreages, which is projected to be used for residential, commercial and industrial land uses through the year 2030. It is noted that the net acreage does not include land needed to support development such as additional right-of-way, utilities and park and open space where the gross calculation does.

**Table 5-6
Net/Gross Acreage Forecasts: Residential, Commercial and Industrial Land Uses**

Land Use	Current Acres- 2005	Total Net Acres 2030	Additional Net Required Acres 2030	Total Gross Acres 2030	Additional Gross Required Acres 2030
Residential Acre Forecast	344	471	127	612	268
Commercial Acre Forecast	69	95	26	114	45
Industrial Acre Forecast	48	66	18	79	31
Total Net Forecast	461	632	171	806	345

- Total acreage based on 2005 City land use acres plus projected land uses based on continuance of current ratios
- Net acreage does not include acreage for parks, ROW and utility needs, gross acreage includes 20% additional acreage for commercial and industrial for ROW, utility etc. and 30% additional for residential for ROW, utility and park/open space

After comparing projected gross acreage demand with vacant developable acreage within the corporate limits (320 acres estimated), it is anticipated an additional 25 acres are needed to accommodate forecast growth. It is important to note that future growth boundaries should be larger than the 345 acres projected as portions of land in the growth boundaries are already developed with rural residential subdivisions and/or businesses located in the township or contain wetlands or creeks. In addition land will be required for public and institutional uses.

VI. FUTURE LAND USE PLAN

A. Planning Compared to Zoning

The Future Land Use Plan was developed as part of the Comprehensive Plan for Osakis. It is an overall growth and development guide for a 25 year period. The Future Land Use Plan (planning) and the Zoning Map (zoning), along with their respective texts, have different yet complementary roles in guiding and regulating land development in Osakis. They should be used jointly to review the merits of a proposed development to ensure that it meets the legal regulations pertaining to land use and complies with the City's goals and policies. The relationship between land use planning and zoning is an important one. Planning is basically the act of planning the uses of land within a community for the future, while zoning is the act of regulating the use of these lands by ordinance.

The differences between planning and zoning are further noted in the following table:

**Table 5-7
Planning & Zoning Differences**

Planning	Zoning
Provides general policies for the City (i.e. attract new businesses to City and provide a mixture of housing).	Sets forth zoning regulations – <u>the law</u> . (i.e. notes location where uses are allowed, setbacks, density etc.)
Flexible, written to be able to respond to changing conditions.	Rigid, requiring formal amendment and details of how to administer.
The Land Use Plan reflects, in general terms, the relationships that ensure compatible land uses and the overall soundness of the Plan.	The Zoning Map is specific in nature. It identifies the zoning classification for each land parcel in the City and allowable uses.
The Plan projects land needs into the future, thus serving as a policy <u>guide</u> for future development.	The Map is updated as soon as a zoning application is approved and reflects current opportunities for development.
The Plan enables government officials to anticipate future public expenditures more effectively. This results in more efficient use of tax dollars.	The Map permits development to occur in accordance with present opportunities and constraints.
Provides a background on the community, issues, goals, citizen desires and potential actions and recommendations.	Deals just with physical development and how to administer the zoning ordinance.
The Plan provides an opportunity for citizens, developers, and affected agencies or governmental jurisdictions to determine the City's goals.	The Map is an official document that is legally binding and reflects the current development potential of land parcels.
Enacted under	Enacted under

B. Future Land Use

Map 5-3 on the following page offers a visual representation of future land use projections. The future land use map has been developed based on:

1. Ability to serve areas with municipal sanitary sewer;
2. Projected land uses for each category to retain a similar ratio of residential to industrial park land as exists in 2005;
3. Tiered land uses with more intense land uses adjacent to arterials and collector streets and more compatible land uses adjacent to each other, as identified as a preferred method versus mixed land uses, in the prioritization survey;
4. Land topography and natural resources; and
5. Community input in the process through surveys, community input meeting and monthly Planning Commission meetings.

An additional Future Land Use map (Map 5-4) provides the future land uses with an overlay of wetlands and a future collector street (discussed in Chapter 7 – Transportation). By identifying potential barriers to development as a part of future land use planning, it is possible to most appropriately determine where development should be located and avoid unintended consequences. This plan and subsequent documentation takes into consideration the land uses that have previously been approved by the City and the land uses encourage compact, contiguous development. It efficiently uses the existing and proposed infrastructure and capital investment.

A future land use plan is only as good as the implementation/official controls that regulate it. If a zoning and/or subdivision ordinance does not reflect the policy recommendations of the Comprehensive Plan, neither document will likely guide rationale development related to community values.

V. FUTURE LAND USE POLICIES

A. Overall Land Use Concept

Osakis is a rural growth center with a distinctive downtown, a growing number of residents, a potential for future highway commercial, a stable employment base and assorted park/recreational opportunities. Participants in the comprehensive planning process have expressed a desire to retain the “small town” atmosphere. The following guiding principals have also been considered:

- *Retain the spirit of a small town.* The goal of retaining the small town atmosphere is included through a logical pattern of future land use in an organized fashion, along with a transportation system to support the various land uses and parks and recreation to offer quality of life amenities.
- *A place for people to gather* – Downtown Osakis historically served as the center or focus of the community. Public participants in the process have expressed a desire to enact stronger aesthetic or building requirements and preserve the downtown for pedestrian traffic oriented businesses versus vehicular traffic oriented businesses. Identifying locations for future highway commercial nodes and adoption of policies relating to the downtown will assist in accomplishing this goal.
- *A well-balanced tax base* – In order to assist with the fiscal health of the City and discourage the future development of a bedroom community for other suburbs with employment offerings, a range of land uses including commercial and industrial have been planned for.
- *A proactive position on future growth* – The future land use plan includes projections and growth boundaries intended to serve the City to the year 2030. As market demands change the plan may need periodic review and updates. The future land use plan has included recommendations to complete comprehensive water, sanitary sewer and storm water management plans and identify future transportation or collector street locations to encourage proactive planning of land uses with infrastructure and the funding of the infrastructure.

B. Residential Land Uses

As noted within this Chapter, it is anticipated an additional 268 acres are anticipated to be required to serve residential growth. The future land use map illustrates an additional 740 acres of land devoted for residential purposes. Policies and objectives for existing as well as future residential areas have been developed to protect the integrity of residential neighborhoods and the character of Osakis. The City currently has one residential zoning district with varying lot size requirements for single-family homes and two-family homes.

Existing Residential Neighborhood Objectives

1. Encourage the continued maintenance and quality of existing neighborhoods.

2. Minimize the development of incompatible land uses adjacent to and traffic through residential neighborhoods.

Existing Residential Neighborhood Recommendations

1. Monitor the quality of housing stock and enforce codes and ordinances relating to outdoor storage, etc. as well as research the desirability of applying for Small Cities Development funds for housing rehabilitation as a means of encouraging on-going maintenance of older housing stock.
2. Discourage through traffic on local residential streets while preserving emergency access by following a transportation plan, which includes a recommended collector street system.
3. Prohibit non-residential land use intrusions into residential neighborhoods and require appropriate buffering and/or screening between non-compatible land uses.
4. Require infill residential units to be compatible in use and scale with the surrounding neighborhood.
5. Continue to upgrade infrastructure such as streets, water and sewer in existing neighborhoods as needed.
6. Restrict home occupations to businesses customarily found in homes which employee only household residents and that do not sell products or services to customers at the premises.

New Residential Neighborhood Objectives

1. Plan residential areas to encourage neighborhood unity and cohesiveness while protecting the integrity of the natural environment and providing access to other community amenities.
2. Provide a variety of life-cycle housing for the diverse needs of the community.

New Residential Neighborhood Recommendations

1. Create additional classes for residential zoning districts to accommodate the variety of housing needs (i.e. low to high density, Mobile Home Residential etc.)
2. Incorporate natural features into new residential neighborhoods while protecting the features through ordinances.
3. Limit access points directly onto arterial streets or collector streets by requiring driveway accesses and lots to front streets within the subdivision.
4. Require the development of parks, trails and/or sidewalks along collector streets to service neighborhoods and provide access to other community amenities such as places of commerce, educational facilities and larger community parks.
5. Plan residential subdivisions while following the comprehensive transportation plan which includes a recommended collector street system to encourage connection of neighborhoods to commercial areas and arterial streets.
6. Consider the changing housing needs of the growing community and review residential housing land areas to accommodate the changing needs and demands.

7. Specific sites for high density residential uses have not been specified on the future land use map. The Planning Commission and Council should consider high density residential land uses in areas designated for medium density residential if they are adjacent to major collector streets, arterials or major arterials, are near community services and/or provide tiered land uses (higher intensity to lower intensity). The City should avoid locating all multiple-family housing in one concentrated area.

C. Commercial Land Uses

Currently the City has 69 acres or 5.21 percent of the City's land inventory is commercial in nature, within its commercial zoning districts. It is projected an additional 45 acres would be needed for commercial expansion, to continue the current ratio of residential to commercial land uses in the future. Commercial land use is planned along County Roads 3, and 127 which could accommodate larger lot developments as well as along Highway 27. A total of 143 acres have been designated as Highway Commercial in the future land use map.

Osakis's downtown commercial area has historically served as the heart of the community. Public input relating to the desire to protect and maintain this central focus occurred during the planning process. Redevelopment of the downtown and planning new commercial areas that provide links and continuity to the downtown were discussed. The future land use map illustrates 32.31 acres of land dedicated for Central Commercial. Due to limited sites available in the downtown for larger uses and those requiring off-street parking, highway commercial areas along Highway 27 also exist and have in recent years expanded. The expansion of commercial areas outside of the downtown is expected to continue as the City grows. The following objectives and policies have been prepared for each unique commercial area. Separate commercial zoning district classes should be created to separate the downtown commercial area and intent with that of general commercial.

Downtown Commercial Objectives

1. Continue downtown Osakis as an important retail center.
2. Promote the expansion of the downtown on sites identified for potential redevelopment.
3. Continue to promote downtown as the center of the community as a focal point for government, community social activities and commerce.
4. Develop a downtown redevelopment plan and coordinate potential funding sources to encourage participation such as a Small Cities Development Grant, low interest loan program and tax incentives.
5. Provide and enhance convenient and aesthetically pleasing parking areas for customers and employees.
6. Promote land uses that will reinforce business synergy.

Downtown Commercial Recommendations

1. Continue to encourage private sector rehabilitation and renovation of existing buildings in the downtown.
2. Encourage the use of upper levels of commercial buildings for office and residential uses.

3. Continue, through the Chamber of Commerce and business organizations, to promote unified commercial and service promotional events to attract customers to the downtown.
4. Monitor traffic and provide safe and convenient access to businesses for vehicular and pedestrian traffic.
5. Require design standards for new and remodeled buildings to ensure the building mass, scale and facades are compatible with existing buildings.
6. Continue to offer on-street parking for business patrons as well as municipal parking lots to accommodate overflow and employee parking. Develop a landscape plan to make the parking lots in the downtown commercial district more aesthetically pleasing while allowing it to remain user friendly and provide an efficient flow of traffic.

General Commercial Objectives

1. Provide commercial areas for businesses which are more vehicle oriented, versus pedestrian traffic oriented, and which require larger sites.
2. Minimize traffic conflicts within commercial areas.
3. Provide linkages between highway commercial areas and the downtown or general business district.

General Commercial Recommendations

1. Link the existing downtown or general commercial district with new expansions of these districts with unique design features including ornamental streetlights, pavers, signage and similar design patterns.
2. Plan future commercial areas with frontage or backage roads that allow access to future areas.
3. Encourage pedestrian connections between commercial areas to allow customers to walk between business areas.

D. Industrial Land Uses

Industrial land uses comprise 49 acres or 3.6 percent of total land uses within the City today. If the City maintains the current ratio of residential to industrial land use mix it is projected that an additional 31 gross acres will be required for industrial expansion. The actual amount of industrial land required will depend upon the size of the industrial user, whether or not land is available at a competitive cost when compared to neighboring communities and other economic factors. The future land use map illustrates a decrease in industrial land from the existing land use map of 6.77 acres. Several areas within the downtown commercial area and adjacent to the Central Lake Trail have been guided on the future land use map for Central Commercial. At the time of this Comprehensive Update, the City and EDA's focus has been on providing technical assistance to new and expanding industries as well as providing financial incentives. The City has an industrial park area included in a state JOBZone, which allows tax incentives to businesses that locate in the park. As lots within the Industrial Park are developed the City should evaluate the need for additional Industrial land.

Industrial Development Objectives

1. Continue, through the City, EDA and Chamber of Commerce, to take a proactive approach to business retention and expansion.
2. Promote quality industrial development that is compatible with the environment and which do not negatively impact the City's infrastructure system such as wastewater treatment ponds.
3. Promote industrial development that pays employees a livable wage.

Industrial Development Recommendations

1. Consider economic incentives for industries that will contribute substantially to the City's tax and employment bases without substantial negative impacts on the City's infrastructure system.
2. Design new industrial areas to minimize impact on environmental features such as wetlands and creeks.
3. Design new industrial areas to discourage industrial traffic from traversing through residential neighborhoods.
4. Minimize the impact of industrial properties on adjacent land uses by requiring additional setbacks, screening and/or fencing and landscaping.
5. Consider requiring landscaping within industrial parks, as a part of the Zoning Ordinance, to improve the aesthetic appeal of the district.

E. Public Land Uses

As of 2005, 91 acres of land were used for public/semi-public uses including the School district property, church property and properties owned by the City including City hall, water tower sites, community center, open space and recreation and miscellaneous parcels. This constitutes nearly seven percent of the total land uses.

Public Land Use Objectives

1. Provide needed public facilities to support current and future growth.

Public Land Use Policies

1. Begin planning and budgeting for future public facilities.
2. Work in cooperation with other public agencies such as the school district to coordinate rather than duplicate public space such as auditoriums, meeting rooms, etc.
3. Provide sufficient land for future public facilities including utility sites and buildings.
4. Retain governmental administrative offices in the downtown commercial district to support the downtown as a focal point for services.

Park and recreational land uses are included in public land. It is projected that 30 additional acres of park and open space are anticipated to be needed to support the 381 additional acres of

land guided for residential development. It is recommended the City plan for a higher ratio of park space to other land uses as parks have been identified as an area to expand to meet the current residential populace as well as future growth.

Park and Recreation Objectives.

1. Expand the quality of life offered by parks and recreational amenities in the City of Osakis as it continues to grow.
2. Retain the small town feel of the City of Osakis.
3. Improve the quality of Osakis's City's parks.
4. Provide park and recreation opportunities for all ages of the population.

Park and Recreation Policies.

1. Require park land dedication and fees to add parks and recreational amenities in new growth areas (recommended 10%).
2. Plan for trail and/or sidewalk connections from neighborhoods to parks and linkages between parks.
3. Develop a capital improvement plan and work with local organizations to upgrade existing parks.
4. Offer park and recreational amenities for all age groups such as playground equipment for children, athletic fields for adults, and passive recreation for seniors.
5. Continue to work with the school district to provide for joint use of school/park facilities.

VI. ANNEXATION AND URBAN GROWTH BOUNDARIES

A. Annexation

As the population increases, it will become necessary to expand City services outside of the current municipal boundaries. To remain healthy, Osakis must be allowed to grow. The benefits of annexation include that of protecting the environment and natural resources, providing a wider variety of housing and commercial options than what low-density, rural zoning can offer, fairly distributing the costs of urban services among all that benefit, providing urban services more efficiently and without costly duplication, and providing sound land use planning practices by using land resourcefully.

State guidelines allow three forms of annexation:

- Automatic
 - Annexation by Ordinance (MN Statute §414.033)
 - Ordered Service Extension (MN Statute §414.0335)
- Negotiated
 - Orderly Annexation (MN Statute §414.0325)
- Contested
 - Unincorporated Land, City/Township (MN Statute §414.031)
 - Concurrent Detachment, City/City (MN Statute §414.061)

Each of these procedures can be used, but only one may apply and be appropriate in any given situation at one time.

Annexation by Ordinance

The City could pursue Annexation by Ordinance should the land to be annexed be urban in character as defined by Minn. Stat. § 414.033. The law defines land as being urban in character if it satisfies one of the following conditions:

- The City owns the land to be annexed.
- The land is completely surrounded by land already within City limits.
- The land abuts the City and the area to be annexed is 60 acres or less, not presently served or capable of being served by available public sewer facilities and all the landowners petition the City for annexation.
- The land is within two miles of the City and has been approved for platting after August 1, 1995, and the platted lots average 21,780 square feet or less.

The City would simply write and pass an ordinance describing the area to be annexed. The ordinance would be filed with the Minnesota Department of Administration, the City Clerk, the County Auditor, and the Secretary of State. This particular method is easy to do when the City works with the township, and the township does not object to the annexation.

Orderly Annexation

Osakis could also annex land by using the Orderly Annexation procedure. This procedure emphasizes negotiation and agreement wherein the City and the township from which the land is to be annexed pass a joint resolution designating the unincorporated land to be annexed. The joint resolution is submitted to Minnesota Department of Administration for approval. This is often the preferred method of annexation because it encourages cooperation between the City and township over the long-term.

Annexation by Petition

Another manner available for acquiring land is Annexation by Petition. This procedure is only utilized if the City cannot annex land using either of the first two procedures. The City would pass a resolution to file a petition with Minnesota Department of Administration to annex the land in question. Sometimes the landowner includes a request to be annexed into the City, which the township may contest. Should the annexation be contested, Minnesota Department of Administration would require that the City and the contesting party meet three times over a 60-day period to resolve any disputes. Should these meetings fail to resolve the contestation, the Department of Administration can require the City and the contesting party to enter mediation and arbitration. Since Annexation by Petition is often considered a hostile form of annexation and can be lengthy and costly for both the City and township, the City should pursue Annexation by Ordinance or Orderly Annexation whenever possible. Annexation by Petition is not a common method of annexation and the Minnesota Department of Administration recommends proceeding with one of the two aforementioned methods, using Annexation by Petition only as a last resort.

B. Urban Growth Area (UGA)

“Urban Growth” is generally defined as residential, commercial or industrial growth that requires additional or expanded services for sanitary sewer, public water supply and storm drainage facilities, parks and police and fire protection. An urban growth area is the land needed to accommodate the estimated urban growth of a community during a specified time period or simply, where the City is expected to grow. The rationale for defining this area is for communities to most efficiently provide public facilities and infrastructure by identifying where development is likely or desired to occur. UGA's help to hold down the costs of public services and facilities, save agriculture from urban sprawl, lead to better coordination of City and

township/county land-use planning and they bring greater certainty for those who own, use, or invest in land at the City's edge.

that Drawing an urban growth area is a joint effort between the City, surrounding townships and respective counties. UGA typically creates an urban growth area that encircles the City. Land in that area is not within the City's corporate limits is under county jurisdiction. But since much of land may be annexed to the City, it is important for the City and county to work together in planning and zoning that area. Usually, the urban growth area is subject to the City's Comprehensive Plan, but the county controls zoning and land use permits there until the area is annexed or becomes developed to urban standards. Cities and counties coordinate planning and zoning in urban growth areas through "urban growth management agreements." Such agreements provide the answers to important questions such as:

- Which local government will administer land-use regulations in the urban growth area?
- How should the growth area be zoned until it becomes urbanized?
- What standards for public services and facilities should be applied there?
- What interim controls should be used to protect the growth area's potential for urban development?

Outside of a joint urban growth management agreement or orderly annexation agreement, State Statutes 462.358, Subd. 1 states, "*A municipality may by resolution extend the application of its subdivision regulations to unincorporated territory located within two miles of its limits in any direction but not in a town which has adopted subdivision regulations; provided that where two or more noncontiguous municipalities have boundaries less than four miles apart, each is authorized to control the subdivision of land equal distance from its boundaries within this area.*" This would require subdivisions within two miles of the City to require compliance with the City's subdivision ordinance including design standards for streets, storm water drainage, etc. This may cause some rural developments to be financially not feasible or minimize development within the two-mile radius. The City of Osakis should at minimum, comment on projects proposed within the township in order to protect roadway corridors and ensure the proposed use is consistent with the proposed future land use map.

The following recommendations have been developed to ensure that Osakis has the ability to grow outside of its boundaries and develop in an orderly manner:

1. Establish open communication with Osakis, Orange and Gordon Townships about growth and annexation issues affecting the area.
2. Develop an evaluation program to determine when a property should be annexed into the City. Although there is vacant land available within the City, higher density developments are likely to occur outside of the City limits as development pressure increases. Higher density developments that have access to City services should be annexed into the City if they meet a certain threshold. Part of the evaluation process should include determining if the properties to be annexed want to be annexed into the City.
3. Develop an orderly growth and annexation plan with Osakis, Orange and Gordon Townships. It is imperative that the City and the townships work in cooperation to ensure that orderly growth occurs in the region and to keep friendly working relationships between the City, county, and townships. The City should focus primarily on *orderly annexation* rather than the other procedures for annexation. The orderly growth and annexation plan should include provisions for property owners that petition to be annexed into the City.
4. Apply zoning and subdivision controls within the two-mile buffer around the City as authorized by Minnesota Statutes. In order to provide City services, particularly sewer treatment access, new development must be at a certain density level. The two-mile buffer acts as an urban

transition zone that provides housing and commercial options at urban and rural densities. Requiring higher density development in the undeveloped areas immediately surrounding the City makes it more efficient to connect City services to the development and to annex the property into the City.

5. Land immediately adjacent to the City limits shall be annexed into the corporate limits prior to development.
6. Annex land as the area is about to become urban or suburban in nature or if surrounded by City limits.

NATURAL RESOURCES

Natural and physical features/attributes of the City of Osakis are simultaneously a bountiful resource and a factor limiting development/redevelopment. Natural Resources in and around Osakis provide the foundation for maintaining a healthy environment, high quality of life and growing sustainably. Osakis's natural resources are one of its greatest assets. Preserving and improving on natural resources will not only continue to provide a base for recreation, but will also help to support the local economy by providing high quality resources from which to draw. Because of increasing affluence and people's growing desire to vacation and reside in areas such as Osakis with high scenic amenities, it is imperative that Osakis plan for the protection of its natural resources.

Within Chapter 3 of this plan (Demographic Trends and Assumptions), it is noted that Osakis is projected to increase 37% in population throughout the course of the next two decades. Much of this growth can be attributed to Osakis's natural amenities. Efforts should be directed toward wetlands and water resources, soils and geology, topography and drainage, wildlife and rare species, natural scenery, forests, prairies, and native plant communities. The concept of sustainable development should provide direction. Sustainable development can be seen as *"development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."* (Minnesota Legislature, 1996.) The perspective of sustainability calls upon us to invest our time and energy in efforts which simultaneously strengthen the environmental, economic and social dimensions of any issue.

This Chapter provides background information on the City of Osakis's physical profile that is intended to assist in guiding growth and preserving natural resources. This chapter includes:

1. A Physical Profile including information on area, climate, topography, waters, watershed, groundwater, vegetation, rare species and soil conditions;
2. Natural Resource Objectives; and
3. Natural Resource Policies/Recommendations.

I. PHYSICAL SETTING

A. Size

The 2000 Census identifies 2.13 square miles of land area with Osakis of which 2.01 is square miles of land and 0.12 square miles is water. Since the 2000 Census the City has not acquired any additional land through annexation.

B. Climate

The climate of Osakis and surrounding Central Minnesota region is characterized by warm, humid summers with severe local storms and occasional tornadoes. The winter seasons are generally cold and relatively dry. The average 30 year annual precipitation for the years 1961 to 1990 has been 27 to 28 inches of water based on data from the State Climatology Office, Division of Waters, Minnesota Department of Natural Resources. Nearly two thirds of Minnesota's annual precipitation falls during the growing season of May through September or 17 to 18 inches of precipitation. The normal precipitation during the months of April through October has been 22 to 23 inches. During late December, January, and early February, temperatures frequently remain below zero. Frost in Minnesota takes place as early as September and ends as late as May. Soil freeze occurs in Minnesota during the late fall and early winter months.

II. LAND RESOURCES

A. Ecologic Framework



**Figure 4-1
Minnesota Ecological
Regions**

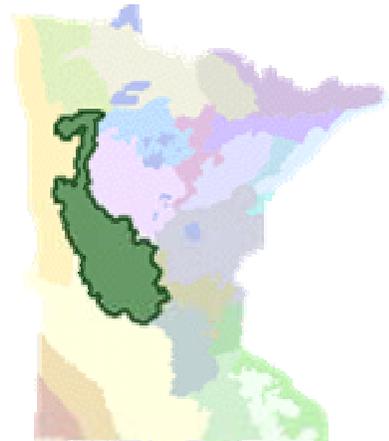
Source: MNDNR

Minnesota includes three of North America's ecological regions or biomes which represent major climate zones which converge: prairie parkland, deciduous forest and coniferous forest. The Ecological Classification System (ECS) is a nationwide system developed to manage natural resources on a sustainable basis. This system integrates climatic, geologic, hydrologic, topographic, soil and vegetation data. Osakis is included within the Eastern Broadleaf Forest province. This province bridges the transition zone between prairie to the west and true forest to the east. Major landforms include lake plains, outwash plains, end moraines, ground moraines, and drumlin fields.

Sections within this province are further defined by the origin of glacial deposits, regional elevation, distribution of plants and regional climate. Minnesota has 10 sub-ecological sections and Osakis lies within the Minnesota and NE Iowa Morainal division. The Alexandria Moraine Complex forms the western and southern boundary of this subsection. The eastern boundary was developed using general landform boundaries and the separation of northern hardwoods presettlement vegetation and dominantly coniferous or aspen-birch presettlement vegetation.

Steep slopes, high hills and lakes formed in glacial end moraines and outwash plains characterize this subsection. Presettlement vegetation included maple-basswood forests interspersed by oak savannas, tallgrass prairies, and oak forests. Much of this region is currently farmed. Tourism is predominant around the lakes.

**Figure 4-2
Alexandria Moraine
Complex
(Hardwood Hills)**



Source: MNDNR

B. Topography and Drainage

Map 4-1 illustrates topography within the City of Osakis. The area features gentle fluctuations in elevation from about 1,330 to 1,380 feet above sea level. Mild variations in the City's topography allow for a diverse array of development possibilities and options. A topographical survey indicates Osakis's terrain is generally flat and conducive to urban development, however, some area of steep slope exist along Lake Osakis, specifically near the Osage Park area and Cemetery. These areas generally are of unique value to the community and function best if allowed to exist in a natural state or exist with limitation on development such that they will not be urbanized or irrevocably altered.

C. Soils

Many of the environmental decisions about using a resource are based on the kind of soil and the ability of the soil to support that resource use. The characteristics of the soils in the Osakis area are examined in order to make proper decisions on the use of the land and to protect the natural environment. Existing soils in the City have been principally responsible for the area’s overall development pattern and may impose limitations or increased sensitivity to future urban development/redevelopment.

An illustration of soils (Map 4-2) within the City of Osakis is included on the following page and is reflective of USGS datum. Soil surveys provided by USGS provide information about erosion rates, depth to groundwater, surface and subsurface (to 5 feet) soil texture, engineering interpretations and suitability for activities such as private sewage treatment, building limitations, and nonmetallic mining sites to name few. This information is invaluable in making water and land resource management decisions. Soils with identical or near identical profiles are grouped into a soil series, normally named for a geographical feature where it was first described. Each series has the same characteristics, regardless of where it is subsequently found. Soil associations, which are described on a general county soils map, are a distinct pattern of soil series in defined proportions. Soil association maps provide an overview of the soils at a county level. These maps can help identify where high runoff or erosion could be expected, or where areas of high or low agricultural potential are likely to be located. These maps are not adequate for detailed planning and site selection of structures or roads. There are two general soil associations in Osakis area, Waukon-Gonvick and Ves-Roliss-Normanina.

The Douglas and Todd County Soil Surveys reveals most surface soils within the City consist of loam with surface soils of black loam and subsoils of brown sandy to clay loam which are, by nature, relatively level, poorly and moderately drained. Runoff, erosion and wetness are the main limitations in use and management concerns.

Table 4-1 reflects data included in the Douglas and Todd County Soil Surveys as illustrated on the “General Soils Map” for each respective County.

**Table 4-1
General Soil Associations – City of Osakis**

Soil Association	Characteristics
Ves-Roliss-Normanina (Todd County)	Nearly level to sloping, well drained, poorly drained, and moderately well drained, loamy soils on ground moraines and till plains.
Waukon-Gonvick (Douglas County)	Well drained and moderately well drained, nearly level to hilly soils formed in loamy glacial till.

D. Vegetation and Rare Species

As of the adoption of the Comprehensive Plan, the Department of Natural Resources had not published a biological survey and respective map. Information related to vegetation and rare species should be included in the Comprehensive Plan as it becomes available.

III. SURFACE WATER RESOURCES

A. Watershed

The term ‘watershed’ refers to the entire physical area or basin drained by a distinct stream or riverine system. Gravity and topography are the two major factors that define a watershed. Watersheds help

review authorities to evaluate the quality and quantity of local water resources. Osakis is contained within the Sauk River Watershed District (SRWD). A map of the SRWD (Map 4-3) is located on the following page. The SRWD extends from the Mississippi River near St. Cloud into the eastern portions of Douglas County to within three miles of Alexandria. The watershed, like the Sauk River, extends in a northwest to southeast direction. The overall watershed is about 75 miles in length with some areas being up to 20 to 30 miles in width.

According to data from the Minnesota Land Management Information Center (LMIC), the Sauk River watershed covers over 667,000 acres or approximately 1,041 square miles across portions of five counties. The portions of counties contained within by the watershed include southeastern Douglas County, northeastern Pope County, southwestern Todd County, northern Meeker County, and the center third of Stearns County. A small portion of the watershed (six acres) is contained within Morrison County.

The SRWD has implemented an Overall Comprehensive Plan which states, "It is the mission of the Sauk River Watershed District to apply our unique abilities and authorities in ways that protect and enhance our watershed's resources for today and tomorrow".

The City requires proposed development maintain compliance with Minnesota Pollution Control Agency standards and local stormwater/erosion control ordinances/procedures.

B. Lakes, Rivers and Streams

Approximately six percent of the City's total land area is comprised of surface waters. Map 4-4 located on the following page is reflective of the public water inventory and national wetland inventory for areas within the City of Osakis. The map illustrates surface water resources. Major surface water features within the City include Lake Osakis, Faille Lake, and Stevens Lake. In addition several protected wetlands exist within and in close proximity to the corporate limits. Surface waters classified by the Minnesota Department of Natural Resources (MNDNR) are subject to shoreland regulations.

Clearly, the Osakis area lakes are an important resource to the community, arguably the centerpiece of the community. Lakes in the City support a high quality of life for area residents and provide thousands of people with a range of recreational opportunities and economic gains.

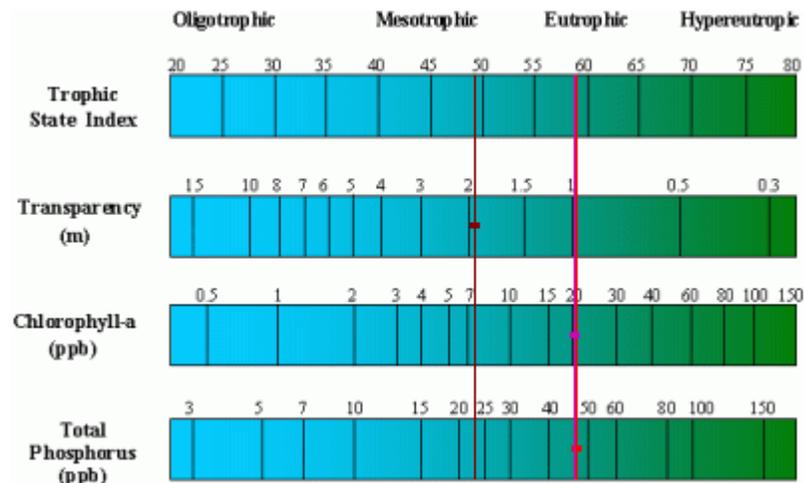
The most notable of the waterbodies within the City is Lake Osakis. Lake Osakis has been a popular destination for decades. The MNDNR has compiled extensive data on Lake Osakis including: lake surveys, lake depth maps, lake water quality data and lake water clarity data (from the Pollution Control Agency), satellite-based water clarity information (from the University of Minnesota), lake notes and fish consumption advice (from the Department of Health). Lake Osakis was **not** included on the MNDNR, Division of Ecological Services *Notice of Waters Identified and Designated as Infested Waters* list published in March of 2005 which cites those lakes infested with Eurasian water milfoil, spiny water flea, zebra mussels, ruffe, white perch or round goby. Lakes Faille and Stevens do not have this detailed information, however, estimated data on Lake Faille including water chemistry is available from the SRWD.

The Clean Water Act requires states to publish, every two years, an updated list of streams and lakes that are not meeting their designated uses because of excess pollutants. The list, known as the 303(d) list, is based on violations of water quality standards and is organized by river basin. A TMDL study identifies both point and nonpoint sources of each pollutant that fails to meet water quality standards. Water quality sampling and computer modeling determine how much each pollutant source must reduce its contribution to assure the water quality standard is met. Rivers and streams may have several TMDLs, each one determining the limit for a different pollutant. The Minnesota Pollution Control Agency (MPCA) is the state agency responsible for protecting Minnesota's water quality. Lake Osakis is included on the most recent TMDL list which was approved in 2004. The

affected use was aquatic recreation and the excess pollutant noted was excess nutrients. According to the MPCA, Lake Faille is proposed to be on the 2006 TMDL list.

According to the SRWD, Osakis Lake (DNR Lake ID number: 77-0215) is considered a non-flowage lake since it a headwater basin and becomes the starting point for the Sauk River. The land area draining to Osakis Lake, or its lakeshed, covers 84,881 acres. With the surface area of the lake is 6,788 acres, the lakeshed to lake surface area is 12.5:1. It is the 40th largest lake in the State. Over the past 30 to 40 years the lake has experienced decreased water quality and increased growth in aquatic vegetation. A diagnostic study in 1993 concluded that without corrective actions further degradation of the water resource would occur.

**Figure 4-3
Lake Osakis Trophic State Index (TSI)
Carson**



Source: MNDNR

As illustrated in Figure 4-3, Lake Osakis is a degraded water body with and overall Trophic status of Eutrophic with TSI ratings as follows: Total Phosphorus: 59, Chlorophyll-a: 59 and Secchi Disk: 49.

Carlson's Trophic State Index (TSI), discussed in Figure 4-2 below is a common means for characterizing a lake's trophic state (overall health) and associating Secchi, chlorophyll-a, and phosphorus measurements. The term "trophic status" refers to the level of productivity in a lake as measured by phosphorous content, algae abundance, and depth of light penetration. The index below shows levels of trophic status.

**Table 4-2
Carlson's Trophic State Index**

TSI < 30	Classical Oligotrophy: Clear water, oxygen throughout the year in the hypolimnion, salmonid fisheries in deep lakes.
TSI 30 - 40	Deeper lakes still exhibit classical oligotrophy, but some shallower lakes will become anoxic in the hypolimnion during the summer.
TSI 40 - 50	Water moderately clear, but increasing probability of anoxia in hypolimnion during summer.

- TSI 50 - 60** Lower boundary of classical eutrophy: Decreased transparency, anoxic hypolimnia during the summer, macrophyte problems evident, warm-water fisheries only.
- TSI 60 - 70** Dominance of blue-green algae, algal scums probable, extensive macrophyte problems.
- TSI 70 - 80** Heavy algal blooms possible throughout the summer, dense macrophyte beds, but extent limited by light penetration. Often would be classified as hypereutrophic.
- TSI > 80** Algal scums, summer fish kills, few macrophytes, dominance of rough fish

The shoreline within the City along Lake Osakis has been almost entirely developed with homes, cabins and resorts, creating the potential to negatively impact the Lake. Development on lakeshores has been shown to increase nutrient levels and increase shoreline erosion which lead to an increase in algae blooms and suspended solids, thereby decreasing water clarity and degrading habitat. Efforts should be made to monitor development related activities the contribute most to degradation of the lake(s) which include removing aquatic and terrestrial vegetation along the shore, increasing impervious surfaces, nitrogen and phosphorus fertilizers, using rip-rap and other harmful landscaping practices and compacting the soils.

C. Wetlands

Wetlands have historically been regarded as obstacles to development rather than areas of intrinsic value. However, it is now generally accepted that wetlands are valuable for storing essential surface waters, stabilizing surface waters to minimize the danger of droughts of floods and supporting wildlife habitat. Wetlands are also the primary method of recharging aquifers ensuring a continued water supply. Wetlands cleanse and purify surface water by removing nutrients and other contaminants from storm water runoff.

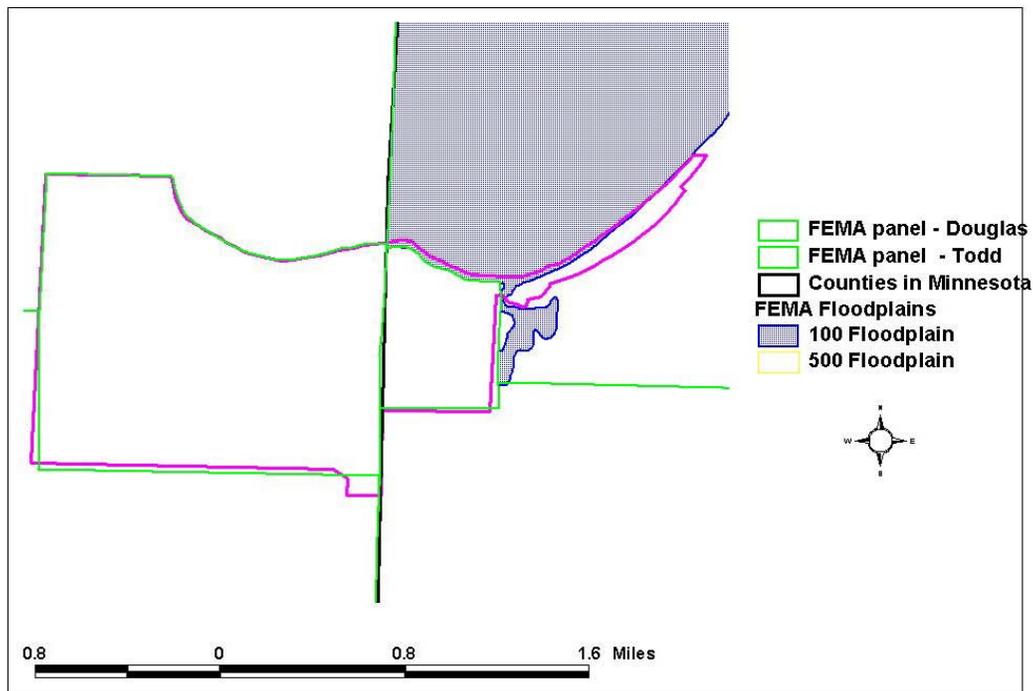
Wetlands are also illustrated on Map 4-4. The source for these data is the National Wetland Inventory (NWI). Wetlands represent approximately 6% of the surface in the study area.

The Army Corps of Engineers and the Department of Natural Resources are ultimately responsible for the overall protection of wetland, however, the Douglas County Soil and Water District is the local governmental unit responsible for implementing wetland protection measures and administers the Wetland Conservation Act (WCA) on behalf of the City.

D. Flood Plains

Until recently, the City did not have any areas designated as Floodplain and consequently is not enrolled in the National Flood Insurance Program (NFIP). However, in 1995 the City annexed a portion of Gordon Township within Todd County that included areas of FEMA Floodplain. These areas are illustrated on Figure 4-4. This situation creates potential issues for the City and homeowners within the annexed territory. If a property owner in that mapped floodplain tries to get a federally-backed mortgage (most mortgage types), or refinance, etc., they would not be able to since they would be required to buy flood insurance and are not able to since the City is not enrolled in the NFIP. As this area develops or as homes are sold, problems are likely to arise as a result. The City should investigate enrollment into the NFIP and adopt regulations for these areas.

**Figure 4-4
City of Osakis (current boundary vs. FEMA floodplain)**



Throughout the remainder of the City are areas which have encountered flooding and the City has taken corrective actions through structural engineering to alleviate flooding potential, however, flood prone areas still exist within the community.

In 1969, the Minnesota Legislature enacted the State Flood Plain Management Act (Minnesota Statutes, Chapter 103F). This Act stresses the need for a comprehensive approach to solving flood problems by emphasizing nonstructural measures, such as floodplain zoning regulations, flood insurance, floodproofing and flood warning and response planning. By law, Minnesota floodprone communities are required to: 1) adopt floodplain management regulations when adequate technical information is available to identify floodplain areas, and 2) to enroll and maintain eligibility in the NFIP so that people may insure themselves from future losses through the purchase of flood insurance. The Department of Natural Resources (DNR) is the state agency with the overall responsibility for implementation of the State Flood Plain Management Act.

E. Water Control Structures

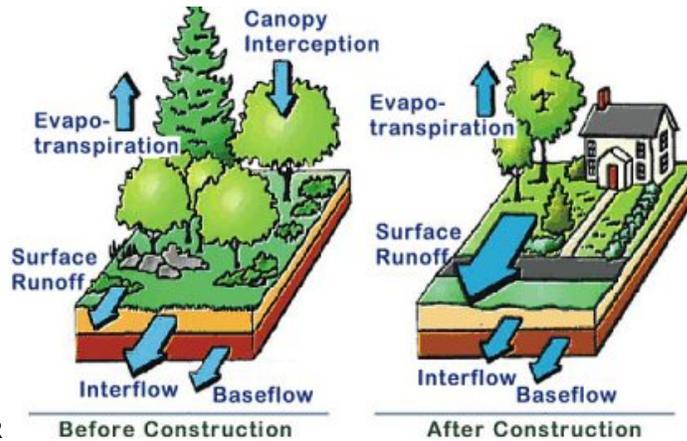
Osakis Lake includes a water control structure which is maintained by Todd County. The MN DNR provides dam safety oversight. In addition to this water control structure and others within the Sauk River Watershed, there are hundreds, perhaps thousands of culverts and box channels that control the flow of surface water throughout the District. These facilities are maintained by the cities, townships and county governments as well as by the Minnesota Department of Transportation (MNDOT).

The presence of culverts, bridges and other water controls structures has a significant influence on flood control. The City has not undertaken a comprehensive inventory of their respective flow control structures and facilities.

F. Local Hydrologic Cycle

Groundwater and surface water are both part of the “hydrologic cycle”. Development has a profound influence on the quality of waters. To start, development dramatically alters the local hydrologic cycle (see Figure 4-5 below). The hydrology of a site changes during the initial clearing and grading that occur during construction. Trees, meadow grasses, and agricultural crops that intercept and absorb rainfall are removed and natural depressions that temporarily pond water are graded to a uniform slope. Cleared and graded sites erode, are often severely compacted, and can no longer prevent rainfall from being rapidly converted into stormwater runoff.

**Figure 4-5
Local Hydrologic Cycle**



Source: MNDNR

The situation worsens after construction. Roof tops, roads, parking lots, driveways and other impervious surfaces no longer allow rainfall to soak into the ground. Consequently, most rainfall is converted directly to runoff. The increase in stormwater can be too much for the existing natural drainage system to handle. As a result, the natural drainage system is often altered to rapidly collect runoff and quickly convey it away (using curb and gutter, enclosed storm sewers, and lined channels). The stormwater runoff is subsequently discharged to downstream waters.

Water Quality is affected by the accumulation of trash, oil and rubber from cars, fertilizers and pesticides applied to lawns, sediment from bare or poorly vegetated ground and other pollutants entering streams, rivers and the Lakes. Inflow of sediment can cloud water, blocking sunlight from submerged plants. Sediment also settles to the bottom of streams, clogging the gravel beds used by fish for laying their eggs. Nutrients, such as phosphorus and nitrogen, from fertilizers enter the water and promote unusually rapid algae growth. As this algae dies, its decomposition reduces or eliminates oxygen needed by fish, shellfish, and other aquatic life for survival.

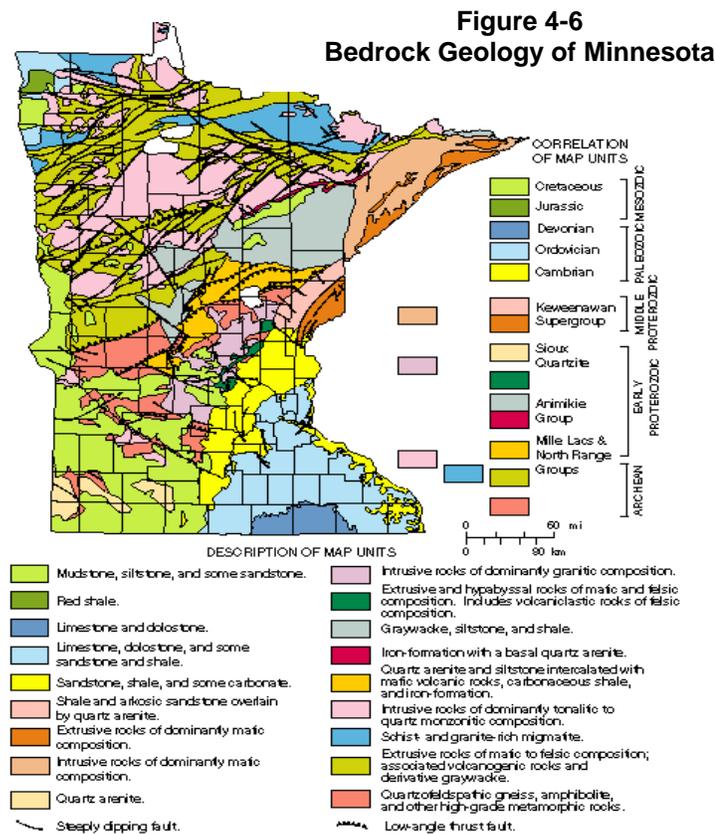
IV. GROUND WATER RESOURCES

A. Geologic Framework

Subsurface geology and groundwater are important considerations for all communities as they are the source of potable (i.e. drinkable) water. Hydrogeology is the study of the interrelation of subsurface geology and water. Because the consequences of human actions and forces at work above ground have a direct impact upon our ground water resources it is important to consider hydrogeologic resources.

As shown in Figure 4-6, geologic conditions vary greatly in different parts of Minnesota. The Sauk River Watershed District Overall Comprehensive Plan includes the following summary of geologic resources:

“Sauk River watershed is underlain by relatively simple layers of rock and sediment. Metamorphic and crystalline basement rocks are overlain by weathered rocks and sediment that are in turn overlain by glacial deposits. The stacking of geologic layers reflects the order in which they were formed. The basement rocks were formed over 1.7 billion years ago. The weathered rocks and sediments were deposited on top of the basement rock from 140 to 65 million years ago. Most of the glacial deposits were deposited over these formations during the Quaternary period less than one million years ago. Over the last two million years, there have been approximately 20 large-scale southward advances of the Laurentide Ice Sheet. These major glacial advances have been grouped into four stratigraphic units including the Nebraskan, Kansan, Illinoian and Wisconsinian (listed in order of age from earliest to latest). The most recent advance, the Wisconsinian, has made the most impacts on the watershed in terms of glacial deposits and surface features. The Sauk River watershed is located in a region where glaciers advanced at least four times during the 60,000 years of the Wisconsin glaciation. Many of the hills and plains that make up the existing landscapes in the watershed are the result of several substages of the Wisconsin glaciation with the last advance occurring over 9,500 years ago.”



Source: Minnesota Geological Survey

Hydro geologic conditions also determine how sensitive ground water may be to contamination by chemicals and pollutants introduced at ground level. Sensitivity to pollution is described in terms of the length of time it takes for a drop of water to cycle from absorption into the ground to discharge (removal) from an aquifer. The pollution sensitivity of an aquifer is assumed to be inversely proportional to the time of travel: shorter cycle times may indicate a higher sensitivity, longer cycle times may represent a greater

travel time and increased geologic protection. Contaminants are assumed to travel at the same rate as water.

There are four pollution sensitivity categories: Very High, High, Moderate, and Low. The pollution sensitivity of an aquifer is assumed to be inversely proportional to the time of travel. Very High sensitivity indicates that water moving downward from the surface may reach the ground-water system within hours to months leaving little time to respond to and prevent aquifer contamination. Low sensitivity where it takes decades to centuries for the cycle to be complete may allow enough time for a surface contamination source to be investigated and corrected before serious ground-water pollution develops. It is important to note higher pollution sensitivity categories do not mean water quality has been or will be degraded and low sensitivity does not guarantee that ground water is or will remain uncontaminated. Osakis's soil properties do not contribute to a high pollution sensitivity category as the soil properties are loam over loam. The loam is a balanced mixture of salt, sand and clay.

The Minnesota Pollution Control Agency reports 17 confirmed instances of leaking underground storage tanks (LUST) within the City over the past 15 years. Most files on the sites have been closed as of the drafting of this Plan. The sites are identified in the following table.

**TABLE 4-3
LEAKING UNDERGROUND STORAGE TANK SITES**

Site and MPCA ID#	Address	Release Discovered Date	Product Released	Leak Site Complete Site Closure Date	Contaminated Soils Remaining/Offsite Contamination
The Landing (FDIC) (821)	NE Corner Lake Osakis – CO Rd 10	November 1988	Gasoline, Type Unknown	April 1997	S/No
Community Memorial Home (7408)	410 W Main Street	August 1989	Diesel	March 1996	No/Unknown
Food n Fuel (2301)	Old Hwy 27	February 1990	Gasoline, Unleaded	--	Yes/Yes
Deluxe Oil Co (2651)	Hwy 27 W	March 1990	Diesel	June 1994	No/Unknown
Fishermens Corner (2606)	11 Nokomis Street	June 1990	Gasoline, Regular	August 1992	Yes/Unknown
Osakis Creamery Association (4633)	114 W Main Street	September 1991	Diesel	December 1992	Yes/No
Deluxe Oil Co (4859)	216 Nokomis Street	November 1991	Gasoline, Unleaded	June 1995	Yes/Unknown
Independent School Dist 213 (5472)	500 1 st Avenue	July 1992	Fuel Oil, 1&2	January 1994	No/Unknown
Fertilizer Plant (6197)	4001 State Hwy 127 SE	April 1993	Gasoline, Type Unknown	November 1993	No/Unknown
Blacks Resort (6825)	1202 E Lake Street	September 1993	Gasoline, Type Unknown	September 1994	Yes/Unknown
Fishermens Corner (11009)	11 Nokomis W	October 1997	Gasoline, Type Unknown	December 2000	Yes/Unknown
Jim & Betty's Park (11414)	2270 E Lake Street	May 1998	Gasoline, Type Unknown	June 1998	Yes/No

Food N Fuel Inc. (11575)	300 Nokomis Street W	July 1998	Gasoline, Type Unknown	January 1999	Yes/No
Ironwood Resort (12127)	4490 Smith Lake Road SE	November 1998	Gasoline, Regular	November 1999	S/Unknown
George Residence (12721)	RR 3 PO Box 66	June 1999	Gasoline, Regular	November 1999	S/Unknown
Randalls Phillips 66 (12798)	201Nokomis Street SE	July 1999	Diesel	April 2002	Yes/Yes
Osakis Ready Mix (13563)	207 2 nd Ave E	August 2000	Diesel	April 2002	Yes/Unknown

Source: MN Pollution Control Agency, 2005

Osakis draws its groundwater from a groundwater source with two wells ranging from 114 to 129 feet deep which draw from the Quaternary Buried Artesian aquifer. The Minnesota Department of Health determined in 2004 that the Osakis source of groundwater was not particularly susceptible to contamination. Studies during that year show that no contaminants were detected at levels that violated federal drinking water standards, however, some contaminants were detected in trace amounts that were below the legal limits. Chemically, the City's water is a calcium-magnesium bicarbonate type with high iron and manganese concentrations. The groundwater is chemically suitable for most purposes; however, hardness is a problem in some areas.

The City of Osakis has adopted the first phase of a Wellhead Protection Plan. The purpose of a Wellhead Protection Plan is to ensure the current and future safety of the City's drinking water supply. A map of the wellhead protection area follows on the subsequent page as Map 4-5.

V. AIR, NOISE AND LIGHT POLLUTION

The air quality is also an important and sometimes forgotten issue of importance for communities; air pollution is increasingly a regional and global problem. Pollutants can blow in from cities hundreds of miles away. An air toxic monitoring study was completed by the MPCA (Alexandria test site) from 1996 to 1997 and measured 73 air toxics. The average concentrations of the air toxics were compared to health benchmarks. Overall the Alexandria test site rated healthy quality of air. The only compounds which exceeded benchmarks in Alexandria were carbon tetrachloride and formaldehyde which are each contributor to cancer. Most production of carbon tetrachloride was banned in 1997 and levels have been decreasing since. A representative of MPCA¹ indicated that levels of carbon tetrachloride would be expected to be below the 1997 reading. Formaldehyde was above benchmarks at all locations Statewide and continue to be at all monitoring locations. Protection and encouragement of trees within the community can aid in maintaining high air quality.

Residents overwhelming indicated that they wished to retain the small town atmosphere of the community. They value the peace and tranquility of City and the Lake. Visual pollution from light and noise pollution detract from the small town atmosphere. Lighting should not detract from the views of the lake at night and blinking, flashing and bright lights are a nuisance and can easily be controlled through modern advances in lighting which reduce glare and concentrate lighting on-site. Not only can good lighting design and devices control light pollution, they also are more cost efficient and energy efficient. Furthermore, commercial and industrial lighting should not detract from residential uses. Noise ordinances can ensure that noises do not cause nuisances to residents as well.

¹ (Kari Schwerin Palmer, *Environmental Outcomes, MPCA, personal communication, July 2005*)

VII. ARCHEOLOGICAL RESOURCES

The history of a City helps a community define its sense of "place". Historic patterns of development, to a large measure, dictate where a community will grow in the future. History also gives us a window to view the lives of our forbearers and a mirror to reflect their images in our own endeavors.

As time progresses, Osakis may face the loss of more and more of one of its truly non-renewable resources. These resources are the archaeological and historic sites that give the City's modern day residents a tie to the past. Many of these cultural resources are being purposefully demolished or destroyed while others face the natural elements and slowly erode away, some without any knowledge. One threat to these resources is that their significance, or even their existence, is largely unknown. Development, redevelopment, or failure to maintain these sites can diminish or destroy historic and archaeological resources. However, widespread knowledge of archaeological sites can increase the likelihood that they will be disturbed or vandalized. Encroaching development and modernization require the need for preservation of archaeologically and historically significant sites. Because the known, or suspected, historic resources may have no significant relationship to current or likely future uses or activities in Osakis, it is questionable if they will play a role in determining or affecting the City's character. However, State guidelines call for municipalities to review construction or other ground disturbing activity within prehistoric archaeological sensitive and historic sensitive areas.

Osakis lies within the Central Lakes Deciduous Archeological Region of the State and also in an area where there is a medium to high probability of archeological site existence. Site potential is based upon statistical relationships between known sites and environmental factors. Information obtained from the Office of the State Archaeologist (OSA), State Historic Preservation Office (SHPO), and MnDOT indicate the presence of some archaeological sites, however, locations have not been verified and are rather schematic. Areas along the eastern portion of Lake Osakis may warrant review and appropriate coordination with the State Historic Preservation Office (SHPO) as to area sensitivity. For further reference, data is available in the records of SHPO.

VIII. DEVELOPMENT CONSTRAINTS

A review of several natural features has been reviewed in this chapter. It should be noted that several of the natural features identified in this chapter, including but not limited to lakes, soils, wetlands, flood prone areas, potential archeological sites and regionally significant ecological areas, will present constraints to future development. Several of these significant natural features/areas exist in the proposed growth area of the City. Following as Map 4-6 is a map illustrating potential constraints to development. The boundaries on the map are a compilation of floodplain areas, National Wetland Inventory areas, areas of steep slope (based upon Douglas and Todd County Soil Surveys) and DNR Public Waters Inventory data. Field verification was not done to determine wetland existence. It should be noted that further review of these and sites identified is required prior to development. This map is intended to provide a general overview.

IX. NATURAL RESOURCES OBJECTIVES AND RECOMMENDATIONS

Objective: To the extent possible establish a balance between promoting, protecting, enhancing and preserving natural and physical features (including, but not limited to, woodlands, wetlands, soils, steep slopes, surface waters, groundwater) while managing requests for development and redevelopment.

Policy/Recommendations:

1. Encourage efforts to preserve wildlife species including preservation of natural habitat areas and pre-settlement (native) vegetative communities where feasible.
2. Encourage the use of natural resource data/studies for planning and review of development and redevelopment such as soils, topography, groundwater etc.

3. Develop a policy ensuring compliance with approved subdivision grading/drainage plans are maintained. Compliance checks/certifications upon site grading completion, at the time of building permit issuance and immediately prior to issuance of a certificate of occupancy should be considered.
4. Carefully regulate development in areas adjacent to shorelands, wetlands and floodprone areas to preserve these as attractive amenities.
5. Encourage development to conform to the natural limitations presented by topography, soils or other natural conditions.
6. Identify and protect significant scenic areas, open spaces, historic or archaeological sites. Emphasize proper management of open space areas in order to preserve trees, wildlife, pre-settlement (native) landscape communities, floodplain, water quality and similar environmentally sensitive features.

Objective: Protect the quality and use of surface water through support and coordination with the SRWD, County SWCD's, Lake Associations and state and federal agencies.

Policy/Recommendations:

1. Encourage and promote land use practices to protect and improve surface water resources.
2. Require appropriate erosion controls during construction and enforce through a developer's agreement and onsite inspections.
3. Establish a priority listing of water areas to monitor surface water quality and quantity.
4. Complete a detailed inventory of stormwater infrastructure along with other information to develop a hydrologic flow model for management purposes.
5. Evaluate the impact of stormwater runoff on surface water in the City and respective growth areas and determine and develop a Citywide Surface Water Management Plan or proactive implementation of watershed management tools developed by the SRWD, as amended or updated.
6. Enforce existing regulations and develop programs and new regulations where necessary to protect surface water.
7. Support the coordination of planning and implementation efforts between the SRWD, Lake Associations, County Soil and Water Conservation Districts and Land & Resource Management Offices as well as state and federal agencies.

Objective: Protect and preserve groundwater supply and quality through support and coordination with the SRWD, County SWCD's, Lake Associations and state and federal agencies.

Policy/Recommendations:

1. Protect ground resource from contamination through the development and implementation of a Wellhead Protection Plan and other programs.
2. Identify geologically sensitive areas in the City and define the limits and recharge areas of aquifers.
3. Map areas of Leaking Underground Tanks.

Objective: Protect air quality in the City to comply with MPCA standards.

Policy/Recommendations:

1. Review performance standards within the Zoning Ordinance to ensure that they adequately control dust and wind erosion related to land use and development activities.

Objective: Preserve the environment as a sustainable resource to insure both present and future generations a good quality of life.

Policy/Recommendations:

1. Coordinate plans and work with all agencies responsible for the protection and restoration of our environment.
2. Administer and support the state environmental review program (EAW, EIS).
3. Initiate plans to correct any and all abuses and preserve areas critical to the City's way of life (Lake Osakis).
4. Develop an enforcement program that properly enforces the City's regulations including stormwater violations.
5. Encourage tree planting on private property within the City and investigate the adoption of a tree preservation and replacement ordinance as a part of the Zoning Ordinance to protect valuable trees in areas which will be developed in the future.
6. Examine specific requirements for environmental protection that may be incorporated into the City's Subdivision regulations such as identification of subdivision landscaping standards and identification of existing trees of a substantial size as part of the preliminary plat required data.
7. Participate in the National Flood Insurance Program and adopt Floodplain regulations.

Objective: Educate the community about its natural resource assets and encourage them to think about their use and impact on the natural resources of the community and greater areas.

Policy/Recommendations:

1. Maintain a current list of persons to contact at various local, state and federal agencies which are responsible for protecting the environment.
2. Distribute new information relating to environmental regulations to all policy makers and elected officials as it becomes available.
3. Promote environmental stewardship including reducing, recovering and recycling waste materials.
4. Maintain data that reflects the economic benefits of clean water to the local economy.
5. Attend annual meetings of lake associations and the SRWD to share information on surface water issues and to gain better insights on surface water issues.
6. Update and/or develop streamlined City permitting procedures including but not limited applications, checklists, fees, and inspections.
7. Provide developers and owners with technical assistance in applying Best Management Practices for stormwater management on road and land development projects.
8. Seek opportunities, such as conferences and publications to learn about emerging issues regarding the environment and provide training for elected and appointed officials to assist them in dealing with the complexities of environmental issues.

Objective: Every effort shall be made to identify and protect prehistoric and historic sites which meet national, state, or local criteria for historic designation from destruction or harmful alteration.

Policy/Recommendations:

1. SHPO should be referred to for all land use proposals where a possible impact to a historic or archaeological site has been identified.
2. Applicants with land use proposals that contain areas identified as being archaeologically sensitive should be required to conduct an investigation of the area's archaeological significance. The scale and location of the proposal will determine if such an investigation will be required.

DEMOGRAPHIC TRENDS AND ASSUMPTIONS

In order to analyze future housing, park and recreation, governmental, utility and transportation needs of the City it is important to review historic trends that have occurred and develop assumptions for the future growth of the community. Population projections, land use and housing needs are dependent upon a number of factors including those which are outside of the City's control, however projections are necessary in order to assist the City in its long range planning for appropriate infrastructure and services and funding of those items. The information contained in this Chapter has been obtained through statistical data released by the United States Census Bureau, the State Demographic Center, the Minnesota Department of Economic Security, the Minnesota Workforce Center, Douglas County, Todd County and City of Osakis, including building permit activity.

I. SOCIAL PROFILE SUMMARY

- **Population and Housing.** The MN Department of Administration State Demographic Center estimated that the City of Osakis's population was 1,600 in 2004 with 687 households. The U.S. Census Bureau calculated a census population of 1,567 in 2000 (760 housing units) an increase from a population of 1,256 in 1990, representing a 19.8% increase over the ten-year period.
- **Population and Household Projected Growth.** Three models were used to project population and household growth with the final projection based upon an average of 4 forecasts. An average of the projections is incorporated in Table 3-6, page 7. **(Projected 2030 population of 2,289 persons (995 households), a 37% increase from 2005 to 2030).**
- **Age** distribution statistics indicate the City of Osakis had a median age of 48.8 years (2000 Census). This is higher than Douglas and Todd's combined median age of 39.1 years. The median age in Minnesota was 35.4 years and the U.S. median age in 2000 was 35.3 years. 24% of Osakis's population in 2000 was under the age of 20, 46.3% of the population was between the ages of 20 and 64 and 29.7% of the population 65 years old or greater.
- **Gender.** 2000 Census information identifies a gender distribution of 52.6% female to 47.4% male within the City of Osakis, illustrating a slightly higher female to male ratio than Douglas County (50.3% to 49.7%), Todd County (49.5% to 50.5%), Minnesota (50.5% to 49.5%) and the nation (50.9% to 49.1%).
- **Race.** 2000 Census statistics indicate 1,538 of the 1,567 residents (98.1%) of Osakis residents classify themselves as white or Caucasian. 10 residents (0.6%) are Hispanic or Latino, 0.8% of the population (11) are Asian, 0.7% (6) of the population are American Indian or Alaskan Native, 0.1% (2) of the population are Black or African American, with two or more races also present (0.6% of the population).
- **Income.** The Housing and Urban Development (HUD) Section 8 Income Guidelines places the 2002 Median *Family* Income in Douglas County at \$54,350 and 2002 Median *Family* Income in Todd County at \$46,750. The 2000 Census reports a median family income in the City of Osakis of \$38,864. It is estimated that a total of 136 individuals in the City of Osakis are below the poverty level (2000 Census).
- **Employment.** The Minnesota Work Force Center estimates 21,527 people in the labor force in Douglas County in April 2005, with 20,790 persons employed, resulting in a 3.4% unemployment rate. During this same time period Todd County had 13,586 in the labor force with 12,903 employed, resulting in a 5.0% unemployment rate. Minnesota had an unemployment rate of 4.1% and the United States unemployment rate was 4.9%.

- **Travel Time to Work.** According to the 2000 Census, workers in Osakis traveled an average of 20.5 minutes to their place of employment. This is comparable to workers within Douglas County which reported an average of 17.2 minutes and Todd County which reported a 23.2 minute commute time.

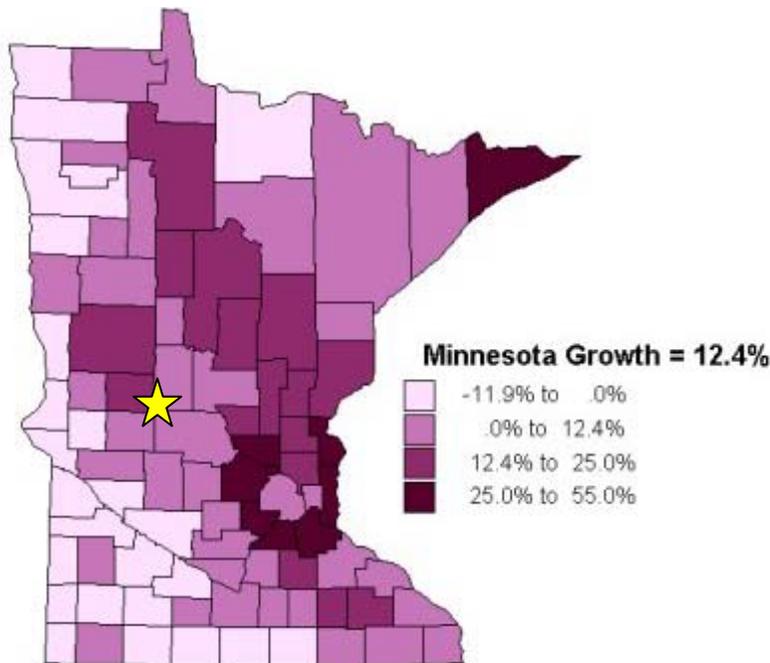
II. POPULATION GROWTH

A. Regional and Statewide Context

According to information in the 2000 U.S. Census, the population of the City of Osakis has increased by 13.5% in the past 20 years from 1,355 persons in 1980 to 1,567 persons in 2000. This growth has been steady with the exception of a slight decline between 1980 to 1990 (99 persons). The rate of growth increased more dramatically between 1990 and 2000 where the City experienced a 19.8% increase in population. During this time, the City's population grew at an increased rate to that of the state as a whole, which increased in population by 12.4% during the same time decade. The counties of Douglas (12.6%) and Todd (4.4%) have also experienced growth during the past 20 years with an increased rate occurring during the 1990 decade.

Figure 3-1, *MN Population Change By County*, below illustrates Minnesota's Population Change according to County.

**Figure 3-1
MN Population Change By County
1990 – 2000**



Source: U.S. Census Bureau

Overall Minnesota's population is projected to grow to 5.45 million by 2010 and 6.27 million by 2030. The current population is about 5 million. Gains are expected to be greatest in the Rochester-Twin Cities-St. Cloud corridor, but many rural areas can anticipate growth as well,

especially if they have lakes and forests. Scott, Sherburne and Carver counties are projected to be the fastest-growing in this decade while 21 counties, mostly in western Minnesota, are expected to lose population.

Table 3-1 below, *Population Trends*, shows the changes in population that have taken place over time in Osakis and surrounding townships. Comparisons also are made to Douglas and Todd Counties and the state of Minnesota.

**Table 3-1
Population Trends**

	1980	1990	1980 - 1990		2000	1990 - 2000	
			Change	% Change		Change	% Change
Osakis	1,355	1,256	-99	-7.9%	1,567	311	19.8%
Osakis Township	555	574	19	3.3%	584	10	1.7%
Orange Township	355	367	12	3.3%	324	-43	-13.3%
Gordon Township	635	583	-52	-8.9%	545	-38	-7.0%
Douglas County	27,839	28,674	835	2.9%	32,821	4,147	12.6%
Todd County	24,991	23,363	-1,628	-6.9%	24,426	1,063	4.4%
Minnesota	4,075,970	4,375,099	299,129	7.3%	4,919,479	544,380	12.4%

Source: U.S. Census Bureau

B. City of Osakis Context

Growth within Osakis has been facilitated by the presence of Interstate Highway 94, the abundance of natural features and recreational opportunities. As more of the state becomes urbanized, rural areas will offer a resource that is more in demand. These factors make Osakis an attractive location for those desiring to live in a semi-rural (mid-sized community) setting close to metropolitan amenities (Alexandria, Fargo and St. Cloud). This is consistent with trends that show increased movement toward rural areas located near large metropolitan areas. It is reasonable to expect that the City's population will continue to grow as people migrate from the growing metropolitan areas in search of a more rural lifestyle and as existing younger residents of the City begin to establish families. Increased population coupled with the national trend of lower density development, essentially ensures that the City will increasingly experience growth.

III. CITY OF OSAKIS POPULATION AND HOUSEHOLD PROJECTIONS

It is understood the nature of the City's future with respect to housing, retail, commercial, and industrial market potentials depends to a great extent on the population growth that may take place in the coming years. As such, the confidence with which future market situations may be assessed is closely related to the quality of the population projections employed. A second consideration of significance is the development of a viable approach to the provision of municipal services. In administering the construction of these increasingly costly systems, the City must constantly anticipate, if not control, the amount and location of their demand. Failure to maintain a managed approach would be fiscally irresponsible and could put the City in jeopardy of engaging a trade-off between environmental quality and financial solvency. Throughout this document references were made to various demographic and statistic data, with some further

analogies made according to specific Chapter components. For instance, detailed housing inventory data can be obtained in the Housing Chapter and traffic counts within the Transportation Chapter.

The role that population projections play in all of these areas is central. As such, the provision of high quality projections has been a basic aim for this Chapter and for support of municipal service policy development and various methods for projecting population and demographic characteristics was employed within this Chapter.

Projections of population and households in Osakis were developed on the basis of an analysis of local and regional trends and policies, and through the application of economic and demographic principals, with emphasis on the detailed profile of the City developed in this planning inventory. Specific data applied to the projections were the rate of residential building permits issued since 1995, trends in City’s urban and rural areas and Douglas and Todd counties’ growth.

A. Population Projection Methodology

Three methods of analyzing historic population trends to develop future projections were utilized as well as the Minnesota State Demographer’s extrapolated population projections to determine an overall population forecast for the City of Osakis. The methods employed include the “Top Down” method, the “Linear Model” and the “Exponential Model”.

Table 3-2, *MN Census Data Extrapolated Population Projection*, below illustrates the projections made by the Office of the MN State Demographic Center. The State Demographer is projecting the City to increase a total of 30.4% over the next two decades to 2,418 persons in 2030.

**Table 3-2
MN Census Data Extrapolated Population Projection**

Year	Osakis (Douglas County)	2000-2030 %Change	Osakis (Todd County)	2000-2030 % Change	Total	% Change
2000	1,392	28.7%	175	62.4%	1,567	--
2005	1,469		213		1,682	7.3%
2010	1,559		266		1,825	8.5%
2015	1,661		322		1,983	8.7%
2020	1,756		376		2,132	7.5%
2025	1,862		423		2,285	7.2%
2030	1,952		466		2,418	5.8%
Osakis (Combined County) 2005-2030 % Increase = 30.4 percent						

Source: MN State Demographic Office

The following tables (3-3, *Top Down Method of Population Projection*; 3-4, *Lineal Model Population Trends and Forecasts* and 3-5, *Exponential Model Population Trends and Forecasts*)

also demonstrate a projected population growth for the City with varying rates according to Counties.

The **Top Down method** calculates the City's population as a percentage of both Douglas and Todd counties' population. Utilizing this method it is projected that the City's 2030 population will be 2,038.

**Table 3-3
Top Down Method of Population Projection**

	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Douglas County	22,892	27,839	28,674	32,821	34,840	36,970	39,360	41,720	44,050	46,180
% Growth	--	21.6%	3.0%	14.5%	6.2%	6.1%	6.5%	6.0%	5.6%	4.8%
Osakis (Douglas County)	1,237	1,267	1,198	1,392	1,478	1,569	1,670	1,770	1,869	1,959
% of County	--	4.6%	4.2%	4.2%	6.2%	6.1%	6.5%	6.0%	5.6%	4.8%
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Todd County	22,114	24,991	23,363	24,426	24,910	25,620	26,390	27,070	27,600	28,000
% Growth	--	13.0%	-6.5%	4.5%	2.0%	2.9%	3.0%	2.6%	2.0%	1.4%
Osakis (Todd County)	69	88	58	175	179	184	189	194	198	201
% of County	--	0.4%	0.2%	0.7%	2.0%	2.9%	3.0%	2.6%	2.0%	1.4%
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Combined Counties	45,006	52,830	52,037	57,247	59,750	62,590	65,750	68,790	71,650	74,180
% Growth	--	17.4%	-1.5%	10.0%	4.8%	4.8%	5.0%	4.6%	4.2%	3.5%
Osakis (Combined Counties)	1,306	1,355	1,256	1,567	1,641	1,720	1,806	1,890	1,968	2,038
% of Counties	--	2.6%	2.4%	2.7%	4.8%	4.8%	5.0%	4.6%	4.2%	3.5%
Osakis (Combined County) 2005-2030 % Increase = 19.5 percent										

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

The **Lineal Method** of forecasting future growth within the City was also completed. The **Lineal Method** assumes that the historical rate of growth (percentage change) will continue in the future. The City of Osakis's population increased an average of 0.7% per year over that past 30 years and at an average rate of 2.5% per year over the past 10 years. Due to this variation, an average of the two were used to calculate the average total forecasted population.

**Table 3-4
Lineal Model Population Trends and Forecasts**

Based on Thirty Year Average 0.7% Annual			Based on Ten Year Average 2.5% Annual		Based on Average of Both	
Year	Population	% Change	Population	% Change	Population	% Change
1970	1,306	--	1,306	--	1,306	--
1980	1,355	3.8%	1,355	3.8%	1,355	3.8%
1990	1,256	-7.3%	1,256	-7.3%	1,256	-7.3%
2000	1,567	24.8%	1,567	24.8%	1,567	24.8%
2005	1,619	3.33%	1,761	12.38%	1,690	7.9%
2010	1,673	3.33%	1,979	12.38%	1,826	8.0%
2015	1,729	3.33%	2,224	12.38%	1,976	8.2%
2020	1,786	3.33%	2,499	12.38%	2,143	8.4%
2025	1,846	3.33%	2,809	12.38%	2,327	8.6%
2030	1,907	3.33%	3,157	12.38%	2,532	8.8%

**Osakis (Combined County)
2005-2030 % Increase = 50 percent**

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

Finally, the **Exponential Model** of forecasting future population was used. The **Exponential Model** incorporates the historical average number of residents per decade and utilizes this number increase to calculate future population. Analyses of historic average increases over the past 10 years and past 30 years were completed. Due to the fluctuations, the average of the 10-year and 30-year trends were used to calculate the total forecast.

**Table 3-5
Exponential Model Population Trends and Forecasts**

Based on Thirty Year Average			Based on Ten Year Average			
Year	Population	Absolute Annual Change	Population	Absolute Annual Change	Average Both	
1970	1,306	--	1,306	--		Average Both
1980	1,355	49	1,355	5		
1990	1,256	-99	1,256	-10		
2000	1,567	311	1,567	31		
2005	1,611	8.7	1,723	31	1,667	
2010	1,654	8.7	1,878	31	1,766	
2015	1,698	8.7	2,033	31	1,866	
2020	1,741	8.7	2,188	31	1,965	
2025	1,785	8.7	2,343	31	2,064	
2030	1,828	8.7	2,498	31	2,163	

**Osakis (Combined County)
2005-2030 % Increase = 23 percent**

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

A summary of the three methods of forecasting population is illustrated in Table 3-6, *Summary of Population Projections, Household Growth and Residential Land Demand*, along with projected households and residential land use needs. Table 3-6 does not take into account the additional population and households resulting in the possible annexation of already developed land in the townships, as those areas would not require additional raw land for development.

**Table 3-6
Summary of Population Projections,
Household Growth and Residential Land Demand**

Year	MN Demographer	Top Down	Lineal	Exponential	Average	Households	Acre Demand	+30% Road, Park Etc.
2005	1,682	1,641	1,690	1,667	1,670	726	250	325
2010	1,825	1,720	1,826	1,766	1,784	776	267	347
2015	1,983	1,806	1,976	1,866	1,908	829	286	371
2020	2,132	1,890	2,143	1,965	2,033	884	304	396
2025	2,285	1,968	2,327	2,064	2,161	940	324	421
2030	2,418	2,038	2,535	2,163	2,289	995	343	445

Osakis (Combined County)
2005-2030 % Increase Based on Average of MN Demographer Estimate, Top Down, Lineal and Exponential Projection Methods = 37 percent

*Projected households= Population/2.3 people per household

*The current zoning ord. allows single-family lots of 15,000 sq ft minimum. MDG, Inc. based calculation on 15,000 single-family lot size.

Based upon an average of the Demographer's estimate and the three forecasting projections Osakis should expect to see a steady increase in population over the next two decades around 37%. The population in 2030 is estimated to be 2,289 persons or 995 households. It is estimated that the City will need 445 residential acres to accommodate this population. According to the U.S. Census Bureau (2000), the existing size of the City is 2.3 square miles or 1,472 acres of which 1,286 acres is land.

IV. BUILDING PERMIT TRENDS

Building permits trends are a useful tool in projecting future growth. Since the 2000 Census data is already five years old, building permits assist with identifying more recent trends. The following Table 3-7, *Single-Family Housing Construction Summary*, illustrates the increase in single-family homes beginning in the year 1995 with a decline in 1998 and 1999 with noteworthy increases in new construction in 2001 and 2003. On average, the City issued 8 permits per year during the past 10 years. The average value per home has fluctuated over the past 10 years, staying just below \$100,000 the past 6 years. Using the average number of new home permits issued per year (with 2.6 persons per household), the City would increase its population by 520 persons by the year 2030 (2,087 persons). If that growth continues for the period of 2005-2030, it is anticipated that 200 new housing units would be constructed. This supports the demographic data projections of an increasing population.

**Table 3-7
Single-Family Housing Construction Summary**

Year	Number	Total Value	Average \$ Value Per Home
1995	3	\$215,000	\$71,667
1996	5	\$278,000	\$55,600
1997	7	\$812,610	\$116,087
1998	4	\$353,500	\$88,375
1999	4	\$434,600	\$108,650
2000	7	\$461,880	\$65,983
2001	16	\$1,336,878	\$83,555
2002	6	\$582,000	\$97,000
2003	14	\$1,336,500	\$95,464
2004	11	\$1,048,300	\$95,300
Average	8	\$685,926	\$87,768
TOTAL	77	\$6,859,268	\$877,681

Source: City of Osakis Building Permit Records

A review of the type of unit occupied (i.e. owner occupied or renter occupied) is an important measure of the sustainability of the communities housing stock. A diversity of housing options prevents a polarization of residents into one age or income group. Census 2000 data indicates that 73.2% of the new residential units constructed are owner-occupied versus 26.8% which are renter-occupied or multiple-family units. Interest rates, which make home ownership affordable, guiding of land for multiple-family uses and market demand for units will impact future housing types.

V. HOUSEHOLD GROWTH

Continued household growth within the City is expected over the next two decades. The State Demographer's Office anticipates the number of households within Douglas County to increase from 13,276 households to 20,250 households or a 52.5% increase between the year 2000 and 2030. Within Todd County, it is estimated the number of households will increase from 9,342 to 12,030 or a 29% increase between 2000 and 2030. A breakdown of projected household growth within each county is illustrated in Table 3-8, *Projected Household Growth*, as follows. Census data indicates the number of households within Osakis increased 24% over the past decade from 532 households in 1990 to 661 in 2000. Based on the average of the three types of population projections, the MN State Demographer's estimate, and an average household size of 2.3 individuals, the number of households within Osakis is projected to increase from 661 in 2000 to 995 persons in 2030, a 50.5% increase. This is a higher percent pace than the household growth projected within Todd County and at a similar pace to that of Douglas County.

**Table 3-8
Projected Household Growth**

Year	2000	2005	2010	2000-2010		2015	2020	2025	2030	2000-2030	
				Change	%Change					Change	% Change
Douglas County Households	13,276	14,310	15,420	2,144	16.1%	16,650	17,840	19,080	20,250	6,974	52.5%
Todd County Households	9,342	9,780	10,340	998	10.7%	10,800	11,270	11,660	12,030	2,688	28.8%
Osakis Households	661	726	776	115	17.4%	829	884	940	995	334	50.5%

Source: U.S. Census Bureau, MN State Demographic Center, Osakis Households: MDG, Inc. based on average of MN Demographic estimate along with three methods of population projections and average 2.3 persons per household.

VI. OSAKIS POPULATION CHARACTERISTICS

Table 3-9, *Household Types*, indicates the type of households within Osakis and the surrounding areas.

A. Household Size and Type

**Table 3-9
Household Types**

Area	Family Households	Non-Family Households	Total
City of Osakis	405 (61.3%)	256 (38.7%)	661
Osakis Township	166 (76.9%)	50 (23.1%)	216
Gordon Township	154 (72%)	60 (28.0%)	214
Orange Township	94 (89.5%)	11 (10.5%)	105
Douglas County	9,030 (68%)	4,246 (32.0%)	13,276
Todd County	6,510 (69.7%)	2,832 (30.3%)	9,342

Source: U.S. Census Bureau (2000 Statistics), MN State Demographic Center

The average household size in 2000 was 2.23, which was very similar to the reported 2.15 persons per household in 1990. The average household size reported in the 2000 Census for Douglas County was 2.23 while Todd County reported 2.07 persons per household.

Table 3-10, *Owner-Occupied and Rental Statistics*, shows that of the 760 housing units, 661 or 87% were occupied housing units. Of the occupied units, the U. S. Census 2000 data indicates a significantly higher percent of family households (61.3%) than non-family households (38.7%) within the City of Osakis. Of the occupied housing units, 73.2% were owner-occupied (484 units), while 26.8% (177 units) were renter-occupied.

**Table 3-10
Owner-Occupied and Rental Statistics**

Area	Owner-Occupied	% of Total Units	Renter Occupied	% of Total Occupied Units
City of Osakis	484	73.2%	177	26.8%
Douglas County	10,243	77.2%	3,033	22.8%
Todd County	7,775	83.2%	1,567	16.8%

Source: U.S. Census Bureau (2000 Statistics)

As depicted in the following Table, 2000 statistics indicate over 60% of all households are family households. Children 18 years and under reside in 52.1% of all family households.

**Table 3-11
Families by Presence of Children and Family Type
City of Osakis**

Households by Type	Number	Percent
Total Households	661	100%
Total Family Households	405	61.3%
Total Family Households with children under 18 years old	173	26.2%
Married Couple-Family Household With and without children	332	50.2%
Married Couple-Family Household with children under 18 years old	122	18.5%
Female householder, no husband present with children under 18 years old	49	7.4%
Total Non-Family Households	256	38.7%
Non-Family Households Living Alone	230	34.8%
Non-Family Households with Individuals 65+	148	22.4%

Source: U.S. Census Bureau (2000 Statistics)

B. Age

Table 3-12, *Population By Age Group*, identifies the age distribution within Osakis. The City of Osakis had a median age of 48.8 years. This is higher than the combined Douglas and Todd Counties median age of 39.1 years. The median age in Minnesota was 48.8 years and the U.S. median age in 2000 was 35.3 years. The City has followed the statewide trend of an increase in the median age.

**Table 3-12
Population By Age Group**

Age Group	Osakis		Douglas/Todd Counties Combined		Minnesota	
	Number	Percent	Number	Percent	Number	Percent
Under 5	95	6.06%	3,254	5.68%	329,594	6.7%
5 - 9	95	6.06%	3,807	6.65%	355,894	7.2%
10 - 14	92	5.87%	4,440	7.76%	374,995	7.6%
15 - 19	95	6.06%	4,959	8.66%	374,362	7.6%
20 - 24	73	4.66%	3,092	5.40%	322,483	6.6%
25 - 34	149	9.51%	5,702	9.96%	673,138	<u>13.7%</u>
35 - 44	<u>187</u>	<u>11.93%</u>	8,542	<u>14.92%</u>	824,182	<u>16.8%</u>
45 - 54	166	10.59%	7,670	<u>13.40%</u>	665,696	<u>13.5%</u>
55 - 64	150	9.57%	5,953	<u>10.40%</u>	404,869	8.2%
65 - 74	<u>172</u>	<u>10.98%</u>	4,911	8.58%	295,825	6.0%
75-84	<u>172</u>	<u>10.98%</u>	3,464	6.05%	212,840	4.3%
85 years +	121	7.72%	1,453	2.54%	85,601	1.7%
Total	1,567	100%	57,247	100%	4,919,479	100%
Median Age	48.8		39.1		35.4	
Age Group	Orange Township		Osakis Township		Gordon Township	
	Number	Percent	Number	Percent	Number	Percent
Under 5	26	8.02%	31	5.31%	30	5.50%
5 - 9	22	6.79%	47	8.05%	39	7.16%
10 - 14	29	8.95%	54	9.25%	47	8.62%
15 - 19	26	8.02%	59	10.10%	37	6.79%
20 - 24	16	4.94%	17	2.91%	11	2.02%
25 - 34	34	<u>10.49%</u>	50	8.56%	57	10.46%
35 - 44	50	<u>15.43%</u>	102	<u>17.47%</u>	85	<u>15.60%</u>
45 - 54	44	<u>13.58%</u>	77	<u>13.18%</u>	75	<u>13.76%</u>
55 - 64	30	9.26%	74	<u>12.67%</u>	62	11.38%
65 - 74	32	9.88%	48	8.22%	68	<u>12.48%</u>
75-84	13	4.01%	18	3.08%	29	5.32%
85 years +	2	0.62%	7	1.20%	5	0.92%
Total	324	100%	584	100%	545	100%
Median Age	37.4		38.8		39.8	

Source: US Census Bureau (2000 Statistics)

In 2000, the City had its largest percentages of the population in the 35 to 44 and 65 to 84 old age groups. The 35 to 44 year old age group typically is viewed as the new generation of community leaders and business owners and their children are found throughout the school system from kindergarten to 12th grade. These age groups also tend to be active in the community and demand a high quality service and standard of living for their children and families. However, these age groups also tend to be more mobile and may move away from a community to find better opportunities. They tend to be first time homebuyers and are also within the move-up homebuyer market. The 65 to 85 year old age group tend to be empty nesters looking to downsize their housing and maintenance needs. They also may demand more social and medical services.

Table 3-13, *Population Projections By Age Group Greater Osakis Area and Minnesota*, indicates that within Douglas and Todd counties by the year 2030, the 65 to 74 year old age group is projected to be the largest segment of the population (10,250) and will have sustained the largest increase (52.9%) from 2000. This growth is consistent with the statewide age group projections. Age Cohort plays an important part in future planning as the various age groups will have an impact on the housing stock, park and recreation, social services, medical services future enrollments and the location of services. More in depth analysis relating to the various age projections are discussed within relevant component chapters.

The projections show the population overall in Minnesota will be older, due largely to continued aging of the baby boom generation. The number of Minnesotans ages 50 to 64 is expected to grow by more than 300,000 between 2000 and 2010. Younger age groups are expected to grow more modestly. The number of children under 15 is projected to grow about 10,000, for instance, while the number of 15- to 24-year olds is expected to rise by about 62,000. The projections are benchmarked to the 2000 census.

**Table 3-13
Population Projections By Age Group
Greater Osakis Area and Minnesota**

Douglas/Todd Counties Combined								
Age Group	2000	2005	2010	2015	2020	2025	2030	2000 - 2030 % Change
Under 5	3,254	3,250	3,580	3,790	3,850	3,820	3,810	14.59%
5 - 9	3,807	3,730	3,720	4,050	4,260	4,320	4,310	11.67%
10 - 14	4,440	4,160	4,060	4,050	4,340	4,550	4,640	4.31%
15 - 19	4,959	4,690	4,470	4,340	4,320	4,590	4,820	-2.88%
20 - 24	3,092	3,940	3,800	3,660	3,530	3,540	3,730	17.10%
25 - 34	5,702	6,380	7,510	8,090	7,940	7,690	7,550	<u>24.48%</u>
35 - 44	8,542	7,490	6,770	7,220	8,210	8,790	<u>8,690</u>	1.70%
45 - 54	7,670	8,920	9,160	8,170	7,400	7,720	<u>8,660</u>	11.43%
55 - 64	5,953	6,910	8,310	9,640	9,960	9,050	<u>8,250</u>	<u>27.84%</u>
65 - 74	4,911	5,100	5,870	7,000	8,450	9,800	<u>10,250</u>	<u>52.09%</u>
75-84	3,464	3,630	3,630	3,860	4,530	5,540	6,800	<u>49.06%</u>
85 years +	1,453	1,530	1,700	1,880	1,980	2,200	2,670	<u>45.58%</u>
Total	57,247	59,730	62,580	65,750	68,770	71,610	74,180	22.83%
Minnesota								
Age Group	2000	2005	2010	2015	2020	2025	2030	2000 - 2030 % Change
Under 5	329,594	337,900	353,000	369,900	377,800	375,900	372,500	11.52%
5 - 9	355,894	350,700	356,500	370,100	385,500	392,900	391,700	9.14%
10 - 14	374,995	368,900	360,900	365,000	377,300	392,300	400,000	6.25%
15 - 19	374,362	382,100	375,300	364,500	366,700	378,200	393,400	4.84%
20 - 24	322,483	378,300	383,900	376,300	361,300	362,100	373,700	13.71%
25 - 34	673,138	693,400	769,200	819,500	813,500	787,500	770,700	12.66%
35 - 44	824,182	782,600	720,400	727,300	790,900	835,300	832,400	0.99%
45 - 54	665,696	771,000	819,400	773,700	708,700	711,100	770,000	13.55%
55 - 64	404,869	511,800	633,900	732,000	776,300	732,800	673,200	39.86%
65 - 74	295,825	305,000	354,300	449,900	558,000	646,200	688,700	57.05%
75-84	212,840	219,900	218,900	230,000	272,100	350,500	438,800	51.49%
85 years +	85,601	95,400	106,800	115,400	121,600	134,900	163,300	47.58%
Total	4,919,479	5,197,000	5,452,500	5,693,600	5,909,700	6,099,700	6,268,400	21.52%

Source: MN State Demographic Center

C. Educational Attainment

Osakis is a part of School District # 213. According to 2000 Census data, the City of Osakis had 350 people aged three years and older enrolled in school. Of these students, 51 or 14.6% were enrolled in college or graduate school, 103 persons or 29.4% were enrolled in high school (grades 9-12), 151 or 43.1% were enrolled in middle or elementary school (grades 1-8), 25 or 7.1% were in kindergarten and 20 or 5.7% were nursery school or preschool.

The School District includes a Primary School, Intermediate School, Middle School and High School.

School District:	213
High School Graduates Attending Post-Secondary:	75%
State Wide Average:	65%

Education Institutions

<u>Education Type</u>	<u>Name</u>
Charter School	Lakes Area Charter School
K-12	Osakis Public Schools
Other	St. Agnes Parochial School

Table 3-14, *Educational Attainment Comparison*, below compares educational attainment characteristics of Osakis with similar or local political jurisdictions and the county and state averages.

**Table 3-14
Educational Attainment Comparison
(Percent)**

Area	With Diploma	W/O Diploma	Bachelors Degree or Higher
Osakis	33.9	11.8	10.2
Sauk Centre	78.9	7.6	17.7
Long Prairie	73.6	10.2	14.7
Glenwood	78.0	7.7	13.8
Alexandria	80.0	7.5	15.5
Douglas County	33.1	6.9	17.3
Todd County	41.2	10.9	10.0
Minnesota	88.0	12.0	28.0

Source: U.S. Census Bureau (2000 Statistics)

According to the 2000 Census, there were 1,114 people in Osakis 25 years of age and older. Of these, 76.1% graduated from high school. Of those not graduating from high school, 12.1% (135) completed less than 9 years of education and 11.8% (131) completed between 9 and 12 years of education but did not obtain a diploma. 10.2% of individuals of the population 25 years and over obtained bachelors degrees or higher.

D. Employment

Employment statistics from the 2000 Census indicates 721 people age 16 and over or 56.9% are in the labor force. The mean time traveled to work was 20.5 minutes in 2000. The Table below illustrates the travel time employees reported to get to work.

Table 3-15
Travel Time to Work

Total	City of Osakis
Did not work at home:	97
Less than 5 minutes	15
5 to 9 minutes	10
10 to 14 minutes	8
15 to 19 minutes	16
20 to 24 minutes	32
25 to 29 minutes	2
30 to 34 minutes	6
35 to 39 minutes	0
40 to 44 minutes	0
45 to 59 minutes	2
60 to 89 minutes	6
90 or more minutes	0
Worked at home	6

Source: U.S. Census Bureau (2000 Statistics)

The Minnesota Work Force Center estimates 21,527 people in the labor force in Douglas County in April 2005, with 20,790 persons employed, resulting in a 3.4% unemployment rate. During this same time period Todd County had 13,586 in the labor force with 12,903 employed, resulting in a 5.0% unemployment rate. Minnesota had an unemployment rate of 4.1% and the United States unemployment rate was 4.9%.

E. Income

It is noted that household income includes the income of the householder and all other individuals fifteen (15) years old and over in the household, whether they are related to the householder or not. Because many households consist of only one person, average household income is usually less than average family income. Family income is that the incomes of all members fifteen (15) years old and over related to the householder.

The 2000 Census reports a median *family* income in Osakis of \$38,864. The median *household* income in Osakis was \$29,833, with 2000 Census data reporting a median household income in Douglas County of \$37,703 and in Todd County at \$32,218. Comparing the median *household* income with other area communities, Osakis has the second lowest household income (\$29,833) just above Alexandria at \$26,851. The highest surrounding area household income was that of Long Prairie at \$44,792. The median household income for the state of Minnesota was \$47,111. Table 3-16, *Wage Comparison*, illustrate the area wage comparisons.

**Table 3-16
Wage Comparison**

Area	Avg. Weekly Wage	Avg. Hourly Wage
Osakis (Douglas County)	\$406.00	\$10.15
Sauk Centre	\$456.00	\$11.40
Long Prairie	\$556.00	\$13.90
Glenwood	\$513.00	\$12.83
Alexandria	\$534.00	\$13.35
Douglas County	\$525.00	\$13.13
Todd County	\$484.00	\$12.10
Minnesota	\$777.00	\$19.43

Source: MN Department of Economic Security 2005

The average wage in Osakis is lower than those of surrounding similarly characterized jurisdictions. Sauk Centre also has a lower average weekly wage (\$456.00) and average hourly wage, \$11.40 respectively with Long Prairie indicating the higher of the rates at \$556.00 weekly and \$13.90 hourly.

The 2000 Census reports a median family income in Osakis of \$38,864, about the average of several cities sampled as illustrated in Table 3-17, *Income Comparison*. The median family income is similar to that found in Alexandria.

**Table 3-17
Income Comparison**

Area	Per Capita Income	Household Income	Family Income
Osakis	\$15,212	\$29,833	\$38,864
Sauk Centre	\$18,390	\$37,644	\$47,623
Long Prairie	\$17,903	\$44,792	\$53,077
Glenwood	\$21,758	\$30,083	\$41,486
Alexandria	\$16,085	\$26,851	\$38,245
Douglas County	\$18,850	\$37,703	\$46,250
Todd County	\$15,658	\$32,281	\$39,920
Minnesota	\$23,198	\$47,111	\$56,874

Source: U.S. Census Bureau (2000 statistics)

The 2000 Census indicates that 23 people, or 5.6% of the population in Osakis, were below the poverty level. Douglas County reported 506 people or 5.6% of the county's population were below the poverty level. Todd County reported people 3,112 or 12.9% of the county population with incomes below the poverty level.

Poverty is defined on a sliding scale by size of family and number of related children under the age of 18. It is noted poverty thresholds for 2002 as defined by the U.S. Census are \$9,359/year for one person under the age of 65 and \$8,628/year for one person over the age of 65. For a family of four with two related children the threshold is \$18,244/year.

F. Race

2000 Census statistics indicate 1,538 of the 1,567 residents (98.1%) of Osakis residents classify themselves as white or Caucasian. 10 residents (0.6%) are Hispanic or Latino, 0.8% of the population (11) are Asian, 0.7% (6) of the population are American Indian or Alaskan Native, 0.1% (2) of the population are Black or African American, with two or more races also present (0.6% of the population).

G. Gender

As defined in the latest Census in 2000 there were more females (52.6% of the population) than males (47.4% of the population) residing in Osakis. The number of females in the community are greater than males in nearly all age categories.

H. Ancestry

2000 Census statistics indicate approximately 42% of Osakis residents classify themselves as from German decent. Other prominent ancestries include: Norwegian (21.8%); Irish (9.7%) and Swedish (9.3%). Most (96%) speak one language (English) in the home.

I. Demographic Objectives/Policies & Recommendations

The demographic and growth projections laid out within this Chapter will have a real impact on the future of Osakis. With a current land area of only 2.13 miles, Osakis must adapt its land use practices to ensure this future growth and development in and around the City will not adversely affect its tax base and detract from the existing sense of place and community, but rather will preserve natural, scenic and recreational amenities; ensure long-term economic development; and improve the quality of life and level of services for current and future residents. The City should work closely with surrounding townships to accommodate future growth in a manner that benefits the entire community.

Objective: Retain and increase the City's population that falls within the 0-29 age group.

Policies/Recommendations:

1. Encourage the retention and expansion of existing businesses and industries, as well as the development of new businesses and industries in order to increase employment opportunities.
2. Identify and modify rules and regulations that may create barriers to affordable housing.
3. Promote attractive and affordable housing and daycare facilities in order to help attract young families.
4. Ensure a high quality of life within the City by working with the school district by placing a priority on providing the opportunity for all children to obtain a high level of education so they can qualify for high-tech jobs.
5. Develop a diversified inventory of parks and recreational areas to insulate the City's tourism industry from changing seasons and user interest.

Objective: Ensure excellent care and support for the current and future needs of the community's aging population.

Policies/Recommendations:

1. Ensure all appropriate access to facilities throughout the City so as to provide easy entry for the elderly and the disabled and retain the elderly population by ensuring sufficient and affordable access to all services.
2. Seek continued support of public transportation and research the potential for expansion where appropriate.
3. Continue to support beneficial services for the elderly such as meals on wheels and place an emphasis on home health care.
4. Monitor to ensure adequate supply of housing opportunities for the community's senior citizens that meet all of their required needs.
5. Develop recreation opportunities for the elderly population.
6. Maintain high quality health care facilities within the community.

PLANNING FRAMEWORK

I. Introduction

Active, ongoing and meaningful citizen involvement is essential to the successful development and implementation of a comprehensive planning program. Recognizing this fact, the Osakis Comprehensive Plan has been developed through a process of intensive citizen participation. The City recognized that in order to effectively prepare, and more importantly, implement the recommendations of the plan, the public must have the opportunity to be involved in the process.

The Osakis City Council selected a broad group of people representing a cross section of the community to act as the *Comprehensive Plan Steering Committee*. The eight member Steering Committee was appointed in an advisory capacity to the City Council. Over the course of a 14 month timeframe, the Steering Committee invested considerable time in reviewing and analyzing data, identifying issues and concerns, assessing community development options, formulating policy recommendations and developing a future land use map in an effort to anticipate and provide for future growth and development.

Much of the data used throughout the Plan was produced by any number of federal, state, county, and non-governmental agencies. Additionally, technical analysis and GIS technology was employed to guide rational recommendations which relate to community values. Sources of data is cited throughout each Chapter of the Plan.

II. Overview of the Citizen Participation Process

Underscoring the importance of citizen input in the Comprehensive Plan update process, the Comprehensive Plan included a public education/involvement component. By actively educating and receiving input from the public, the Steering Committee could develop supportable and attainable goals. All meetings of the Steering Committee were open to the public and audience participation was strongly encouraged. A variety of media sources were targeted to advertise meetings, and residents were encouraged to attend the community meetings and workshops and/or offer written comments. The consultant also invited representatives from community organizations to participate. Additionally, the City encouraged public participation at the community meeting through a public outreach announcement mailed to residents and business owners with the utility bills and a mailing to all business owners for the business meeting. The invitation explained the Comprehensive Plan process, outlined the schedule for element review, and welcomed community participation. A written record of the planning process including technical presentations, discussion of development options, and the intent of actions and proposals are maintained and kept on file at Osakis City Hall.

To accomplish this program, the Osakis Comprehensive Plan included the following tools:

- Community-wide survey
- Two public participation and education meetings
- Open Steering Committee meetings
- Project specific Web-link
- Interviews by the consultant
- Committee of the whole (COW) meeting and Public Hearing

A. Community-wide survey

The first tool implemented in securing public input was a citizen survey. A citizen survey was mailed to all property owners within the City. The respondents answered questions

as they related to quality of life, housing, transportation, economic development, parks and recreation, public facilities, general government and land use. A total of 70 surveys were completed and returned to the City. Upon receiving the completed surveys the results were tabulated and reviewed with the Steering Committee. A copy of the survey and results are provided in the Appendix.

B. Public Participation/Education Meetings

Two public participation and education meetings were held: a Community Meeting on July 6, 2005, at the Osakis Community Center, and a Business Meeting on December 7, 2005 at the Osakis Pub and Grill. At both meetings participants were able to express their feelings regarding various topics.

At the onset of each meeting a presentation was conducted to educate the participants on some of the survey results, where the City currently stood in relation to various local and regional trends, and the significance of the Comprehensive Plan and meetings. All participants were afforded an equal voice in identifying their issues.

Utilizing a game board style questionnaire, all comments, identified by each individual, were recorded. After recording the comments on each topic, the group reporters were asked to summarize each roundtable discussion. The comments from both public participation meetings are located in the Appendix.

During community meetings, participants in the Comprehensive Planning process identified Osakis's strengths or most positive attributes. Among the top items noted were:

- Small town feel/friendly people
- Natural Resources
- Convenience to city life/proximity to Alex
- Safe community
- Parks
- School system

Throughout the Comprehensive Planning Process, participants in the Community Survey, Community meeting and Business Meeting were asked what the major challenges facing the community are. Following are the most common responses:

- Growth management
- Property taxes and keeping the city affordable
- Industrial diversification
- Infrastructure improvement
- Maintaining the school system/providing additional facilities
- Planning and zoning issues
- Traffic through town/keeping the downtown area
- Managing growth
- Risk of losing customers/retailers to larger communities

C. Monthly Steering Committee Meetings

The Comprehensive Plan Steering Committee met on a monthly basis, in a workshop setting, to review and comment on the different plan elements being prepared. These meetings were advertised and the public was invited to attend these workshop meetings. Additionally, joint meetings were held with the Planning Commission to review the Land

Use component of the Plan, and the Economic Development component was reviewed by the Osakis Economic Development Authority (EDA).

D. Project Specific Web-Link

All Chapters were posted on a website provided by the consultant. On this project specific page, the residents were able to educate themselves on the comprehensive plan process, learn key project submission and meeting dates, review text versions of the plan and the citizen survey and provide comments or questions.

E. Interviews

Throughout the planning process, interviews were held with a broad range of stakeholders to help identify the important issues and concerns addressed by the Plan. These stakeholders included business leaders, local and state agency representatives, City officials and consultants, and others with an active involvement or interest in the issues that will shape the future. Comments and recommendations of the various interviews are located throughout the Plan.

F. Review of Council, Boards and Commissions and Public Hearing

The final draft of the plan was reviewed by the boards and commissions that advise the City Council. Through the Steering Committee, the plan was formalized and recommended to the City Council on April 12, 2006. Public comment was heard at a public hearing on _____ and the Plan was officially adopted on _____ (see Resolution No. 2006-____).

IMPLEMENTATION

I. Introduction

This section will identify methods in which the City may implement the Comprehensive Plan and accomplish the goals and assist in addressing challenges identified by the community. The tools available include:

- Zoning Ordinance
- Subdivision Ordinance
- Capital Improvement Plan
- Orderly Annexation Agreement
- Comprehensive Plan Review and Revision
- Implementation Strategies

A description, implementation information and recommendations for each of the City's local controls follows.

II. Zoning Ordinance

The current City of Osakis has a Zoning Ordinance which has had numerous revisions adopted at various years. The Zoning Ordinance includes specific regulations governing land use and an official zoning map. The City Council recognizes the Comprehensive Plan as the policy with the responsibility to regulate land use and development in accordance with the policies and purpose set forth within the Zoning Ordinance. The City administers the Zoning Ordinance on an on-going basis.

Purpose: The purpose and intent of the Osakis Zoning Ordinance is to promote the general health, safety and welfare of the people of the City. To that end the Ordinance is designed to regulated land use for specific purposes, to regulate the size of buildings and structures, to create minimum health and safety standards, and to create an administrative structure for planning and zoning for the City.

Contents: Local controls relative to the Land Use portion of the Comprehensive Plan and provided by the Zoning Ordinance include, but are not limited to, the following:

- Purpose and General Provisions
- Zoning Districts and District Provisions
- Administration of the Ordinance
- Enforcements and Penalties

Implementation: The Zoning Ordinance is reviewed and subsequently administered by staff, the Planning Commission and the City Council.

The Zoning Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Zoning Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan the Planning Commission and Council may wish to amend the ordinance to address the following:

Recommendations:

1. Streamlining the zoning review process. As the City becomes inundated with land use requests the Planning Commission will likely need to follow a stream-lined review process which may require the City perform more activities administratively (as allowed by law) and that City staff/consultants provide additional review and recommendations to the Planning Commission regarding individual planning consideration requests.

2. The City may wish to consider the updating of the zoning ordinance relative to the following items:
 - The establishment planned unit development (PUD) procedures. PUD's may be utilized to relax certain zoning requirements and allow the City to achieve certain goals (i.e. diversity of land use types), preserve existing physical/natural amenities, protect the natural environment and/or promote an organized pattern of development that will easily be serviced by municipal utilities, facilities and infrastructure when/if extended.
 - Promotion of the Highways 3 and 27 corridors as high-quality, aesthetically pleasing gateways to the City which create a distinctive impression of the City. The City can promote the aesthetic quality of the corridor through:
 - Limiting the extent and placement of outdoor storage; requiring screening of outdoor storage.
 - Promoting the employment of high quality landscaping techniques for front yards, entryways, parking lots, sidewalks, screening of loading docks/overhead doors and the like.
 - The clustering of commercial uses in 'nodes' separated by greenspace and/or greenways as opposed to continuous strip commercial development.
 - The preservation of existing environmental features such as woodlands, lake shore, wetlands and surface waters.
 - The implementation of uniform and/or decorative lighting standards.
 - Promotion distinguishing architectural designs and/or high quality exterior building finishes especially for building facades facing public rights-of-way.
3. Review/update the sign ordinance as it pertains to signs within these corridors as a means of promoting aesthetically pleasing signage and minimizing visual clutter and confusion while meeting the needs of businesses and consumers. The City could streamline signage allowances and require signage relate to the building and the architectural quality of the adjacent properties.
4. The Planning Commission and City Council should consider an amendment to the Zoning Ordinance to include the provision for issuance of Interim Use Permits as an optional alternative to Conditional Use Permits. The Interim Use Permit would be utilized in cases in which a use is associated with a specific time period or conditions, as outlined in state statutes. While a conditional use permit is recorded and runs with the land, an interim use permit, as outlined in MN. Statutes 462.3597 is for a set period of time or activity. This may assist the City in allowing temporary uses which are reasonable while achieving long term land use compatibility.
5. The Planning Commission and Council may wish to include requirements for internal and/or external storm shelter requirements to protect the safety of residents who reside in slab-on-grade homes or townhomes.
6. The Planning Commission and Council should consider expanding the section relating to home occupations to include a list of permitted and special home occupations and conditions for approval and license renewal to protect the integrity of residential neighborhoods as well as the commercial business district.
7. The Planning Commission and Council may wish to expand building design requirements for the Downtown District to include a list of prohibited exterior building materials to protect the historical character and integrity of the Downtown District.

8. The Planning Commission and Council should expand the classes of zoning districts, creating a hierarchy of districts with tailored requirements best suited for each and review the minimum lot sizes and densities allowed in the various zoning districts.
9. Upon adoption of a Wellhead Protection Plan, the City's Zoning Ordinance should be updated to ensure protection of this natural resource.
10. The Planning Commission and Council should review other sections of the Zoning Ordinance to ensure consistency with state statutes (e.g. non-conforming uses).

III. Subdivision Ordinance

The City of Osakis Subdivision Ordinance was adopted in 2000. This Ordinance regulates the division or platting of land within the City's corporate limits, as well as a half mile beyond within neighboring Townships, for the purpose of sale into two or more lots, parcels, or tracts, with minor exceptions.

Purpose: A Subdivision Ordinance has been adopted to safeguard the best interests of the City and to assist the subdivider in harmonizing the subdivider's interests with those of the City at large. The Ordinance is intended to prevent the piecemeal planning of subdivisions which could result in an undesirable, disconnected patchwork or pattern of development or fiscal inefficiency.

Contents: The Subdivision Ordinance includes provisions that:

- Dictate procedures for filing, submittal and review.
- Establish and ensure design standards which promote the public health, safety, and general welfare.
- Allow for variances from this Ordinance provided unique circumstances exist; and
- Provide for enforcement of and penalties for violation.

Implementation: The Subdivision Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Subdivision Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan, the Planning Commission and Council may wish to amend the Ordinance to address the following:

Recommendations:

1. The City should review the Subdivision Ordinance relating to:
 - Streamlining the subdivision review process. As the City becomes inundated with subdivision requests the Planning Commission will likely need to follow a stream-lined review process which may require the City to perform more activities administratively (as allowed by law) and require that staff/consultants supply additional review and recommendations to the Planning Commission regarding individual requests for planning consideration. For example, the City could approve a 'minor subdivision' standard (also known as an administrative subdivision) allowing a simple lot split/combination to occur without requiring the full platting process be followed;
 - Review/update/expansion of plat data requirements (e.g. submission of environmental review (if required by state law), submission of a proposed pedestrian/open space/park plan, submission of a phasing plan, submission of a build out plan or ghost plat for all abutting lands under the ownership or control of the developer, submission of a natural resources inventory (identification of greenspace, woodlands, wildlife corridors, surface waters, etc.), submission of a landscaping plan, submission of a grading plan, submission of a stormwater/drainage plan, etc);

- Review/update/expansion of design standards, including but not limited to, rear lot minimum width, cul-de-sac length, cul-de-sac turn around width, maximum and minimum block lengths, easement widths for municipal utilities, right-of-way widths, portions of the right-of-way to be paved, street grades, vertical and horizontal curves, street names, street lighting, required signage and required storm sewer facilities;
- Review/updating of plat review standards relative to sidewalk and trail requirements;
- Addition of a requirement addressing grading and drainage plans prior to building permit issuance, including residential lots, require individual lot drainage plans to comply with approved grading plan;
- Review/addition of lot pad elevation requirements;
- The Planning Commission and City Council may wish to consider an amendment to the Subdivision Ordinance to address "Premature Subdivisions" and the criteria for denial of a plat which is considered "premature".
- Review the option for a fee in lieu of parkland dedication for plats containing less than 20 acres (rather than requiring land donation);
- Requiring a ghost plat/build out plan for subdivisions including large outlots and/or adjacent property under unified ownership which may reasonably be anticipated to be subdivided in the future;
- The City should consider amending the Subdivision Ordinance to include requirements for Common Interest Community Plats, in accordance with State Statutes 515;
- The City's Subdivision Ordinance should be amended to further define the design standards for each type of road classification including access control, traffic control, right-of-way widths, lanes and function of the roadway;
- The Planning Commission and Council should review utility requirements in Section VI., which currently allow private systems where connection to municipal services is not feasible;
- Addition of enabling language:
 - Requiring the execution of a development agreement with the Subdivider.
 - Allowing the City to be reimbursed for costs associated with the review of the request for subdivision.
 - Requiring a financial guarantee to ensure improvements are installed as required in a timely manner.

IV. Capital Improvement Plan and Debt Management Study

The City of Osakis has not formally instituted a Capital Improvement Program (CIP) that allows lists projects, prioritizes expenditures and identifies sources of funding for the scheduled financing of capital expenditures relative to the implementation and maintenance of public facilities and services necessary for the City's growth. An informal CIP is in place with review of capital projects as a part of the annual budget process.

The overall objective of a Capital Improvement Plan (CIP) is to provide for the efficient use of fiscal resources in funding future capital expenses. The CIP should be a flexible, evolving tool the City uses as

a guide for the future. The CIP should be updated annually to allow for capital necessity and prioritization changes. Along with anticipated expenditures, the CIP should include proposed sources of funding such as special assessments, enterprise funds (water, sewer), state aid, annual levy, etc. Expenditures such as municipal vehicles (police), police and city administration, street and utility projects, park improvements and the like should be included. The phasing in of projects which require the same sources of funds can assist in retaining a level annual tax levy.

Recommendations for Implementation:

1. The City should develop a formal Capital Improvement Plan identifying capital projects, estimated costs, year to be completed, sources of funds and priority ranking.
2. The City should include in its Capital Improvement Plan large projects which have been identified as important to the community as a part of this Comprehensive Plan including but not limited to the upgrade or construction of a new wastewater treatment facility, water system improvements and upgrades, improvements to existing parks and new community parks, and improvements to municipal building(s) to support administration, police and emergency.
3. The City should consider including in the Capital Improvement Plan update of utility studies as the city grows.

Sources of funding include:

- Special assessments
- Enterprise funds (water, sanitary sewer, storm sewer revenue funds)
- Funds that are levied annually to establish a capital improvement fund and equipment fund
- State aid funds, and
- Other sources

V. Growth Areas and Annexation

The City of Osakis, through its comprehensive planning process, has identified land use needs to accommodate additional residential, commercial and industrial development within the existing corporate boundaries to the year 2030. The placement of appropriate land uses, extension of infrastructure; including water, sewer and streets, should be planned for within this area before the growth occurs.

The City has adopted a resolution granting authority to the City to review plats within a half mile radius of the city limits. No joint planning boards between the City of Osakis and the neighboring Townships exist.

Recommendations for Implementation:

1. The City and Townships should continue to work together to develop and adopt Orderly Annexation Agreements for areas that are urban or about to become urban.
2. The City of Osakis should take an active role in the review and provide comments on the future Douglas County and Todd County Comprehensive Plans as they relate to transportation systems, land uses, and regional trail and park plans which may impact the City of Osakis.

VI. Comprehensive Plan Review and Revision

The Comprehensive Plan is intended to guide the growth of the community. As events and circumstances within the community change, the Comprehensive Plan should be reviewed and updated, as appropriate. Amendments to the Comprehensive Plan should not occur without public notice, a public hearing conducted by the Planning Commission and City Council final review and approval.

Amendments to the Comprehensive Plan should be considered if there have been changes within the community or issues which were not anticipated by the Plan.

Recommendations:

1. It is recommended the Planning Commission and City Council review and update the Comprehensive Plan at five year intervals to ensure it is a current reflection of the City's growth patterns, community goals and land use needs.
2. The Comprehensive Plan may be amended upon petition from the public, initiation by the Planning Commission or direction from the City Council. No amendment shall be adopted until a public hearing has been conducted. A 2/3 affirmative vote of the City Council is required to amend the Plan.
3. It is recommended that on an annual basis that staff and the Planning Commission report to the City Council regarding development issues which have occurred as they relate to the Comprehensive Plan, proposed projects which have an impact on the accuracy on the Plan projections, and a list of implementation goals identified within the Plan and the status of implementation.

VII. Comprehensive Plan Implementation Strategies

To summarize, the Comprehensive Plan:

- Includes a summary of the City's demographic profile,
- Projects future housing and population trends,
- Identifies natural resources and goals for preserving natural amenities,
- Inventories current land uses and projects future land use needs with the identification of where appropriate land uses should be located,
- Analyzes the past, current and future housing stock,
- Reviews the current transportation system and includes a plan for future collector streets and policies,
- Inventories current park land and recreational amenities and includes recommendation for future park and recreational facilities,
- Summarizes the community facilities and public services with identification of future needs, and
- Addresses municipal utilities as they relate to current and future land use needs.

In order to implement the goals and policies identified in each of these Chapters, the following implementation strategies have been prepared:

1. **Zoning and Subdivision Ordinances:** Update the City's Zoning and Subdivision Ordinances to ensure consistency with the Comprehensive plan, as noted within this Chapter.
2. **Capital Improvement Plan.** Adopt a capital improvement plan, including major capital expenditures identified in this Plan.

3. **Annexation Plans/Joint Annexation Agreements.** Develop a policy related to when land should become annexed and work with neighboring Townships to develop orderly annexation agreements as areas become urbanized or developed.
4. **Transportation.** Continue to work with Douglas and Todd Counties to develop a regional transportation plan. Require the platting of collector streets identified on the transportation plan.
5. **Utilities.** Address wastewater treatment plant capacity issues as soon as possible and adjust SAC and WAC fees and rates to support required expenditures. Continue to monitor capacity of utilities as plats are submitted.
6. **Education.** Continue to support education in the community, meeting periodically with school administration to discuss joint programming of recreational programs and facilities, and timing on municipal and educational capital projects.
7. **Park and Recreation.** Obtain land, as a part of the subdivision process, in areas in which community and neighborhood parks have been identified as required to support future growth. Continue to seek donations, grants, and other funding to upgrade existing parks.
8. **Housing.** Consider adopting code provisions for the on-going and long-term maintenance of the City's housing stock. Inform builders or housing programs to support the various types of life-cycle housing.
9. **Sense of Community.** Continue to focus on the heritage of the community through design elements and celebrations. Continue community events to assist in retaining the small town feel and sense of community as the population continues to grow. Provide opportunities for involvement by new residents and long-term residents to come together.

5. The **Land Use Section** includes elements that inventory existing land uses, identify potential infill or redevelopment areas and evaluate future land use. This section also categorizes the City into various land use districts for more detailed land use planning. This chapter also discusses an **Urban Growth Area** and defines a growth area outside of the current municipal limits in which future growth may be anticipated, and where the City is able to service growth with future utilities.
6. A **Housing Section** evaluates the current housing stock, identifies housing opportunities, establishes policies for future housing development and identifies housing financing programs to achieve the goals established.
7. A section on **Transportation** includes information on the current transportation system; goals and policies for future transportation planning and a transportation plan.
8. A section pertaining to **Utilities**. This section includes an overview of sanitary sewer, water and storm water utilities as they relate to the City's ability to service current and future growth area and capital improvements required to support growth.
9. A section on **Community Facilities and Public Services** includes information relating to government and community facilities and services.
10. The **Parks, Trails and Recreation Section** includes an inventory of existing park and recreational amenities an analysis of future needs and policies relating to the future parks, trails and other recreational offerings.
11. An **Economic Development Section** details Economic Development policy statements relative to Agriculture, Commercial, Industrial and Housing growth.
12. An **Implementation Section** describes and summarizes local controls pertaining to land use; the subdivision of land, orderly annexation, Capital Improvement Planning and implementation strategies.

III. HISTORICAL AND REGIONAL SETTING

A. History

Formed by the receding of at least four major glaciers nearly 20,000 years ago, the Osakis area features plentiful lakes and rivers, forests, meadow, prairie and rolling hills. The City contains geographical, topographical and historic features that create one of Minnesota's most scenic regions with abundant natural resources.

History reveals the area was a main camping ground for the Chippewa or Ojibwa, Dakota, and Sauk Native Americans who relied on the abundant fish and wildlife found in and around area lakes. The City was named after the lake it lies alongside; Osakis is a Chippewa Indian name Oh-Zau-Kees which means "place of the Sauk" for the Sauk Indians who had earlier lived in the area. Osakis and the surrounding areas have a long history rich with Native American tradition and legend.

The City of Osakis was founded in 1857 and incorporated in 1881. The railroad arrived in 1877 which provided the major way for transporting goods and passengers. In these days, Osakis was a thriving trade center, however, this market declined with the automobile and roadway system. Tourism has always been a main staple of industry for the City which borders the south end of Lake Osakis, a 6,300 acre fishing and recreation destination.

In addition to rich soils and waterways, the City also features historical sites. The following are included on the National Register of Historic Places:

Johnson, John B., House (added 1977 - Building - #77000730) also known as the Cyclone House U.S. 52, Osakis

Osakis Milling Company (added 1993 - Building - #86001407) Also known as Pollard's Mill and Elevator Lake St. and Central Ave., Osakis

B. Regional Setting

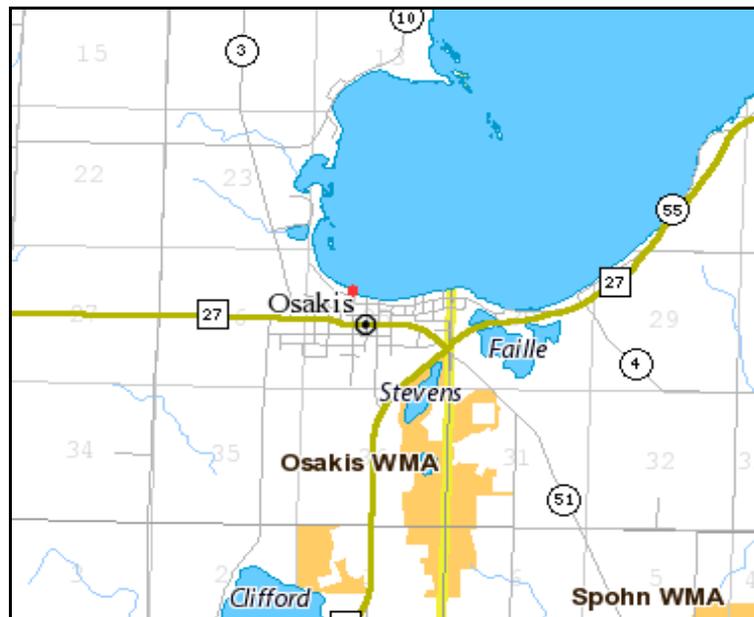


Osakis lies partially in Todd County along the southwestern border and also in Douglas County where it is the second largest community. The population of the area nearly triples with the influx of tourists during the summer months. Osakis, population 1,567¹, is located about 11 miles east of Alexandria on State Highway 27 East. From Minneapolis and St. Paul, it is 115 miles along on Interstate 94. Traveling from the west, it is situated 112 miles from Fargo, North Dakota and traveling from the east it is located 200 miles from Duluth. Important traffic corridors include nearby 1-94, Highways 27 and 3.

Osakis is contained within the Sauk River Watershed District and within the political boundaries of US Congressional District 7 and MN Legislative District 11B. The City is bordered by Osakis, Gordon and Orange Townships.

¹ Source: 2000 Census

**Figure 1-1
Regional Setting**



DEMOGRAPHIC TRENDS AND ASSUMPTIONS

In order to analyze future housing, park and recreation, governmental, utility and transportation needs of the City it is important to review historic trends that have occurred and develop assumptions for the future growth of the community. Population projections, land use and housing needs are dependent upon a number of factors including those which are outside of the City's control, however projections are necessary in order to assist the City in its long range planning for appropriate infrastructure and services and funding of those items. The information contained in this Chapter has been obtained through statistical data released by the United States Census Bureau, the State Demographic Center, the Minnesota Department of Economic Security, the Minnesota Workforce Center, Douglas County, Todd County and City of Osakis, including building permit activity.

I. SOCIAL PROFILE SUMMARY

- **Population and Housing.** The MN Department of Administration State Demographic Center estimated that the City of Osakis's population was 1,600 in 2004 with 687 households. The U.S. Census Bureau calculated a census population of 1,567 in 2000 (760 housing units) an increase from a population of 1,256 in 1990, representing a 19.8% increase over the ten-year period.
- **Population and Household Projected Growth.** Three models were used to project population and household growth with the final projection based upon an average of 4 forecasts. An average of the projections is incorporated in Table 3-6, page 7. **(Projected 2030 population of 2,289 persons (995 households), a 37% increase from 2005 to 2030).**
- **Age** distribution statistics indicate the City of Osakis had a median age of 48.8 years (2000 Census). This is higher than Douglas and Todd's combined median age of 39.1 years. The median age in Minnesota was 35.4 years and the U.S. median age in 2000 was 35.3 years. 24% of Osakis's population in 2000 was under the age of 20, 46.3% of the population was between the ages of 20 and 64 and 29.7% of the population 65 years old or greater.
- **Gender.** 2000 Census information identifies a gender distribution of 52.6% female to 47.4% male within the City of Osakis, illustrating a slightly higher female to male ratio than Douglas County (50.3% to 49.7%), Todd County (49.5% to 50.5%), Minnesota (50.5% to 49.5%) and the nation (50.9% to 49.1%).
- **Race.** 2000 Census statistics indicate 1,538 of the 1,567 residents (98.1%) of Osakis residents classify themselves as white or Caucasian. 10 residents (0.6%) are Hispanic or Latino, 0.8% of the population (11) are Asian, 0.7% (6) of the population are American Indian or Alaskan Native, 0.1% (2) of the population are Black or African American, with two or more races also present (0.6% of the population).
- **Income.** The Housing and Urban Development (HUD) Section 8 Income Guidelines places the 2002 Median *Family* Income in Douglas County at \$54,350 and 2002 Median *Family* Income in Todd County at \$46,750. The 2000 Census reports a median family income in the City of Osakis of \$38,864. It is estimated that a total of 136 individuals in the City of Osakis are below the poverty level (2000 Census).
- **Employment.** The Minnesota Work Force Center estimates 21,527 people in the labor force in Douglas County in April 2005, with 20,790 persons employed, resulting in a 3.4% unemployment rate. During this same time period Todd County had 13,586 in the labor force with 12,903 employed, resulting in a 5.0% unemployment rate. Minnesota had an unemployment rate of 4.1% and the United States unemployment rate was 4.9%.

- **Travel Time to Work.** According to the 2000 Census, workers in Osakis traveled an average of 20.5 minutes to their place of employment. This is comparable to workers within Douglas County which reported an average of 17.2 minutes and Todd County which reported a 23.2 minute commute time.

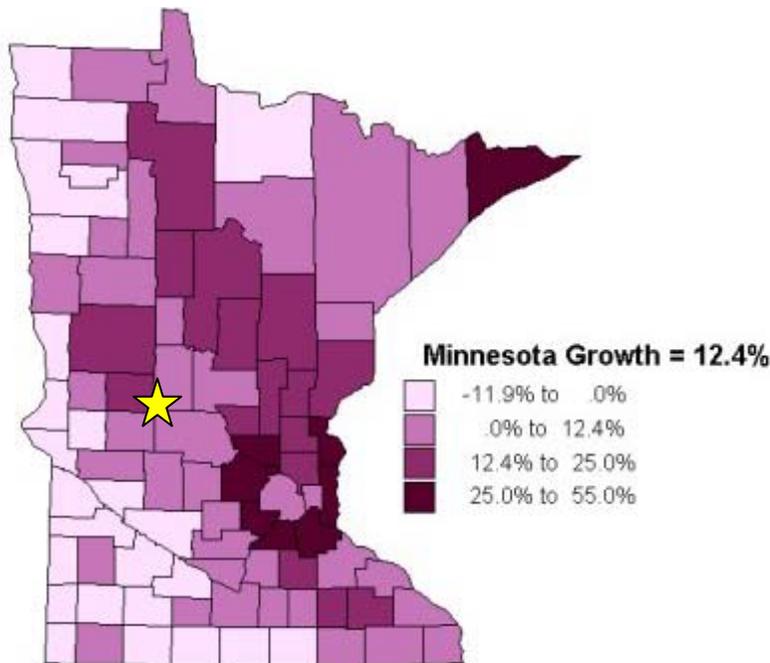
II. POPULATION GROWTH

A. Regional and Statewide Context

According to information in the 2000 U.S. Census, the population of the City of Osakis has increased by 13.5% in the past 20 years from 1,355 persons in 1980 to 1,567 persons in 2000. This growth has been steady with the exception of a slight decline between 1980 to 1990 (99 persons). The rate of growth increased more dramatically between 1990 and 2000 where the City experienced a 19.8% increase in population. During this time, the City's population grew at an increased rate to that of the state as a whole, which increased in population by 12.4% during the same time decade. The counties of Douglas (12.6%) and Todd (4.4%) have also experienced growth during the past 20 years with an increased rate occurring during the 1990 decade.

Figure 3-1, *MN Population Change By County*, below illustrates Minnesota's Population Change according to County.

**Figure 3-1
MN Population Change By County
1990 – 2000**



Source: U.S. Census Bureau

Overall Minnesota's population is projected to grow to 5.45 million by 2010 and 6.27 million by 2030. The current population is about 5 million. Gains are expected to be greatest in the Rochester-Twin Cities-St. Cloud corridor, but many rural areas can anticipate growth as well,

especially if they have lakes and forests. Scott, Sherburne and Carver counties are projected to be the fastest-growing in this decade while 21 counties, mostly in western Minnesota, are expected to lose population.

Table 3-1 below, *Population Trends*, shows the changes in population that have taken place over time in Osakis and surrounding townships. Comparisons also are made to Douglas and Todd Counties and the state of Minnesota.

**Table 3-1
Population Trends**

	1980	1990	1980 - 1990		2000	1990 - 2000	
			Change	% Change		Change	% Change
Osakis	1,355	1,256	-99	-7.9%	1,567	311	19.8%
Osakis Township	555	574	19	3.3%	584	10	1.7%
Orange Township	355	367	12	3.3%	324	-43	-13.3%
Gordon Township	635	583	-52	-8.9%	545	-38	-7.0%
Douglas County	27,839	28,674	835	2.9%	32,821	4,147	12.6%
Todd County	24,991	23,363	-1,628	-6.9%	24,426	1,063	4.4%
Minnesota	4,075,970	4,375,099	299,129	7.3%	4,919,479	544,380	12.4%

Source: U.S. Census Bureau

B. City of Osakis Context

Growth within Osakis has been facilitated by the presence of Interstate Highway 94, the abundance of natural features and recreational opportunities. As more of the state becomes urbanized, rural areas will offer a resource that is more in demand. These factors make Osakis an attractive location for those desiring to live in a semi-rural (mid-sized community) setting close to metropolitan amenities (Alexandria, Fargo and St. Cloud). This is consistent with trends that show increased movement toward rural areas located near large metropolitan areas. It is reasonable to expect that the City's population will continue to grow as people migrate from the growing metropolitan areas in search of a more rural lifestyle and as existing younger residents of the City begin to establish families. Increased population coupled with the national trend of lower density development, essentially ensures that the City will increasingly experience growth.

III. CITY OF OSAKIS POPULATION AND HOUSEHOLD PROJECTIONS

It is understood the nature of the City's future with respect to housing, retail, commercial, and industrial market potentials depends to a great extent on the population growth that may take place in the coming years. As such, the confidence with which future market situations may be assessed is closely related to the quality of the population projections employed. A second consideration of significance is the development of a viable approach to the provision of municipal services. In administering the construction of these increasingly costly systems, the City must constantly anticipate, if not control, the amount and location of their demand. Failure to maintain a managed approach would be fiscally irresponsible and could put the City in jeopardy of engaging a trade-off between environmental quality and financial solvency. Throughout this document references were made to various demographic and statistic data, with some further

analogies made according to specific Chapter components. For instance, detailed housing inventory data can be obtained in the Housing Chapter and traffic counts within the Transportation Chapter.

The role that population projections play in all of these areas is central. As such, the provision of high quality projections has been a basic aim for this Chapter and for support of municipal service policy development and various methods for projecting population and demographic characteristics was employed within this Chapter.

Projections of population and households in Osakis were developed on the basis of an analysis of local and regional trends and policies, and through the application of economic and demographic principals, with emphasis on the detailed profile of the City developed in this planning inventory. Specific data applied to the projections were the rate of residential building permits issued since 1995, trends in City’s urban and rural areas and Douglas and Todd counties’ growth.

A. Population Projection Methodology

Three methods of analyzing historic population trends to develop future projections were utilized as well as the Minnesota State Demographer’s extrapolated population projections to determine an overall population forecast for the City of Osakis. The methods employed include the “Top Down” method, the “Linear Model” and the “Exponential Model”.

Table 3-2, *MN Census Data Extrapolated Population Projection*, below illustrates the projections made by the Office of the MN State Demographic Center. The State Demographer is projecting the City to increase a total of 30.4% over the next two decades to 2,418 persons in 2030.

**Table 3-2
MN Census Data Extrapolated Population Projection**

Year	Osakis (Douglas County)	2000-2030 %Change	Osakis (Todd County)	2000-2030 % Change	Total	% Change
2000	1,392	28.7%	175	62.4%	1,567	--
2005	1,469		213		1,682	7.3%
2010	1,559		266		1,825	8.5%
2015	1,661		322		1,983	8.7%
2020	1,756		376		2,132	7.5%
2025	1,862		423		2,285	7.2%
2030	1,952		466		2,418	5.8%
Osakis (Combined County) 2005-2030 % Increase = 30.4 percent						

Source: MN State Demographic Office

The following tables (3-3, *Top Down Method of Population Projection*; 3-4, *Lineal Model Population Trends and Forecasts* and 3-5, *Exponential Model Population Trends and Forecasts*)

also demonstrate a projected population growth for the City with varying rates according to Counties.

The **Top Down method** calculates the City's population as a percentage of both Douglas and Todd counties' population. Utilizing this method it is projected that the City's 2030 population will be 2,038.

**Table 3-3
Top Down Method of Population Projection**

	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Douglas County	22,892	27,839	28,674	32,821	34,840	36,970	39,360	41,720	44,050	46,180
% Growth	--	21.6%	3.0%	14.5%	6.2%	6.1%	6.5%	6.0%	5.6%	4.8%
Osakis (Douglas County)	1,237	1,267	1,198	1,392	1,478	1,569	1,670	1,770	1,869	1,959
% of County	--	4.6%	4.2%	4.2%	6.2%	6.1%	6.5%	6.0%	5.6%	4.8%
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Todd County	22,114	24,991	23,363	24,426	24,910	25,620	26,390	27,070	27,600	28,000
% Growth	--	13.0%	-6.5%	4.5%	2.0%	2.9%	3.0%	2.6%	2.0%	1.4%
Osakis (Todd County)	69	88	58	175	179	184	189	194	198	201
% of County	--	0.4%	0.2%	0.7%	2.0%	2.9%	3.0%	2.6%	2.0%	1.4%
	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030
Combined Counties	45,006	52,830	52,037	57,247	59,750	62,590	65,750	68,790	71,650	74,180
% Growth	--	17.4%	-1.5%	10.0%	4.8%	4.8%	5.0%	4.6%	4.2%	3.5%
Osakis (Combined Counties)	1,306	1,355	1,256	1,567	1,641	1,720	1,806	1,890	1,968	2,038
% of Counties	--	2.6%	2.4%	2.7%	4.8%	4.8%	5.0%	4.6%	4.2%	3.5%
Osakis (Combined County) 2005-2030 % Increase = 19.5 percent										

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

The **Lineal Method** of forecasting future growth within the City was also completed. The **Lineal Method** assumes that the historical rate of growth (percentage change) will continue in the future. The City of Osakis's population increased an average of 0.7% per year over that past 30 years and at an average rate of 2.5% per year over the past 10 years. Due to this variation, an average of the two were used to calculate the average total forecasted population.

**Table 3-4
Lineal Model Population Trends and Forecasts**

Based on Thirty Year Average 0.7% Annual			Based on Ten Year Average 2.5% Annual		Based on Average of Both	
Year	Population	% Change	Population	% Change	Population	% Change
1970	1,306	--	1,306	--	1,306	--
1980	1,355	3.8%	1,355	3.8%	1,355	3.8%
1990	1,256	-7.3%	1,256	-7.3%	1,256	-7.3%
2000	1,567	24.8%	1,567	24.8%	1,567	24.8%
2005	1,619	3.33%	1,761	12.38%	1,690	7.9%
2010	1,673	3.33%	1,979	12.38%	1,826	8.0%
2015	1,729	3.33%	2,224	12.38%	1,976	8.2%
2020	1,786	3.33%	2,499	12.38%	2,143	8.4%
2025	1,846	3.33%	2,809	12.38%	2,327	8.6%
2030	1,907	3.33%	3,157	12.38%	2,532	8.8%

**Osakis (Combined County)
2005-2030 % Increase = 50 percent**

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

Finally, the **Exponential Model** of forecasting future population was used. The **Exponential Model** incorporates the historical average number of residents per decade and utilizes this number increase to calculate future population. Analyses of historic average increases over the past 10 years and past 30 years were completed. Due to the fluctuations, the average of the 10-year and 30-year trends were used to calculate the total forecast.

**Table 3-5
Exponential Model Population Trends and Forecasts**

Based on Thirty Year Average			Based on Ten Year Average			
Year	Population	Absolute Annual Change	Population	Absolute Annual Change	Average Both	
1970	1,306	--	1,306	--		Average Both
1980	1,355	49	1,355	5		
1990	1,256	-99	1,256	-10		
2000	1,567	311	1,567	31		
2005	1,611	8.7	1,723	31	1,667	
2010	1,654	8.7	1,878	31	1,766	
2015	1,698	8.7	2,033	31	1,866	
2020	1,741	8.7	2,188	31	1,965	
2025	1,785	8.7	2,343	31	2,064	
2030	1,828	8.7	2,498	31	2,163	

**Osakis (Combined County)
2005-2030 % Increase = 23 percent**

Source: U.S. Census Bureau, MN State Demographic Center and MDG, Inc. Projections

A summary of the three methods of forecasting population is illustrated in Table 3-6, *Summary of Population Projections, Household Growth and Residential Land Demand*, along with projected households and residential land use needs. Table 3-6 does not take into account the additional population and households resulting in the possible annexation of already developed land in the townships, as those areas would not require additional raw land for development.

**Table 3-6
Summary of Population Projections,
Household Growth and Residential Land Demand**

Year	MN Demographer	Top Down	Lineal	Exponential	Average	Households	Acre Demand	+30% Road, Park Etc.
2005	1,682	1,641	1,690	1,667	1,670	726	250	325
2010	1,825	1,720	1,826	1,766	1,784	776	267	347
2015	1,983	1,806	1,976	1,866	1,908	829	286	371
2020	2,132	1,890	2,143	1,965	2,033	884	304	396
2025	2,285	1,968	2,327	2,064	2,161	940	324	421
2030	2,418	2,038	2,535	2,163	2,289	995	343	445

Osakis (Combined County)
**2005-2030 % Increase Based on Average of MN Demographer Estimate,
 Top Down, Lineal and Exponential Projection Methods = 37 percent**

*Projected households= Population/2.3 people per household

*The current zoning ord. allows single-family lots of 15,000 sq ft minimum. MDG, Inc. based calculation on 15,000 single-family lot size.

Based upon an average of the Demographer's estimate and the three forecasting projections Osakis should expect to see a steady increase in population over the next two decades around 37%. The population in 2030 is estimated to be 2,289 persons or 995 households. It is estimated that the City will need 445 residential acres to accommodate this population. According to the U.S. Census Bureau (2000), the existing size of the City is 2.3 square miles or 1,472 acres of which 1,286 acres is land.

IV. BUILDING PERMIT TRENDS

Building permits trends are a useful tool in projecting future growth. Since the 2000 Census data is already five years old, building permits assist with identifying more recent trends. The following Table 3-7, *Single-Family Housing Construction Summary*, illustrates the increase in single-family homes beginning in the year 1995 with a decline in 1998 and 1999 with noteworthy increases in new construction in 2001 and 2003. On average, the City issued 8 permits per year during the past 10 years. The average value per home has fluctuated over the past 10 years, staying just below \$100,000 the past 6 years. Using the average number of new home permits issued per year (with 2.6 persons per household), the City would increase its population by 520 persons by the year 2030 (2,087 persons). If that growth continues for the period of 2005-2030, it is anticipated that 200 new housing units would be constructed. This supports the demographic data projections of an increasing population.

**Table 3-7
Single-Family Housing Construction Summary**

Year	Number	Total Value	Average \$ Value Per Home
1995	3	\$215,000	\$71,667
1996	5	\$278,000	\$55,600
1997	7	\$812,610	\$116,087
1998	4	\$353,500	\$88,375
1999	4	\$434,600	\$108,650
2000	7	\$461,880	\$65,983
2001	16	\$1,336,878	\$83,555
2002	6	\$582,000	\$97,000
2003	14	\$1,336,500	\$95,464
2004	11	\$1,048,300	\$95,300
Average	8	\$685,926	\$87,768
TOTAL	77	\$6,859,268	\$877,681

Source: City of Osakis Building Permit Records

A review of the type of unit occupied (i.e. owner occupied or renter occupied) is an important measure of the sustainability of the communities housing stock. A diversity of housing options prevents a polarization of residents into one age or income group. Census 2000 data indicates that 73.2% of the new residential units constructed are owner-occupied versus 26.8% which are renter-occupied or multiple-family units. Interest rates, which make home ownership affordable, guiding of land for multiple-family uses and market demand for units will impact future housing types.

V. HOUSEHOLD GROWTH

Continued household growth within the City is expected over the next two decades. The State Demographer's Office anticipates the number of households within Douglas County to increase from 13,276 households to 20,250 households or a 52.5% increase between the year 2000 and 2030. Within Todd County, it is estimated the number of households will increase from 9,342 to 12,030 or a 29% increase between 2000 and 2030. A breakdown of projected household growth within each county is illustrated in Table 3-8, *Projected Household Growth*, as follows. Census data indicates the number of households within Osakis increased 24% over the past decade from 532 households in 1990 to 661 in 2000. Based on the average of the three types of population projections, the MN State Demographer's estimate, and an average household size of 2.3 individuals, the number of households within Osakis is projected to increase from 661 in 2000 to 995 persons in 2030, a 50.5% increase. This is a higher percent pace than the household growth projected within Todd County and at a similar pace to that of Douglas County.

**Table 3-8
Projected Household Growth**

Year	2000	2005	2010	2000-2010		2015	2020	2025	2030	2000-2030	
				Change	%Change					Change	% Change
Douglas County Households	13,276	14,310	15,420	2,144	16.1%	16,650	17,840	19,080	20,250	6,974	52.5%
Todd County Households	9,342	9,780	10,340	998	10.7%	10,800	11,270	11,660	12,030	2,688	28.8%
Osakis Households	661	726	776	115	17.4%	829	884	940	995	334	50.5%

Source: U.S. Census Bureau, MN State Demographic Center, Osakis Households: MDG, Inc. based on average of MN Demographic estimate along with three methods of population projections and average 2.3 persons per household.

VI. OSAKIS POPULATION CHARACTERISTICS

Table 3-9, *Household Types*, indicates the type of households within Osakis and the surrounding areas.

A. Household Size and Type

**Table 3-9
Household Types**

Area	Family Households	Non-Family Households	Total
City of Osakis	405 (61.3%)	256 (38.7%)	661
Osakis Township	166 (76.9%)	50 (23.1%)	216
Gordon Township	154 (72%)	60 (28.0%)	214
Orange Township	94 (89.5%)	11 (10.5%)	105
Douglas County	9,030 (68%)	4,246 (32.0%)	13,276
Todd County	6,510 (69.7%)	2,832 (30.3%)	9,342

Source: U.S. Census Bureau (2000 Statistics), MN State Demographic Center

The average household size in 2000 was 2.23, which was very similar to the reported 2.15 persons per household in 1990. The average household size reported in the 2000 Census for Douglas County was 2.23 while Todd County reported 2.07 persons per household.

Table 3-10, *Owner-Occupied and Rental Statistics*, shows that of the 760 housing units, 661 or 87% were occupied housing units. Of the occupied units, the U. S. Census 2000 data indicates a significantly higher percent of family households (61.3%) than non-family households (38.7%) within the City of Osakis. Of the occupied housing units, 73.2% were owner-occupied (484 units), while 26.8% (177 units) were renter-occupied.

**Table 3-10
Owner-Occupied and Rental Statistics**

Area	Owner-Occupied	% of Total Units	Renter Occupied	% of Total Occupied Units
City of Osakis	484	73.2%	177	26.8%
Douglas County	10,243	77.2%	3,033	22.8%
Todd County	7,775	83.2%	1,567	16.8%

Source: U.S. Census Bureau (2000 Statistics)

As depicted in the following Table, 2000 statistics indicate over 60% of all households are family households. Children 18 years and under reside in 52.1% of all family households.

**Table 3-11
Families by Presence of Children and Family Type
City of Osakis**

Households by Type	Number	Percent
Total Households	661	100%
Total Family Households	405	61.3%
Total Family Households with children under 18 years old	173	26.2%
Married Couple-Family Household With and without children	332	50.2%
Married Couple-Family Household with children under 18 years old	122	18.5%
Female householder, no husband present with children under 18 years old	49	7.4%
Total Non-Family Households	256	38.7%
Non-Family Households Living Alone	230	34.8%
Non-Family Households with Individuals 65+	148	22.4%

Source: U.S. Census Bureau (2000 Statistics)

B. Age

Table 3-12, *Population By Age Group*, identifies the age distribution within Osakis. The City of Osakis had a median age of 48.8 years. This is higher than the combined Douglas and Todd Counties median age of 39.1 years. The median age in Minnesota was 48.8 years and the U.S. median age in 2000 was 35.3 years. The City has followed the statewide trend of an increase in the median age.

**Table 3-12
Population By Age Group**

Age Group	Osakis		Douglas/Todd Counties Combined		Minnesota	
	Number	Percent	Number	Percent	Number	Percent
Under 5	95	6.06%	3,254	5.68%	329,594	6.7%
5 - 9	95	6.06%	3,807	6.65%	355,894	7.2%
10 - 14	92	5.87%	4,440	7.76%	374,995	7.6%
15 - 19	95	6.06%	4,959	8.66%	374,362	7.6%
20 - 24	73	4.66%	3,092	5.40%	322,483	6.6%
25 - 34	149	9.51%	5,702	9.96%	673,138	<u>13.7%</u>
35 - 44	<u>187</u>	<u>11.93%</u>	8,542	<u>14.92%</u>	824,182	<u>16.8%</u>
45 - 54	166	10.59%	7,670	<u>13.40%</u>	665,696	<u>13.5%</u>
55 - 64	150	9.57%	5,953	<u>10.40%</u>	404,869	8.2%
65 - 74	<u>172</u>	<u>10.98%</u>	4,911	8.58%	295,825	6.0%
75-84	<u>172</u>	<u>10.98%</u>	3,464	6.05%	212,840	4.3%
85 years +	121	7.72%	1,453	2.54%	85,601	1.7%
Total	1,567	100%	57,247	100%	4,919,479	100%
Median Age	48.8		39.1		35.4	
Age Group	Orange Township		Osakis Township		Gordon Township	
	Number	Percent	Number	Percent	Number	Percent
Under 5	26	8.02%	31	5.31%	30	5.50%
5 - 9	22	6.79%	47	8.05%	39	7.16%
10 - 14	29	8.95%	54	9.25%	47	8.62%
15 - 19	26	8.02%	59	10.10%	37	6.79%
20 - 24	16	4.94%	17	2.91%	11	2.02%
25 - 34	34	<u>10.49%</u>	50	8.56%	57	10.46%
35 - 44	50	<u>15.43%</u>	102	<u>17.47%</u>	85	<u>15.60%</u>
45 - 54	44	<u>13.58%</u>	77	<u>13.18%</u>	75	<u>13.76%</u>
55 - 64	30	9.26%	74	<u>12.67%</u>	62	11.38%
65 - 74	32	9.88%	48	8.22%	68	<u>12.48%</u>
75-84	13	4.01%	18	3.08%	29	5.32%
85 years +	2	0.62%	7	1.20%	5	0.92%
Total	324	100%	584	100%	545	100%
Median Age	37.4		38.8		39.8	

Source: US Census Bureau (2000 Statistics)

In 2000, the City had its largest percentages of the population in the 35 to 44 and 65 to 84 old age groups. The 35 to 44 year old age group typically is viewed as the new generation of community leaders and business owners and their children are found throughout the school system from kindergarten to 12th grade. These age groups also tend to be active in the community and demand a high quality service and standard of living for their children and families. However, these age groups also tend to be more mobile and may move away from a community to find better opportunities. They tend to be first time homebuyers and are also within the move-up homebuyer market. The 65 to 85 year old age group tend to be empty nesters looking to downsize their housing and maintenance needs. They also may demand more social and medical services.

Table 3-13, *Population Projections By Age Group Greater Osakis Area and Minnesota*, indicates that within Douglas and Todd counties by the year 2030, the 65 to 74 year old age group is projected to be the largest segment of the population (10,250) and will have sustained the largest increase (52.9%) from 2000. This growth is consistent with the statewide age group projections. Age Cohort plays an important part in future planning as the various age groups will have an impact on the housing stock, park and recreation, social services, medical services future enrollments and the location of services. More in depth analysis relating to the various age projections are discussed within relevant component chapters.

The projections show the population overall in Minnesota will be older, due largely to continued aging of the baby boom generation. The number of Minnesotans ages 50 to 64 is expected to grow by more than 300,000 between 2000 and 2010. Younger age groups are expected to grow more modestly. The number of children under 15 is projected to grow about 10,000, for instance, while the number of 15- to 24-year olds is expected to rise by about 62,000. The projections are benchmarked to the 2000 census.

**Table 3-13
Population Projections By Age Group
Greater Osakis Area and Minnesota**

Douglas/Todd Counties Combined								
Age Group	2000	2005	2010	2015	2020	2025	2030	2000 - 2030 % Change
Under 5	3,254	3,250	3,580	3,790	3,850	3,820	3,810	14.59%
5 - 9	3,807	3,730	3,720	4,050	4,260	4,320	4,310	11.67%
10 - 14	4,440	4,160	4,060	4,050	4,340	4,550	4,640	4.31%
15 - 19	4,959	4,690	4,470	4,340	4,320	4,590	4,820	-2.88%
20 - 24	3,092	3,940	3,800	3,660	3,530	3,540	3,730	17.10%
25 - 34	5,702	6,380	7,510	8,090	7,940	7,690	7,550	<u>24.48%</u>
35 - 44	8,542	7,490	6,770	7,220	8,210	8,790	<u>8,690</u>	1.70%
45 - 54	7,670	8,920	9,160	8,170	7,400	7,720	<u>8,660</u>	11.43%
55 - 64	5,953	6,910	8,310	9,640	9,960	9,050	<u>8,250</u>	<u>27.84%</u>
65 - 74	4,911	5,100	5,870	7,000	8,450	9,800	<u>10,250</u>	<u>52.09%</u>
75-84	3,464	3,630	3,630	3,860	4,530	5,540	6,800	<u>49.06%</u>
85 years +	1,453	1,530	1,700	1,880	1,980	2,200	2,670	<u>45.58%</u>
Total	57,247	59,730	62,580	65,750	68,770	71,610	74,180	22.83%
Minnesota								
Age Group	2000	2005	2010	2015	2020	2025	2030	2000 - 2030 % Change
Under 5	329,594	337,900	353,000	369,900	377,800	375,900	372,500	11.52%
5 - 9	355,894	350,700	356,500	370,100	385,500	392,900	391,700	9.14%
10 - 14	374,995	368,900	360,900	365,000	377,300	392,300	400,000	6.25%
15 - 19	374,362	382,100	375,300	364,500	366,700	378,200	393,400	4.84%
20 - 24	322,483	378,300	383,900	376,300	361,300	362,100	373,700	13.71%
25 - 34	673,138	693,400	769,200	819,500	813,500	787,500	770,700	12.66%
35 - 44	824,182	782,600	720,400	727,300	790,900	835,300	832,400	0.99%
45 - 54	665,696	771,000	819,400	773,700	708,700	711,100	770,000	13.55%
55 - 64	404,869	511,800	633,900	732,000	776,300	732,800	673,200	39.86%
65 - 74	295,825	305,000	354,300	449,900	558,000	646,200	688,700	57.05%
75-84	212,840	219,900	218,900	230,000	272,100	350,500	438,800	51.49%
85 years +	85,601	95,400	106,800	115,400	121,600	134,900	163,300	47.58%
Total	4,919,479	5,197,000	5,452,500	5,693,600	5,909,700	6,099,700	6,268,400	21.52%

Source: MN State Demographic Center

C. Educational Attainment

Osakis is a part of School District # 213. According to 2000 Census data, the City of Osakis had 350 people aged three years and older enrolled in school. Of these students, 51 or 14.6% were enrolled in college or graduate school, 103 persons or 29.4% were enrolled in high school (grades 9-12), 151 or 43.1% were enrolled in middle or elementary school (grades 1-8), 25 or 7.1% were in kindergarten and 20 or 5.7% were nursery school or preschool.

The School District includes a Primary School, Intermediate School, Middle School and High School.

School District:	213
High School Graduates Attending Post-Secondary:	75%
State Wide Average:	65%

Education Institutions

<u>Education Type</u>	<u>Name</u>
Charter School	Lakes Area Charter School
K-12	Osakis Public Schools
Other	St. Agnes Parochial School

Table 3-14, *Educational Attainment Comparison*, below compares educational attainment characteristics of Osakis with similar or local political jurisdictions and the county and state averages.

**Table 3-14
Educational Attainment Comparison
(Percent)**

Area	With Diploma	W/O Diploma	Bachelors Degree or Higher
Osakis	33.9	11.8	10.2
Sauk Centre	78.9	7.6	17.7
Long Prairie	73.6	10.2	14.7
Glenwood	78.0	7.7	13.8
Alexandria	80.0	7.5	15.5
Douglas County	33.1	6.9	17.3
Todd County	41.2	10.9	10.0
Minnesota	88.0	12.0	28.0

Source: U.S. Census Bureau (2000 Statistics)

According to the 2000 Census, there were 1,114 people in Osakis 25 years of age and older. Of these, 76.1% graduated from high school. Of those not graduating from high school, 12.1% (135) completed less than 9 years of education and 11.8% (131) completed between 9 and 12 years of education but did not obtain a diploma. 10.2% of individuals of the population 25 years and over obtained bachelors degrees or higher.

D. Employment

Employment statistics from the 2000 Census indicates 721 people age 16 and over or 56.9% are in the labor force. The mean time traveled to work was 20.5 minutes in 2000. The Table below illustrates the travel time employees reported to get to work.

Table 3-15
Travel Time to Work

Total	City of Osakis
Did not work at home:	97
Less than 5 minutes	15
5 to 9 minutes	10
10 to 14 minutes	8
15 to 19 minutes	16
20 to 24 minutes	32
25 to 29 minutes	2
30 to 34 minutes	6
35 to 39 minutes	0
40 to 44 minutes	0
45 to 59 minutes	2
60 to 89 minutes	6
90 or more minutes	0
Worked at home	6

Source: U.S. Census Bureau (2000 Statistics)

The Minnesota Work Force Center estimates 21,527 people in the labor force in Douglas County in April 2005, with 20,790 persons employed, resulting in a 3.4% unemployment rate. During this same time period Todd County had 13,586 in the labor force with 12,903 employed, resulting in a 5.0% unemployment rate. Minnesota had an unemployment rate of 4.1% and the United States unemployment rate was 4.9%.

E. Income

It is noted that household income includes the income of the householder and all other individuals fifteen (15) years old and over in the household, whether they are related to the householder or not. Because many households consist of only one person, average household income is usually less than average family income. Family income is that the incomes of all members fifteen (15) years old and over related to the householder.

The 2000 Census reports a median *family* income in Osakis of \$38,864. The median *household* income in Osakis was \$29,833, with 2000 Census data reporting a median household income in Douglas County of \$37,703 and in Todd County at \$32,218. Comparing the median *household* income with other area communities, Osakis has the second lowest household income (\$29,833) just above Alexandria at \$26,851. The highest surrounding area household income was that of Long Prairie at \$44,792. The median household income for the state of Minnesota was \$47,111. Table 3-16, *Wage Comparison*, illustrate the area wage comparisons.

**Table 3-16
Wage Comparison**

Area	Avg. Weekly Wage	Avg. Hourly Wage
Osakis (Douglas County)	\$406.00	\$10.15
Sauk Centre	\$456.00	\$11.40
Long Prairie	\$556.00	\$13.90
Glenwood	\$513.00	\$12.83
Alexandria	\$534.00	\$13.35
Douglas County	\$525.00	\$13.13
Todd County	\$484.00	\$12.10
Minnesota	\$777.00	\$19.43

Source: MN Department of Economic Security 2005

The average wage in Osakis is lower than those of surrounding similarly characterized jurisdictions. Sauk Centre also has a lower average weekly wage (\$456.00) and average hourly wage, \$11.40 respectively with Long Prairie indicating the higher of the rates at \$556.00 weekly and \$13.90 hourly.

The 2000 Census reports a median family income in Osakis of \$38,864, about the average of several cities sampled as illustrated in Table 3-17, *Income Comparison*. The median family income is similar to that found in Alexandria.

**Table 3-17
Income Comparison**

Area	Per Capita Income	Household Income	Family Income
Osakis	\$15,212	\$29,833	\$38,864
Sauk Centre	\$18,390	\$37,644	\$47,623
Long Prairie	\$17,903	\$44,792	\$53,077
Glenwood	\$21,758	\$30,083	\$41,486
Alexandria	\$16,085	\$26,851	\$38,245
Douglas County	\$18,850	\$37,703	\$46,250
Todd County	\$15,658	\$32,281	\$39,920
Minnesota	\$23,198	\$47,111	\$56,874

Source: U.S. Census Bureau (2000 statistics)

The 2000 Census indicates that 23 people, or 5.6% of the population in Osakis, were below the poverty level. Douglas County reported 506 people or 5.6% of the county's population were below the poverty level. Todd County reported people 3,112 or 12.9% of the county population with incomes below the poverty level.

Poverty is defined on a sliding scale by size of family and number of related children under the age of 18. It is noted poverty thresholds for 2002 as defined by the U.S. Census are \$9,359/year for one person under the age of 65 and \$8,628/year for one person over the age of 65. For a family of four with two related children the threshold is \$18,244/year.

F. Race

2000 Census statistics indicate 1,538 of the 1,567 residents (98.1%) of Osakis residents classify themselves as white or Caucasian. 10 residents (0.6%) are Hispanic or Latino, 0.8% of the population (11) are Asian, 0.7% (6) of the population are American Indian or Alaskan Native, 0.1% (2) of the population are Black or African American, with two or more races also present (0.6% of the population).

G. Gender

As defined in the latest Census in 2000 there were more females (52.6% of the population) than males (47.4% of the population) residing in Osakis. The number of females in the community are greater than males in nearly all age categories.

H. Ancestry

2000 Census statistics indicate approximately 42% of Osakis residents classify themselves as from German decent. Other prominent ancestries include: Norwegian (21.8%); Irish (9.7%) and Swedish (9.3%). Most (96%) speak one language (English) in the home.

I. Demographic Objectives/Policies & Recommendations

The demographic and growth projections laid out within this Chapter will have a real impact on the future of Osakis. With a current land area of only 2.13 miles, Osakis must adapt its land use practices to ensure this future growth and development in and around the City will not adversely affect its tax base and detract from the existing sense of place and community, but rather will preserve natural, scenic and recreational amenities; ensure long-term economic development; and improve the quality of life and level of services for current and future residents. The City should work closely with surrounding townships to accommodate future growth in a manner that benefits the entire community.

Objective: Retain and increase the City's population that falls within the 0-29 age group.

Policies/Recommendations:

1. Encourage the retention and expansion of existing businesses and industries, as well as the development of new businesses and industries in order to increase employment opportunities.
2. Identify and modify rules and regulations that may create barriers to affordable housing.
3. Promote attractive and affordable housing and daycare facilities in order to help attract young families.
4. Ensure a high quality of life within the City by working with the school district by placing a priority on providing the opportunity for all children to obtain a high level of education so they can qualify for high-tech jobs.
5. Develop a diversified inventory of parks and recreational areas to insulate the City's tourism industry from changing seasons and user interest.

Objective: Ensure excellent care and support for the current and future needs of the community's aging population.

Policies/Recommendations:

1. Ensure all appropriate access to facilities throughout the City so as to provide easy entry for the elderly and the disabled and retain the elderly population by ensuring sufficient and affordable access to all services.
2. Seek continued support of public transportation and research the potential for expansion where appropriate.
3. Continue to support beneficial services for the elderly such as meals on wheels and place an emphasis on home health care.
4. Monitor to ensure adequate supply of housing opportunities for the community's senior citizens that meet all of their required needs.
5. Develop recreation opportunities for the elderly population.
6. Maintain high quality health care facilities within the community.

NATURAL RESOURCES

Natural and physical features/attributes of the City of Osakis are simultaneously a bountiful resource and a factor limiting development/redevelopment. Natural Resources in and around Osakis provide the foundation for maintaining a healthy environment, high quality of life and growing sustainably. Osakis's natural resources are one of its greatest assets. Preserving and improving on natural resources will not only continue to provide a base for recreation, but will also help to support the local economy by providing high quality resources from which to draw. Because of increasing affluence and people's growing desire to vacation and reside in areas such as Osakis with high scenic amenities, it is imperative that Osakis plan for the protection of its natural resources.

Within Chapter 3 of this plan (Demographic Trends and Assumptions), it is noted that Osakis is projected to increase 37% in population throughout the course of the next two decades. Much of this growth can be attributed to Osakis's natural amenities. Efforts should be directed toward wetlands and water resources, soils and geology, topography and drainage, wildlife and rare species, natural scenery, forests, prairies, and native plant communities. The concept of sustainable development should provide direction. Sustainable development can be seen as *"development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend. Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."* (Minnesota Legislature, 1996.) The perspective of sustainability calls upon us to invest our time and energy in efforts which simultaneously strengthen the environmental, economic and social dimensions of any issue.

This Chapter provides background information on the City of Osakis's physical profile that is intended to assist in guiding growth and preserving natural resources. This chapter includes:

1. A Physical Profile including information on area, climate, topography, waters, watershed, groundwater, vegetation, rare species and soil conditions;
2. Natural Resource Objectives; and
3. Natural Resource Policies/Recommendations.

I. PHYSICAL SETTING

A. Size

The 2000 Census identifies 2.13 square miles of land area with Osakis of which 2.01 is square miles of land and 0.12 square miles is water. Since the 2000 Census the City has not acquired any additional land through annexation.

B. Climate

The climate of Osakis and surrounding Central Minnesota region is characterized by warm, humid summers with severe local storms and occasional tornadoes. The winter seasons are generally cold and relatively dry. The average 30 year annual precipitation for the years 1961 to 1990 has been 27 to 28 inches of water based on data from the State Climatology Office, Division of Waters, Minnesota Department of Natural Resources. Nearly two thirds of Minnesota's annual precipitation falls during the growing season of May through September or 17 to 18 inches of precipitation. The normal precipitation during the months of April through October has been 22 to 23 inches. During late December, January, and early February, temperatures frequently remain below zero. Frost in Minnesota takes place as early as September and ends as late as May. Soil freeze occurs in Minnesota during the late fall and early winter months.

II. LAND RESOURCES

A. Ecologic Framework



Figure 4-1
Minnesota Ecological
Regions

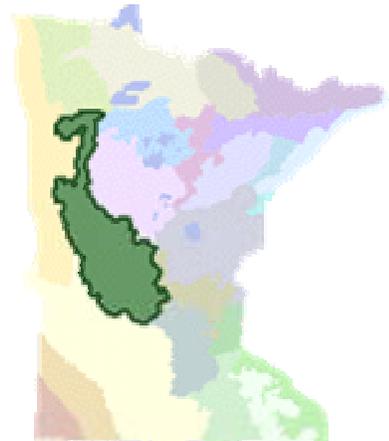
Source: MNDNR

Minnesota includes three of North America's ecological regions or biomes which represent major climate zones which converge: prairie parkland, deciduous forest and coniferous forest. The Ecological Classification System (ECS) is a nationwide system developed to manage natural resources on a sustainable basis. This system integrates climatic, geologic, hydrologic, topographic, soil and vegetation data. Osakis is included within the Eastern Broadleaf Forest province. This province bridges the transition zone between prairie to the west and true forest to the east. Major landforms include lake plains, outwash plains, end moraines, ground moraines, and drumlin fields.

Sections within this province are further defined by the origin of glacial deposits, regional elevation, distribution of plants and regional climate. Minnesota has 10 sub-ecological sections and Osakis lies within the Minnesota and NE Iowa Morainal division. The Alexandria Moraine Complex forms the western and southern boundary of this subsection. The eastern boundary was developed using general landform boundaries and the separation of northern hardwoods presettlement vegetation and dominantly coniferous or aspen-birch presettlement vegetation.

Steep slopes, high hills and lakes formed in glacial end moraines and outwash plains characterize this subsection. Presettlement vegetation included maple-basswood forests interspersed by oak savannas, tallgrass prairies, and oak forests. Much of this region is currently farmed. Tourism is predominant around the lakes.

Figure 4-2
Alexandria Moraine
Complex
(Hardwood Hills)



Source: MNDNR

B. Topography and Drainage

Map 4-1 illustrates topography within the City of Osakis. The area features gentle fluctuations in elevation from about 1,330 to 1,380 feet above sea level. Mild variations in the City's topography allow for a diverse array of development possibilities and options. A topographical survey indicates Osakis's terrain is generally flat and conducive to urban development, however, some area of steep slope exist along Lake Osakis, specifically near the Osage Park area and Cemetery. These areas generally are of unique value to the community and function best if allowed to exist in a natural state or exist with limitation on development such that they will not be urbanized or irrevocably altered.

C. Soils

Many of the environmental decisions about using a resource are based on the kind of soil and the ability of the soil to support that resource use. The characteristics of the soils in the Osakis area are examined in order to make proper decisions on the use of the land and to protect the natural environment. Existing soils in the City have been principally responsible for the area’s overall development pattern and may impose limitations or increased sensitivity to future urban development/redevelopment.

An illustration of soils (Map 4-2) within the City of Osakis is included on the following page and is reflective of USGS datum. Soil surveys provided by USGS provide information about erosion rates, depth to groundwater, surface and subsurface (to 5 feet) soil texture, engineering interpretations and suitability for activities such as private sewage treatment, building limitations, and nonmetallic mining sites to name few. This information is invaluable in making water and land resource management decisions. Soils with identical or near identical profiles are grouped into a soil series, normally named for a geographical feature where it was first described. Each series has the same characteristics, regardless of where it is subsequently found. Soil associations, which are described on a general county soils map, are a distinct pattern of soil series in defined proportions. Soil association maps provide an overview of the soils at a county level. These maps can help identify where high runoff or erosion could be expected, or where areas of high or low agricultural potential are likely to be located. These maps are not adequate for detailed planning and site selection of structures or roads. There are two general soil associations in Osakis area, Waukon-Gonvick and Ves-Roliss-Normanina.

The Douglas and Todd County Soil Surveys reveals most surface soils within the City consist of loam with surface soils of black loam and subsoils of brown sandy to clay loam which are, by nature, relatively level, poorly and moderately drained. Runoff, erosion and wetness are the main limitations in use and management concerns.

Table 4-1 reflects data included in the Douglas and Todd County Soil Surveys as illustrated on the “General Soils Map” for each respective County.

**Table 4-1
General Soil Associations – City of Osakis**

Soil Association	Characteristics
Ves-Roliss-Normanina (Todd County)	Nearly level to sloping, well drained, poorly drained, and moderately well drained, loamy soils on ground moraines and till plains.
Waukon-Gonvick (Douglas County)	Well drained and moderately well drained, nearly level to hilly soils formed in loamy glacial till.

D. Vegetation and Rare Species

As of the adoption of the Comprehensive Plan, the Department of Natural Resources had not published a biological survey and respective map. Information related to vegetation and rare species should be included in the Comprehensive Plan as it becomes available.

III. SURFACE WATER RESOURCES

A. Watershed

The term ‘watershed’ refers to the entire physical area or basin drained by a distinct stream or riverine system. Gravity and topography are the two major factors that define a watershed. Watersheds help

review authorities to evaluate the quality and quantity of local water resources. Osakis is contained within the Sauk River Watershed District (SRWD). A map of the SRWD (Map 4-3) is located on the following page. The SRWD extends from the Mississippi River near St. Cloud into the eastern portions of Douglas County to within three miles of Alexandria. The watershed, like the Sauk River, extends in a northwest to southeast direction. The overall watershed is about 75 miles in length with some areas being up to 20 to 30 miles in width.

According to data from the Minnesota Land Management Information Center (LMIC), the Sauk River watershed covers over 667,000 acres or approximately 1,041 square miles across portions of five counties. The portions of counties contained within by the watershed include southeastern Douglas County, northeastern Pope County, southwestern Todd County, northern Meeker County, and the center third of Stearns County. A small portion of the watershed (six acres) is contained within Morrison County.

The SRWD has implemented an Overall Comprehensive Plan which states, "It is the mission of the Sauk River Watershed District to apply our unique abilities and authorities in ways that protect and enhance our watershed's resources for today and tomorrow".

The City requires proposed development maintain compliance with Minnesota Pollution Control Agency standards and local stormwater/erosion control ordinances/procedures.

B. Lakes, Rivers and Streams

Approximately six percent of the City's total land area is comprised of surface waters. Map 4-4 located on the following page is reflective of the public water inventory and national wetland inventory for areas within the City of Osakis. The map illustrates surface water resources. Major surface water features within the City include Lake Osakis, Faille Lake, and Stevens Lake. In addition several protected wetlands exist within and in close proximity to the corporate limits. Surface waters classified by the Minnesota Department of Natural Resources (MNDNR) are subject to shoreland regulations.

Clearly, the Osakis area lakes are an important resource to the community, arguably the centerpiece of the community. Lakes in the City support a high quality of life for area residents and provide thousands of people with a range of recreational opportunities and economic gains.

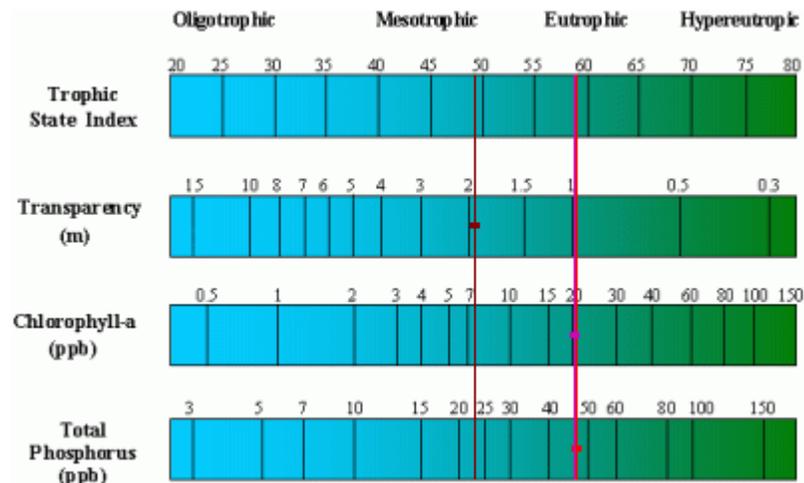
The most notable of the waterbodies within the City is Lake Osakis. Lake Osakis has been a popular destination for decades. The MNDNR has compiled extensive data on Lake Osakis including: lake surveys, lake depth maps, lake water quality data and lake water clarity data (from the Pollution Control Agency), satellite-based water clarity information (from the University of Minnesota), lake notes and fish consumption advice (from the Department of Health). Lake Osakis was **not** included on the MNDNR, Division of Ecological Services *Notice of Waters Identified and Designated as Infested Waters* list published in March of 2005 which cites those lakes infested with Eurasian water milfoil, spiny water flea, zebra mussels, ruffe, white perch or round goby. Lakes Faille and Stevens do not have this detailed information, however, estimated data on Lake Faille including water chemistry is available from the SRWD.

The Clean Water Act requires states to publish, every two years, an updated list of streams and lakes that are not meeting their designated uses because of excess pollutants. The list, known as the 303(d) list, is based on violations of water quality standards and is organized by river basin. A TMDL study identifies both point and nonpoint sources of each pollutant that fails to meet water quality standards. Water quality sampling and computer modeling determine how much each pollutant source must reduce its contribution to assure the water quality standard is met. Rivers and streams may have several TMDLs, each one determining the limit for a different pollutant. The Minnesota Pollution Control Agency (MPCA) is the state agency responsible for protecting Minnesota's water quality. Lake Osakis is included on the most recent TMDL list which was approved in 2004. The

affected use was aquatic recreation and the excess pollutant noted was excess nutrients. According to the MPCA, Lake Faille is proposed to be on the 2006 TMDL list.

According to the SRWD, Osakis Lake (DNR Lake ID number: 77-0215) is considered a non-flowage lake since it a headwater basin and becomes the starting point for the Sauk River. The land area draining to Osakis Lake, or its lakeshed, covers 84,881 acres. With the surface area of the lake is 6,788 acres, the lakeshed to lake surface area is 12.5:1. It is the 40th largest lake in the State. Over the past 30 to 40 years the lake has experienced decreased water quality and increased growth in aquatic vegetation. A diagnostic study in 1993 concluded that without corrective actions further degradation of the water resource would occur.

**Figure 4-3
Lake Osakis Trophic State Index (TSI)
Carson**



Source: MNDNR

As illustrated in Figure 4-3, Lake Osakis is a degraded water body with an overall Trophic status of Eutrophic with TSI ratings as follows: Total Phosphorus: 59, Chlorophyll-a: 59 and Secchi Disk: 49.

Carlson's Trophic State Index (TSI), discussed in Figure 4-2 below is a common means for characterizing a lake's trophic state (overall health) and associating Secchi, chlorophyll-a, and phosphorus measurements. The term "trophic status" refers to the level of productivity in a lake as measured by phosphorous content, algae abundance, and depth of light penetration. The index below shows levels of trophic status.

**Table 4-2
Carlson's Trophic State Index**

TSI < 30	Classical Oligotrophy: Clear water, oxygen throughout the year in the hypolimnion, salmonid fisheries in deep lakes.
TSI 30 - 40	Deeper lakes still exhibit classical oligotrophy, but some shallower lakes will become anoxic in the hypolimnion during the summer.
TSI 40 - 50	Water moderately clear, but increasing probability of anoxia in hypolimnion during summer.

- TSI 50 - 60** Lower boundary of classical eutrophy: Decreased transparency, anoxic hypolimnia during the summer, macrophyte problems evident, warm-water fisheries only.
- TSI 60 - 70** Dominance of blue-green algae, algal scums probable, extensive macrophyte problems.
- TSI 70 - 80** Heavy algal blooms possible throughout the summer, dense macrophyte beds, but extent limited by light penetration. Often would be classified as hypereutrophic.
- TSI > 80** Algal scums, summer fish kills, few macrophytes, dominance of rough fish

The shoreline within the City along Lake Osakis has been almost entirely developed with homes, cabins and resorts, creating the potential to negatively impact the Lake. Development on lakeshores has been shown to increase nutrient levels and increase shoreline erosion which lead to an increase in algae blooms and suspended solids, thereby decreasing water clarity and degrading habitat. Efforts should be made to monitor development related activities the contribute most to degradation of the lake(s) which include removing aquatic and terrestrial vegetation along the shore, increasing impervious surfaces, nitrogen and phosphorus fertilizers, using rip-rap and other harmful landscaping practices and compacting the soils.

C. Wetlands

Wetlands have historically been regarded as obstacles to development rather than areas of intrinsic value. However, it is now generally accepted that wetlands are valuable for storing essential surface waters, stabilizing surface waters to minimize the danger of droughts of floods and supporting wildlife habitat. Wetlands are also the primary method of recharging aquifers ensuring a continued water supply. Wetlands cleanse and purify surface water by removing nutrients and other contaminants from storm water runoff.

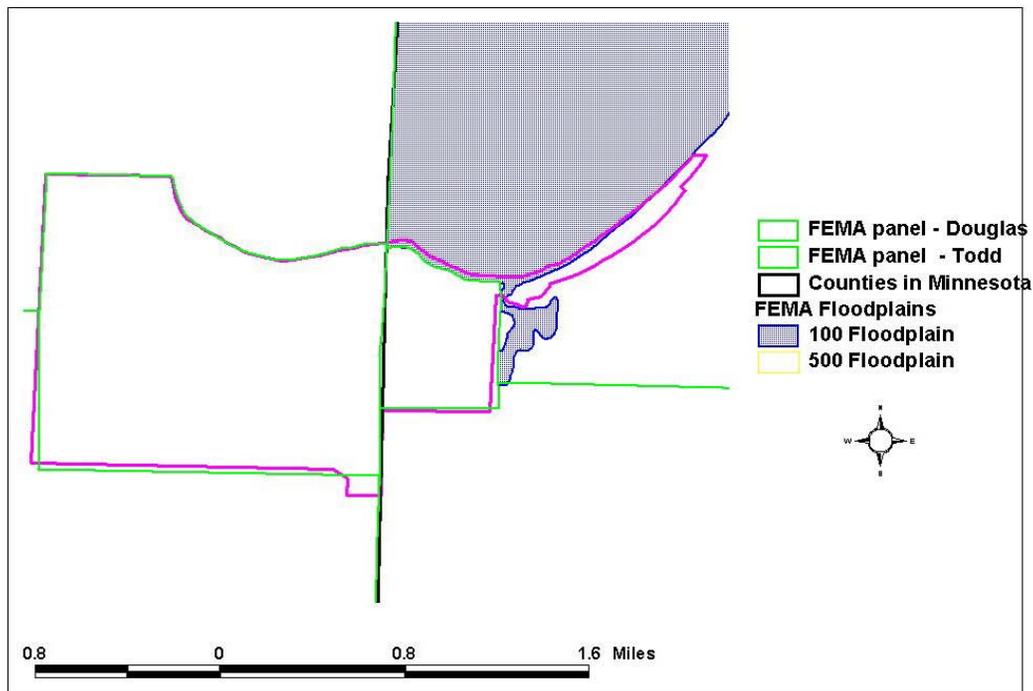
Wetlands are also illustrated on Map 4-4. The source for these data is the National Wetland Inventory (NWI). Wetlands represent approximately 6% of the surface in the study area.

The Army Corps of Engineers and the Department of Natural Resources are ultimately responsible for the overall protection of wetland, however, the Douglas County Soil and Water District is the local governmental unit responsible for implementing wetland protection measures and administers the Wetland Conservation Act (WCA) on behalf of the City.

D. Flood Plains

Until recently, the City did not have any areas designated as Floodplain and consequently is not enrolled in the National Flood Insurance Program (NFIP). However, in 1995 the City annexed a portion of Gordon Township within Todd County that included areas of FEMA Floodplain. These areas are illustrated on Figure 4-4. This situation creates potential issues for the City and homeowners within the annexed territory. If a property owner in that mapped floodplain tries to get a federally-backed mortgage (most mortgage types), or refinance, etc., they would not be able to since they would be required to buy flood insurance and are not able to since the City is not enrolled in the NFIP. As this area develops or as homes are sold, problems are likely to arise as a result. The City should investigate enrollment into the NFIP and adopt regulations for these areas.

**Figure 4-4
City of Osakis (current boundary vs. FEMA floodplain)**



Throughout the remainder of the City are areas which have encountered flooding and the City has taken corrective actions through structural engineering to alleviate flooding potential, however, flood prone areas still exist within the community.

In 1969, the Minnesota Legislature enacted the State Flood Plain Management Act (Minnesota Statutes, Chapter 103F). This Act stresses the need for a comprehensive approach to solving flood problems by emphasizing nonstructural measures, such as floodplain zoning regulations, flood insurance, floodproofing and flood warning and response planning. By law, Minnesota floodprone communities are required to: 1) adopt floodplain management regulations when adequate technical information is available to identify floodplain areas, and 2) to enroll and maintain eligibility in the NFIP so that people may insure themselves from future losses through the purchase of flood insurance. The Department of Natural Resources (DNR) is the state agency with the overall responsibility for implementation of the State Flood Plain Management Act.

E. Water Control Structures

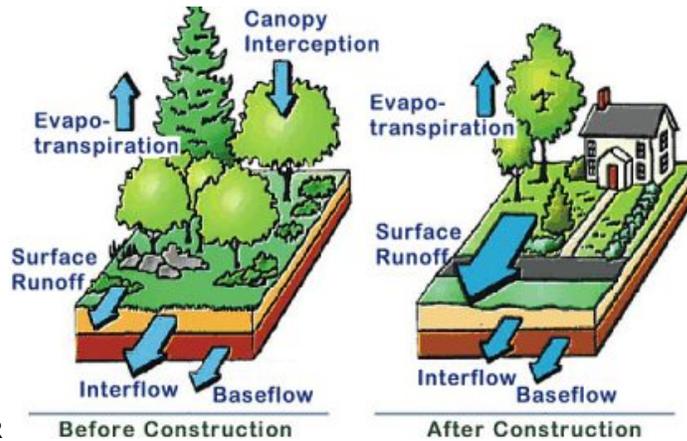
Osakis Lake includes a water control structure which is maintained by Todd County. The MN DNR provides dam safety oversight. In addition to this water control structure and others within the Sauk River Watershed, there are hundreds, perhaps thousands of culverts and box channels that control the flow of surface water throughout the District. These facilities are maintained by the cities, townships and county governments as well as by the Minnesota Department of Transportation (MNDOT).

The presence of culverts, bridges and other water controls structures has a significant influence on flood control. The City has not undertaken a comprehensive inventory of their respective flow control structures and facilities.

F. Local Hydrologic Cycle

Groundwater and surface water are both part of the “hydrologic cycle”. Development has a profound influence on the quality of waters. To start, development dramatically alters the local hydrologic cycle (see Figure 4-5 below). The hydrology of a site changes during the initial clearing and grading that occur during construction. Trees, meadow grasses, and agricultural crops that intercept and absorb rainfall are removed and natural depressions that temporarily pond water are graded to a uniform slope. Cleared and graded sites erode, are often severely compacted, and can no longer prevent rainfall from being rapidly converted into stormwater runoff.

**Figure 4-5
Local Hydrologic Cycle**



Source: MNDNR

The situation worsens after construction. Roof tops, roads, parking lots, driveways and other impervious surfaces no longer allow rainfall to soak into the ground. Consequently, most rainfall is converted directly to runoff. The increase in stormwater can be too much for the existing natural drainage system to handle. As a result, the natural drainage system is often altered to rapidly collect runoff and quickly convey it away (using curb and gutter, enclosed storm sewers, and lined channels). The stormwater runoff is subsequently discharged to downstream waters.

Water Quality is affected by the accumulation of trash, oil and rubber from cars, fertilizers and pesticides applied to lawns, sediment from bare or poorly vegetated ground and other pollutants entering streams, rivers and the Lakes. Inflow of sediment can cloud water, blocking sunlight from submerged plants. Sediment also settles to the bottom of streams, clogging the gravel beds used by fish for laying their eggs. Nutrients, such as phosphorus and nitrogen, from fertilizers enter the water and promote unusually rapid algae growth. As this algae dies, its decomposition reduces or eliminates oxygen needed by fish, shellfish, and other aquatic life for survival.

IV. GROUND WATER RESOURCES

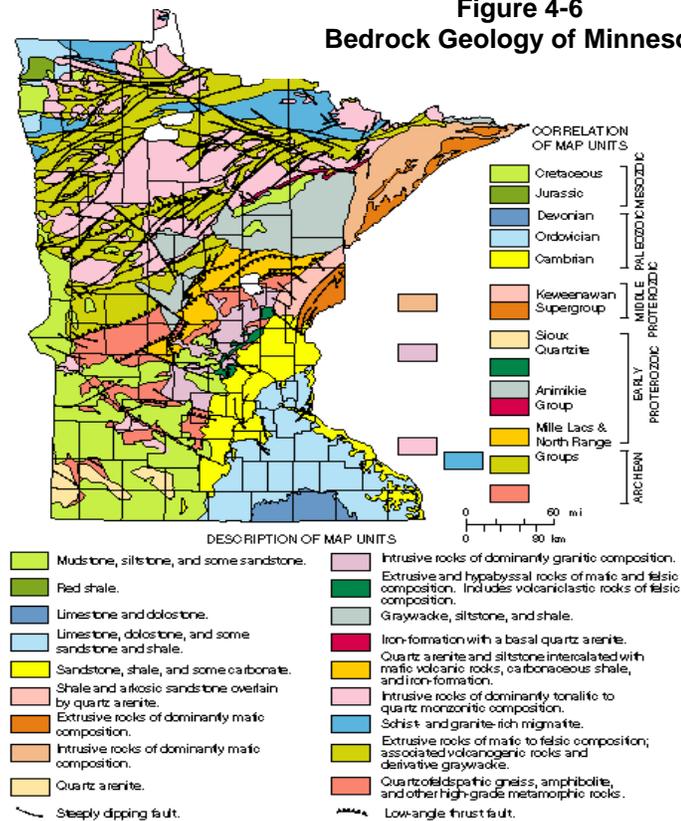
A. Geologic Framework

Subsurface geology and groundwater are important considerations for all communities as they are the source of potable (i.e. drinkable) water. Hydrogeology is the study of the interrelation of subsurface geology and water. Because the consequences of human actions and forces at work above ground have a direct impact upon our ground water resources it is important to consider hydrogeologic resources.

As shown in Figure 4-6, geologic conditions vary greatly in different parts of Minnesota. The Sauk River Watershed District Overall Comprehensive Plan includes the following summary of geologic resources:

“Sauk River watershed is underlain by relatively simple layers of rock and sediment. Metamorphic and crystalline basement rocks are overlain by weathered rocks and sediment that are in turn overlain by glacial deposits. The stacking of geologic layers reflects the order in which they were formed. The basement rocks were formed over 1.7 billion years ago. The weathered rocks and sediments were deposited on top of the basement rock from 140 to 65 million years ago. Most of the glacial deposits were deposited over these formations during the Quaternary period less than one million years ago. Over the last two million years, there have been approximately 20 large-scale southward advances of the Laurentide Ice Sheet. These major glacial advances have been grouped into four stratigraphic units including the Nebraskan, Kansan, Illinoian and Wisconsinian (listed in order of age from earliest to latest). The most recent advance, the Wisconsinian, has made the most impacts on the watershed in terms of glacial deposits and surface features. The Sauk River watershed is located in a region where glaciers advanced at least four times during the 60,000 years of the Wisconsin glaciation. Many of the hills and plains that make up the existing landscapes in the watershed are the result of several substages of the Wisconsin glaciation with the last advance occurring over 9,500 years ago.”

**Figure 4-6
Bedrock Geology of Minnesota**



Source: Minnesota Geological Survey

Hydro geologic conditions also determine how sensitive ground water may be to contamination by chemicals and pollutants introduced at ground level. Sensitivity to pollution is described in terms of the length of time it takes for a drop of water to cycle from absorption into the ground to discharge (removal) from an aquifer. The pollution sensitivity of an aquifer is assumed to be inversely proportional to the time of travel: shorter cycle times may indicate a higher sensitivity, longer cycle times may represent a greater

travel time and increased geologic protection. Contaminants are assumed to travel at the same rate as water.

There are four pollution sensitivity categories: Very High, High, Moderate, and Low. The pollution sensitivity of an aquifer is assumed to be inversely proportional to the time of travel. Very High sensitivity indicates that water moving downward from the surface may reach the ground-water system within hours to months leaving little time to respond to and prevent aquifer contamination. Low sensitivity where it takes decades to centuries for the cycle to be complete may allow enough time for a surface contamination source to be investigated and corrected before serious ground-water pollution develops. It is important to note higher pollution sensitivity categories do not mean water quality has been or will be degraded and low sensitivity does not guarantee that ground water is or will remain uncontaminated. Osakis's soil properties do not contribute to a high pollution sensitivity category as the soil properties are loam over loam. The loam is a balanced mixture of salt, sand and clay.

The Minnesota Pollution Control Agency reports 17 confirmed instances of leaking underground storage tanks (LUST) within the City over the past 15 years. Most files on the sites have been closed as of the drafting of this Plan. The sites are identified in the following table.

**TABLE 4-3
LEAKING UNDERGROUND STORAGE TANK SITES**

Site and MPCA ID#	Address	Release Discovered Date	Product Released	Leak Site Complete Site Closure Date	Contaminated Soils Remaining/Offsite Contamination
The Landing (FDIC) (821)	NE Corner Lake Osakis – CO Rd 10	November 1988	Gasoline, Type Unknown	April 1997	S/No
Community Memorial Home (7408)	410 W Main Street	August 1989	Diesel	March 1996	No/Unknown
Food n Fuel (2301)	Old Hwy 27	February 1990	Gasoline, Unleaded	--	Yes/Yes
Deluxe Oil Co (2651)	Hwy 27 W	March 1990	Diesel	June 1994	No/Unknown
Fishermens Corner (2606)	11 Nokomis Street	June 1990	Gasoline, Regular	August 1992	Yes/Unknown
Osakis Creamery Association (4633)	114 W Main Street	September 1991	Diesel	December 1992	Yes/No
Deluxe Oil Co (4859)	216 Nokomis Street	November 1991	Gasoline, Unleaded	June 1995	Yes/Unknown
Independent School Dist 213 (5472)	500 1 st Avenue	July 1992	Fuel Oil, 1&2	January 1994	No/Unknown
Fertilizer Plant (6197)	4001 State Hwy 127 SE	April 1993	Gasoline, Type Unknown	November 1993	No/Unknown
Blacks Resort (6825)	1202 E Lake Street	September 1993	Gasoline, Type Unknown	September 1994	Yes/Unknown
Fishermens Corner (11009)	11 Nokomis W	October 1997	Gasoline, Type Unknown	December 2000	Yes/Unknown
Jim & Betty's Park (11414)	2270 E Lake Street	May 1998	Gasoline, Type Unknown	June 1998	Yes/No

Food N Fuel Inc. (11575)	300 Nokomis Street W	July 1998	Gasoline, Type Unknown	January 1999	Yes/No
Ironwood Resort (12127)	4490 Smith Lake Road SE	November 1998	Gasoline, Regular	November 1999	S/Unknown
George Residence (12721)	RR 3 PO Box 66	June 1999	Gasoline, Regular	November 1999	S/Unknown
Randalls Phillips 66 (12798)	201Nokomis Street SE	July 1999	Diesel	April 2002	Yes/Yes
Osakis Ready Mix (13563)	207 2 nd Ave E	August 2000	Diesel	April 2002	Yes/Unknown

Source: MN Pollution Control Agency, 2005

Osakis draws its groundwater from a groundwater source with two wells ranging from 114 to 129 feet deep which draw from the Quaternary Buried Artesian aquifer. The Minnesota Department of Health determined in 2004 that the Osakis source of groundwater was not particularly susceptible to contamination. Studies during that year show that no contaminants were detected at levels that violated federal drinking water standards, however, some contaminants were detected in trace amounts that were below the legal limits. Chemically, the City's water is a calcium-magnesium bicarbonate type with high iron and manganese concentrations. The groundwater is chemically suitable for most purposes; however, hardness is a problem in some areas.

The City of Osakis has adopted the first phase of a Wellhead Protection Plan. The purpose of a Wellhead Protection Plan is to ensure the current and future safety of the City's drinking water supply. A map of the wellhead protection area follows on the subsequent page as Map 4-5.

V. AIR, NOISE AND LIGHT POLLUTION

The air quality is also an important and sometimes forgotten issue of importance for communities; air pollution is increasingly a regional and global problem. Pollutants can blow in from cities hundreds of miles away. An air toxic monitoring study was completed by the MPCA (Alexandria test site) from 1996 to 1997 and measured 73 air toxics. The average concentrations of the air toxics were compared to health benchmarks. Overall the Alexandria test site rated healthy quality of air. The only compounds which exceeded benchmarks in Alexandria were carbon tetrachloride and formaldehyde which are each contributor to cancer. Most production of carbon tetrachloride was banned in 1997 and levels have been decreasing since. A representative of MPCA¹ indicated that levels of carbon tetrachloride would be expected to be below the 1997 reading. Formaldehyde was above benchmarks at all locations Statewide and continue to be at all monitoring locations. Protection and encouragement of trees within the community can aid in maintaining high air quality.

Residents overwhelming indicated that they wished to retain the small town atmosphere of the community. They value the peace and tranquility of City and the Lake. Visual pollution from light and noise pollution detract from the small town atmosphere. Lighting should not detract from the views of the lake at night and blinking, flashing and bright lights are a nuisance and can easily be controlled through modern advances in lighting which reduce glare and concentrate lighting on-site. Not only can good lighting design and devices control light pollution, they also are more cost efficient and energy efficient. Furthermore, commercial and industrial lighting should not detract from residential uses. Noise ordinances can ensure that noises do not cause nuisances to residents as well.

¹ (Kari Schwerin Palmer, *Environmental Outcomes, MPCA, personal communication, July 2005*)

VII. ARCHEOLOGICAL RESOURCES

The history of a City helps a community define its sense of "place". Historic patterns of development, to a large measure, dictate where a community will grow in the future. History also gives us a window to view the lives of our forbearers and a mirror to reflect their images in our own endeavors.

As time progresses, Osakis may face the loss of more and more of one of its truly non-renewable resources. These resources are the archaeological and historic sites that give the City's modern day residents a tie to the past. Many of these cultural resources are being purposefully demolished or destroyed while others face the natural elements and slowly erode away, some without any knowledge. One threat to these resources is that their significance, or even their existence, is largely unknown. Development, redevelopment, or failure to maintain these sites can diminish or destroy historic and archaeological resources. However, widespread knowledge of archaeological sites can increase the likelihood that they will be disturbed or vandalized. Encroaching development and modernization require the need for preservation of archaeologically and historically significant sites. Because the known, or suspected, historic resources may have no significant relationship to current or likely future uses or activities in Osakis, it is questionable if they will play a role in determining or affecting the City's character. However, State guidelines call for municipalities to review construction or other ground disturbing activity within prehistoric archaeological sensitive and historic sensitive areas.

Osakis lies within the Central Lakes Deciduous Archeological Region of the State and also in an area where there is a medium to high probability of archeological site existence. Site potential is based upon statistical relationships between known sites and environmental factors. Information obtained from the Office of the State Archaeologist (OSA), State Historic Preservation Office (SHPO), and MnDOT indicate the presence of some archaeological sites, however, locations have not been verified and are rather schematic. Areas along the eastern portion of Lake Osakis may warrant review and appropriate coordination with the State Historic Preservation Office (SHPO) as to area sensitivity. For further reference, data is available in the records of SHPO.

VIII. DEVELOPMENT CONSTRAINTS

A review of several natural features has been reviewed in this chapter. It should be noted that several of the natural features identified in this chapter, including but not limited to lakes, soils, wetlands, flood prone areas, potential archeological sites and regionally significant ecological areas, will present constraints to future development. Several of these significant natural features/areas exist in the proposed growth area of the City. Following as Map 4-6 is a map illustrating potential constraints to development. The boundaries on the map are a compilation of floodplain areas, National Wetland Inventory areas, areas of steep slope (based upon Douglas and Todd County Soil Surveys) and DNR Public Waters Inventory data. Field verification was not done to determine wetland existence. It should be noted that further review of these and sites identified is required prior to development. This map is intended to provide a general overview.

IX. NATURAL RESOURCES OBJECTIVES AND RECOMMENDATIONS

Objective: To the extent possible establish a balance between promoting, protecting, enhancing and preserving natural and physical features (including, but not limited to, woodlands, wetlands, soils, steep slopes, surface waters, groundwater) while managing requests for development and redevelopment.

Policy/Recommendations:

1. Encourage efforts to preserve wildlife species including preservation of natural habitat areas and pre-settlement (native) vegetative communities where feasible.
2. Encourage the use of natural resource data/studies for planning and review of development and redevelopment such as soils, topography, groundwater etc.

3. Develop a policy ensuring compliance with approved subdivision grading/drainage plans are maintained. Compliance checks/certifications upon site grading completion, at the time of building permit issuance and immediately prior to issuance of a certificate of occupancy should be considered.
4. Carefully regulate development in areas adjacent to shorelands, wetlands and floodprone areas to preserve these as attractive amenities.
5. Encourage development to conform to the natural limitations presented by topography, soils or other natural conditions.
6. Identify and protect significant scenic areas, open spaces, historic or archaeological sites. Emphasize proper management of open space areas in order to preserve trees, wildlife, pre-settlement (native) landscape communities, floodplain, water quality and similar environmentally sensitive features.

Objective: Protect the quality and use of surface water through support and coordination with the SRWD, County SWCD's, Lake Associations and state and federal agencies.

Policy/Recommendations:

1. Encourage and promote land use practices to protect and improve surface water resources.
2. Require appropriate erosion controls during construction and enforce through a developer's agreement and onsite inspections.
3. Establish a priority listing of water areas to monitor surface water quality and quantity.
4. Complete a detailed inventory of stormwater infrastructure along with other information to develop a hydrologic flow model for management purposes.
5. Evaluate the impact of stormwater runoff on surface water in the City and respective growth areas and determine and develop a Citywide Surface Water Management Plan or proactive implementation of watershed management tools developed by the SRWD, as amended or updated.
6. Enforce existing regulations and develop programs and new regulations where necessary to protect surface water.
7. Support the coordination of planning and implementation efforts between the SRWD, Lake Associations, County Soil and Water Conservation Districts and Land & Resource Management Offices as well as state and federal agencies.

Objective: Protect and preserve groundwater supply and quality through support and coordination with the SRWD, County SWCD's, Lake Associations and state and federal agencies.

Policy/Recommendations:

1. Protect ground resource from contamination through the development and implementation of a Wellhead Protection Plan and other programs.
2. Identify geologically sensitive areas in the City and define the limits and recharge areas of aquifers.
3. Map areas of Leaking Underground Tanks.

Objective: Protect air quality in the City to comply with MPCA standards.

Policy/Recommendations:

1. Review performance standards within the Zoning Ordinance to ensure that they adequately control dust and wind erosion related to land use and development activities.

Objective: Preserve the environment as a sustainable resource to insure both present and future generations a good quality of life.

Policy/Recommendations:

1. Coordinate plans and work with all agencies responsible for the protection and restoration of our environment.
2. Administer and support the state environmental review program (EAW, EIS).
3. Initiate plans to correct any and all abuses and preserve areas critical to the City's way of life (Lake Osakis).
4. Develop an enforcement program that properly enforces the City's regulations including stormwater violations.
5. Encourage tree planting on private property within the City and investigate the adoption of a tree preservation and replacement ordinance as a part of the Zoning Ordinance to protect valuable trees in areas which will be developed in the future.
6. Examine specific requirements for environmental protection that may be incorporated into the City's Subdivision regulations such as identification of subdivision landscaping standards and identification of existing trees of a substantial size as part of the preliminary plat required data.
7. Participate in the National Flood Insurance Program and adopt Floodplain regulations.

Objective: Educate the community about its natural resource assets and encourage them to think about their use and impact on the natural resources of the community and greater areas.

Policy/Recommendations:

1. Maintain a current list of persons to contact at various local, state and federal agencies which are responsible for protecting the environment.
2. Distribute new information relating to environmental regulations to all policy makers and elected officials as it becomes available.
3. Promote environmental stewardship including reducing, recovering and recycling waste materials.
4. Maintain data that reflects the economic benefits of clean water to the local economy.
5. Attend annual meetings of lake associations and the SRWD to share information on surface water issues and to gain better insights on surface water issues.
6. Update and/or develop streamlined City permitting procedures including but not limited applications, checklists, fees, and inspections.
7. Provide developers and owners with technical assistance in applying Best Management Practices for stormwater management on road and land development projects.
8. Seek opportunities, such as conferences and publications to learn about emerging issues regarding the environment and provide training for elected and appointed officials to assist them in dealing with the complexities of environmental issues.

Objective: Every effort shall be made to identify and protect prehistoric and historic sites which meet national, state, or local criteria for historic designation from destruction or harmful alteration.

Policy/Recommendations:

1. SHPO should be referred to for all land use proposals where a possible impact to a historic or archaeological site has been identified.
2. Applicants with land use proposals that contain areas identified as being archaeologically sensitive should be required to conduct an investigation of the area's archaeological significance. The scale and location of the proposal will determine if such an investigation will be required.

LAND USE

The Land Use Section of the Osakis Comprehensive Plan includes:

- Analysis of existing land uses by type and volume;
- Examination of parcels within existing developed areas which provide an opportunity for land use redevelopment and/or infill;
- Calculation/identification of forecast land use volumes and types to support future growth;
- Future land use plan and policies;
- Staging of annexation and urban growth boundaries; and

I. PURPOSE

The purpose of the Land Use Chapter is to quantify and analyze existing development within the City and surrounding areas and provide guidance for future development and redevelopment. Virtually every policy or decision of the City may affect the way land is used; this makes careful consideration of the City's future land use very important.

Additionally as provided in Chapter Three (Demographic Trends & Assumptions), the City of Osakis is projected to see steady growth over the next two decades. This continued growth will pose many land use challenges. The strain between the demands of an urban community and the agricultural character of the surrounding townships may be at the forefront of this struggle. Although the area surrounding the City is predominantly agricultural, as vacant developable land in the City decreases, urban land uses will continue to extend into the neighboring townships, putting development pressure on the surrounding areas. As residential, industrial and commercial development expands, there will be increased pressure on the City to closely scrutinize land for development. Annexation dynamics will also become increasingly important. This chapter also addresses urban growth areas.

II. LAND USE INVENTORY

A. Inventory By Zoning Classification

The following table illustrates the gross acres of land uses by zoning classification in the City of Osakis in 2006 as depicted on the Official Zoning Map. Please note, Table 5-1 includes calculations only by land use type according to existing broad zoning districts and does not include a detailed breakdown of the types of residential or commercial uses. The 2006 Zoning Map (Map 5-1) is included on the following page. Because the City does not have a historical land use map or previous Comprehensive Land Use Map, the current zoning map has been used in this Chapter as the starting point for examining alternative strategies for future land use.

**Table 5-1
Zoning District Areas**

Zoning District	Gross Acres	Percent of Total City
Residential	806.619	60.87
Commercial	487.095	36.76
Industrial	31.462	2.37
Total	1325.176	100.00

B. Inventory By Existing Land Use

To better analyze and more realistically prepare a future land use map, an existing land use map was created in August and September of 2005 (Map 5-2). Prior to preparing this land use map, a list of land use categories was formulated. These categories reflect uses grouped together that will generally be compatible with each other. They do not reflect the City's existing zoning district categories, but were used as a guide to develop the future land use map. These categories are further discussed below with examples of the type of use or development associated with each. From these categories, a map was prepared using Douglas County Assessor data by parcel for the Douglas County portion of the City and walking and windshield visual and physical surveys in conjunction with the existing land use database for the Todd County portion of the City. Please note, due to the differences in the two counties capacity for parcel based mapping and assessment coding, some generalizations were made for the Todd County portion as parcel specific data was not available for this portion of the City and finite details omitted (i.e. seasonal recreation residential categorized with residential). However, said generalizations do not affect the implication for future land use.

The breakdown according to estimated existing land use at the time of this Comprehensive Plan (September 2005) follows below on Table 5-2.

**Table 5-2
Existing Land Use – 2005 Estimates**

Land Use Category	Gross Acres	Percent of Total City
Rural/Agricultural	472.693	35.61
Low Density Residential	331.095	24.95
Multi-Family Residential	13.087	0.99
Commercial	69.087	5.21
Industrial	48.627	3.66
Public/Semi-Public	91.357	6.88
Other	120.225	9.06
ROW	181.076	13.64
Total	1,327.247	100.00

Rural/Agricultural

Rural/Agricultural land uses include property that is currently utilized for agricultural purposes and open natural spaces within the City limits of Osakis. This area also can include former farmland that has not been cultivated for many years and is now sitting idle. Although currently agricultural, this land is in the likely path of urban development and may be suitable for residential, commercial or industrial uses in the future when City sewer and water are available. The majority of this land use can be found in the western and southern portions of the City and consists of nearly 36% of the City's landmass.

Low Density Residential

Residential development (up to three units) comprises of 25% of the City's total area. The City's 331 acres of low density residential development is located primarily in the western and northern quadrants of the community, with pockets of residential around the central core. Single-family

homes consume the vast majority of the City's residential land. Seasonal recreation residential and manufactured home residential are also included within this category with seasonal homes situated along Lake Osakis and two mobile home parks located at the intersection of Lake Street and 8th Avenue and south of State Highway 27 and north of Pike Street.

Multi-Family Residential

Multi-Family Residential development includes apartments and other multiple-unit residences. This land use comprises less than 1% of the City's total area. The City's 13 acres of multi-family residential land is located throughout the community, with the larger complexes located along State Highway 27 and County State Highway 3 and others sparsely located near the City's central core.

Commercial

The Commercial areas of the City make up a moderate portion of the City mass. The downtown commercial area is centrally located in the community. The downtown area consists largely of older one to two-story buildings with commercial establishments facing the street. There are very few new commercial structures in the downtown area and there are some vacant spaces. The downtown consists predominantly of small to mid-scale retail and service-oriented establishments. The general commercial areas make up the remainder of the commercial area (retail and wholesale trade, services and entertainment). General commercial uses are concentrated along State Highway 27, Todd County Road 46 and south on First Avenue. The commercial establishments in this area are newer, larger retailers and include highway-oriented businesses such as convenience stores, gas stations and other auto-oriented businesses. Overall, commercial uses comprise 5.21% of the City's total area.

Industrial

The City has a moderate industrial land base consisting of 49 acres, or approximately 3.7% of the City's total area. There is an established industrial park located along State Highway 127 within close proximity and easy access to Interstate Highway 94 and along the former railroad line, which is now the Central Lakes Trail, an all season recreational trail. Industrial locations were originally established due to access to the railroad and highways.

Public/Semi-Public

Comprising 6.9% of the City's total area, public and semi-public land use makes up an important portion of the City's land. This category includes educational, religious, health care, cemetery, government, utility and other public uses. The Osakis Public School is located in the center of the community and other small areas of public space are located throughout the community. Included in this category is also parks and open space with Osage Park located in the north of the City along Lake Osakis and Lions Park situated in the southern portion of the City. A detailed description of each park can be found in Chapter 10. Another major land uses included within this category is the golf course which is located on the eastern side of Faille Lake.

Other Areas

This includes all vacant property that is not available for development, such as public right-of-way, county, state or federal owned property, trail property, water and wetlands. A large part of this category is dedicated to public right-of-way, nearly 14% of the City's total area. This percentage is due largely to the City's grid-like street pattern in the residential districts that make up the bulk of the City, and is not unlike that found in other similarly sized communities. Major highways in Osakis include State Highway 27, which goes east-west through the City and State

Highway 127 which runs through the eastern portion of the City. Another major component of this category includes water bodies. Failla Lake and Stevens Lake lie within the eastern portion of the City. They are some of the prime scenic natural features of the City and efforts to preserve them should be continued and enhanced where appropriate. The remainder of other areas outside of ROW encompasses the remaining 9% of the City's land mass.

II. REDEVELOPMENT/INFILL POTENTIAL

While the amount of vacant land within the area serviced by municipal utilities is modest, the City should emphasize the use of currently available sites within the service area prior to the development of alternative sites. The development of sites within the serviced area will ensure prudent land management, assist in the prevention of 'leap-frog' type development and ensure maximum cost effectiveness for community residents. Additionally, efforts shall be made to ensure proper placement and phasing of urban expansion and the maintenance of existing and future land use compatibility.

The City should focus redevelopment efforts on commercial and residential areas/parcels in the more established areas of the City. To achieve this, the City should:

1. Encourage the removal of existing buildings that have exceeded their useful life or;
2. Encourage or participate in the removal of those which are deemed to have a "blighting effect" upon adjacent properties and/or present nuisance conditions that pose a threat to health and safety of citizens, and
3. Promote appropriate re-uses for under-utilized properties.

The following sites have been identified as future infill or redevelopment sites:

- Industrial areas adjacent to trail
- Vacant parcel adjacent to AJ's restaurant on Central Avenue
- Property located by the water tower adjacent to East Main and 4th Streets
- Commercial area at the intersection of Highway's 3 and 27 (Wither's Building)
- Vacant property at the intersection of West Main and 3rd Streets
- Property located at intersection of Main Street and Central Avenues (Lill's Lot)

IV. FORECAST LAND USE DEMAND

The City of Osakis will need additional land with urban services to accommodate forecasted household and employment growth through the year 2030. Projections of population and households in Osakis identified in Chapter Three of this Plan were developed on the basis of an analysis of local and regional trends and policies, and through the application of economic and demographic principals, with emphasis on the detailed profile of the City developed in this planning inventory. Specific data applied to the projections were the rate of U.S. Census data, residential building permits issued, historical population/household patterns and trends, trends in average household size, and sub-regional migration patterns. The rate and timing of growth within a community are influenced by several factors some of which may be controlled by the City and others over which the City has little or no control. The following are some factors which influence the rate/timing of growth:

<u>FACTOR</u>	<u>AMOUNT OF LOCAL CONTROL</u>
Economy	Very Limited
Availability of Developable Acreage	Some
Presence of Sewer Treatment/Water Capacity	Significant
Zoning Ordinance	Significant
Subdivision Ordinance	Significant
Capital Improvement Plan	Significant

Market conditions will have a major impact on housing types as well as the City progresses toward the year 2030. Interest rates, land/material prices and inflation, gas prices, among other factors will significant impact buyer preferences. Since housing types are difficult to forecast, the land use plan focuses on density rather than housing types. Residential use computation is based on current City indices relative to life-cycle housing and density.

In Chapter Three (Demographic Trends & Assumptions), three different methods of calculating future population estimates were employed, with an average of the three methods and the MN Demographer's estimate used to forecast population in five-year incremental stages over the next twenty years.

Table 5-3 illustrates the estimated population and household growth expected in Osakis through 2030. This is exclusive of land which may be annexed that is already developed with residential households.

**Table 5-3
Summary of Population Projections**

Year	Method of Calculating Population Projection					Projected Households
	Top Down	Lineal	Exponential	MN Demographer	Average	
2005	1,641	1,690	1,667	1,682	1,670	726
2010	1,720	1,826	1,766	1,825	1,784	776
2015	1,806	1,976	1,866	1,983	1,908	829
2020	1,890	2,143	1,965	2,132	2,033	884
2025	1,968	2,327	2,064	2,285	2,161	940
2030	2,038	2,535	2,163	2,418	2,289	995

*Projected households=Population/2.3 people per household

Table 5-4 illustrates the number of housing units in each of the classifications utilized by the US Census in 2000. Due to the additional growth in housing over the past few years, permits issued since the 2000 enumeration has been added to allow projections to be based on the most recent housing mix statistics.

**Table 5-4
Community Housing Mix**

TYPE	2000 Census		Bldg Permits 2000-2004		
	Owned	Rental	Owned and Rented	Total	% of Total
SF detached	451	43	54	548	63.35%
SF attached	11	3	0	14	2.20%
Two-Family unit	7	17	0	24	5.09%
Triplex/Quad	2	17	0	19	4.51%
5 or more units in structure	1	87	0	88	20.23%
Manufactured Home	9	14	0	23	4.62%
TOTAL	481	181	54	716	100.0%

Future land use needs may be calculated based on densities allowed in Zoning Ordinance or on historic trends. The Zoning Ordinance allows single-family homes to be constructed on a 15,000 square foot lot. However, historically lots were smaller in the original plat of the City. The future land use needs projected in Table 5-5 are based of an average of 15,000 square feet for single-family with 70% of each acre developed and the balance reserved for parks, wetlands, storm water ponds, etc.

**Table 5-5
Projected Residential Density Assumptions**

LAND USE	2005	2005	2005	Percent	Average	2010	2010	2015	2015	2020	2020	2025	2025	2030	2030	Total	Total
	No. of Units	Percent of Units	Acres	of Res. Ac	Density	Est. Units	Acres										
R-1, Single & Two Family Residential, Including Manufactured Homes	618	85.12%	331	96.22%	1.87	43	23	45	24	47	25	48	26	47	25	847	454
R-2, Multiple Family Residential	108	14.88%	13	3.78%	8.31	7	1	8	1	8	1	8	1	8	1	148	18
Total Residential	726	100%	344	100%	2.11	50	24	53	25	55	26	56	27	55	26	995	471

- Based on 2005 Population Projections contained within the Demographic Trends and Assumptions Component (Chapter 4). Assumes the same ratios of R-1, R-2, R-M in the future five year phases.
- Total Single-Two Family units include units identified in the 2000 census (enumerated in 1999) plus single-family building permits issued by the City from 2000 to 2004.
- Total multiple-family housing units includes three or more unit buildings identified in the 2000 census (enumerated in 1999).
- Number of units is based on current ratio single family to multiple family residential units (85/15).

The current ratio of residential to commercial/industrial acreage in the City of Osakis is 75 to 25 percent. If this land use ratio continues, an estimated 76 additional net acres will be needed to support future commercial and industrial growth. The current ratio of commercial to industrial acreage is 60% commercial to 40% industrial. Based on that ratio, 45 gross acres of commercial and 31 gross acres of industrial space will be required to accommodate future growth, at this same ratio, assuming a 20% area is included for right-of-way expansion, storm water ponding etc. The following Table 5-6 represents projected net and gross acreages, which is projected to be used for residential, commercial and industrial land uses through the year 2030. It is noted that the net acreage does not include land needed to support development such as additional right-of-way, utilities and park and open space where the gross calculation does.

**Table 5-6
Net/Gross Acreage Forecasts: Residential, Commercial and Industrial Land Uses**

Land Use	Current Acres- 2005	Total Net Acres 2030	Additional Net Required Acres 2030	Total Gross Acres 2030	Additional Gross Required Acres 2030
Residential Acre Forecast	344	471	127	612	268
Commercial Acre Forecast	69	95	26	114	45
Industrial Acre Forecast	48	66	18	79	31
Total Net Forecast	461	632	171	806	345

- Total acreage based on 2005 City land use acres plus projected land uses based on continuance of current ratios
- Net acreage does not include acreage for parks, ROW and utility needs, gross acreage includes 20% additional acreage for commercial and industrial for ROW, utility etc. and 30% additional for residential for ROW, utility and park/open space

After comparing projected gross acreage demand with vacant developable acreage within the corporate limits (320 acres estimated), it is anticipated an additional 25 acres are needed to accommodate forecast growth. It is important to note that future growth boundaries should be larger than the 345 acres projected as portions of land in the growth boundaries are already developed with rural residential subdivisions and/or businesses located in the township or contain wetlands or creeks. In addition land will be required for public and institutional uses.

VI. FUTURE LAND USE PLAN

A. Planning Compared to Zoning

The Future Land Use Plan was developed as part of the Comprehensive Plan for Osakis. It is an overall growth and development guide for a 25 year period. The Future Land Use Plan (planning) and the Zoning Map (zoning), along with their respective texts, have different yet complementary roles in guiding and regulating land development in Osakis. They should be used jointly to review the merits of a proposed development to ensure that it meets the legal regulations pertaining to land use and complies with the City's goals and policies. The relationship between land use planning and zoning is an important one. Planning is basically the act of planning the uses of land within a community for the future, while zoning is the act of regulating the use of these lands by ordinance.

The differences between planning and zoning are further noted in the following table:

**Table 5-7
Planning & Zoning Differences**

Planning	Zoning
Provides general policies for the City (i.e. attract new businesses to City and provide a mixture of housing).	Sets forth zoning regulations – <u>the law</u> . (i.e. notes location where uses are allowed, setbacks, density etc.)
Flexible, written to be able to respond to changing conditions.	Rigid, requiring formal amendment and details of how to administer.
The Land Use Plan reflects, in general terms, the relationships that ensure compatible land uses and the overall soundness of the Plan.	The Zoning Map is specific in nature. It identifies the zoning classification for each land parcel in the City and allowable uses.
The Plan projects land needs into the future, thus serving as a policy <u>guide</u> for future development.	The Map is updated as soon as a zoning application is approved and reflects current opportunities for development.
The Plan enables government officials to anticipate future public expenditures more effectively. This results in more efficient use of tax dollars.	The Map permits development to occur in accordance with present opportunities and constraints.
Provides a background on the community, issues, goals, citizen desires and potential actions and recommendations.	Deals just with physical development and how to administer the zoning ordinance.
The Plan provides an opportunity for citizens, developers, and affected agencies or governmental jurisdictions to determine the City's goals.	The Map is an official document that is legally binding and reflects the current development potential of land parcels.
Enacted under	Enacted under

B. Future Land Use

Map 5-3 on the following page offers a visual representation of future land use projections. The future land use map has been developed based on:

1. Ability to serve areas with municipal sanitary sewer;
2. Projected land uses for each category to retain a similar ratio of residential to industrial park land as exists in 2005;
3. Tiered land uses with more intense land uses adjacent to arterials and collector streets and more compatible land uses adjacent to each other, as identified as a preferred method versus mixed land uses, in the prioritization survey;
4. Land topography and natural resources; and
5. Community input in the process through surveys, community input meeting and monthly Planning Commission meetings.

An additional Future Land Use map (Map 5-4) provides the future land uses with an overlay of wetlands and a future collector street (discussed in Chapter 7 – Transportation). By identifying potential barriers to development as a part of future land use planning, it is possible to most appropriately determine where development should be located and avoid unintended consequences. This plan and subsequent documentation takes into consideration the land uses that have previously been approved by the City and the land uses encourage compact, contiguous development. It efficiently uses the existing and proposed infrastructure and capital investment.

A future land use plan is only as good as the implementation/official controls that regulate it. If a zoning and/or subdivision ordinance does not reflect the policy recommendations of the Comprehensive Plan, neither document will likely guide rationale development related to community values.

V. FUTURE LAND USE POLICIES

A. Overall Land Use Concept

Osakis is a rural growth center with a distinctive downtown, a growing number of residents, a potential for future highway commercial, a stable employment base and assorted park/recreational opportunities. Participants in the comprehensive planning process have expressed a desire to retain the “small town” atmosphere. The following guiding principals have also been considered:

- *Retain the spirit of a small town.* The goal of retaining the small town atmosphere is included through a logical pattern of future land use in an organized fashion, along with a transportation system to support the various land uses and parks and recreation to offer quality of life amenities.
- *A place for people to gather* – Downtown Osakis historically served as the center or focus of the community. Public participants in the process have expressed a desire to enact stronger aesthetic or building requirements and preserve the downtown for pedestrian traffic oriented businesses versus vehicular traffic oriented businesses. Identifying locations for future highway commercial nodes and adoption of policies relating to the downtown will assist in accomplishing this goal.
- *A well-balanced tax base* – In order to assist with the fiscal health of the City and discourage the future development of a bedroom community for other suburbs with employment offerings, a range of land uses including commercial and industrial have been planned for.
- *A proactive position on future growth* – The future land use plan includes projections and growth boundaries intended to serve the City to the year 2030. As market demands change the plan may need periodic review and updates. The future land use plan has included recommendations to complete comprehensive water, sanitary sewer and storm water management plans and identify future transportation or collector street locations to encourage proactive planning of land uses with infrastructure and the funding of the infrastructure.

B. Residential Land Uses

As noted within this Chapter, it is anticipated an additional 268 acres are anticipated to be required to serve residential growth. The future land use map illustrates an additional 740 acres of land devoted for residential purposes. Policies and objectives for existing as well as future residential areas have been developed to protect the integrity of residential neighborhoods and the character of Osakis. The City currently has one residential zoning district with varying lot size requirements for single-family homes and two-family homes.

Existing Residential Neighborhood Objectives

1. Encourage the continued maintenance and quality of existing neighborhoods.

2. Minimize the development of incompatible land uses adjacent to and traffic through residential neighborhoods.

Existing Residential Neighborhood Recommendations

1. Monitor the quality of housing stock and enforce codes and ordinances relating to outdoor storage, etc. as well as research the desirability of applying for Small Cities Development funds for housing rehabilitation as a means of encouraging on-going maintenance of older housing stock.
2. Discourage through traffic on local residential streets while preserving emergency access by following a transportation plan, which includes a recommended collector street system.
3. Prohibit non-residential land use intrusions into residential neighborhoods and require appropriate buffering and/or screening between non-compatible land uses.
4. Require infill residential units to be compatible in use and scale with the surrounding neighborhood.
5. Continue to upgrade infrastructure such as streets, water and sewer in existing neighborhoods as needed.
6. Restrict home occupations to businesses customarily found in homes which employee only household residents and that do not sell products or services to customers at the premises.

New Residential Neighborhood Objectives

1. Plan residential areas to encourage neighborhood unity and cohesiveness while protecting the integrity of the natural environment and providing access to other community amenities.
2. Provide a variety of life-cycle housing for the diverse needs of the community.

New Residential Neighborhood Recommendations

1. Create additional classes for residential zoning districts to accommodate the variety of housing needs (i.e. low to high density, Mobile Home Residential etc.)
2. Incorporate natural features into new residential neighborhoods while protecting the features through ordinances.
3. Limit access points directly onto arterial streets or collector streets by requiring driveway accesses and lots to front streets within the subdivision.
4. Require the development of parks, trails and/or sidewalks along collector streets to service neighborhoods and provide access to other community amenities such as places of commerce, educational facilities and larger community parks.
5. Plan residential subdivisions while following the comprehensive transportation plan which includes a recommended collector street system to encourage connection of neighborhoods to commercial areas and arterial streets.
6. Consider the changing housing needs of the growing community and review residential housing land areas to accommodate the changing needs and demands.

7. Specific sites for high density residential uses have not been specified on the future land use map. The Planning Commission and Council should consider high density residential land uses in areas designated for medium density residential if they are adjacent to major collector streets, arterials or major arterials, are near community services and/or provide tiered land uses (higher intensity to lower intensity). The City should avoid locating all multiple-family housing in one concentrated area.

C. Commercial Land Uses

Currently the City has 69 acres or 5.21 percent of the City's land inventory is commercial in nature, within its commercial zoning districts. It is projected an additional 45 acres would be needed for commercial expansion, to continue the current ratio of residential to commercial land uses in the future. Commercial land use is planned along County Roads 3, and 127 which could accommodate larger lot developments as well as along Highway 27. A total of 143 acres have been designated as Highway Commercial in the future land use map.

Osakis's downtown commercial area has historically served as the heart of the community. Public input relating to the desire to protect and maintain this central focus occurred during the planning process. Redevelopment of the downtown and planning new commercial areas that provide links and continuity to the downtown were discussed. The future land use map illustrates 32.31 acres of land dedicated for Central Commercial. Due to limited sites available in the downtown for larger uses and those requiring off-street parking, highway commercial areas along Highway 27 also exist and have in recent years expanded. The expansion of commercial areas outside of the downtown is expected to continue as the City grows. The following objectives and policies have been prepared for each unique commercial area. Separate commercial zoning district classes should be created to separate the downtown commercial area and intent with that of general commercial.

Downtown Commercial Objectives

1. Continue downtown Osakis as an important retail center.
2. Promote the expansion of the downtown on sites identified for potential redevelopment.
3. Continue to promote downtown as the center of the community as a focal point for government, community social activities and commerce.
4. Develop a downtown redevelopment plan and coordinate potential funding sources to encourage participation such as a Small Cities Development Grant, low interest loan program and tax incentives.
5. Provide and enhance convenient and aesthetically pleasing parking areas for customers and employees.
6. Promote land uses that will reinforce business synergy.

Downtown Commercial Recommendations

1. Continue to encourage private sector rehabilitation and renovation of existing buildings in the downtown.
2. Encourage the use of upper levels of commercial buildings for office and residential uses.

3. Continue, through the Chamber of Commerce and business organizations, to promote unified commercial and service promotional events to attract customers to the downtown.
4. Monitor traffic and provide safe and convenient access to businesses for vehicular and pedestrian traffic.
5. Require design standards for new and remodeled buildings to ensure the building mass, scale and facades are compatible with existing buildings.
6. Continue to offer on-street parking for business patrons as well as municipal parking lots to accommodate overflow and employee parking. Develop a landscape plan to make the parking lots in the downtown commercial district more aesthetically pleasing while allowing it to remain user friendly and provide an efficient flow of traffic.

General Commercial Objectives

1. Provide commercial areas for businesses which are more vehicle oriented, versus pedestrian traffic oriented, and which require larger sites.
2. Minimize traffic conflicts within commercial areas.
3. Provide linkages between highway commercial areas and the downtown or general business district.

General Commercial Recommendations

1. Link the existing downtown or general commercial district with new expansions of these districts with unique design features including ornamental streetlights, pavers, signage and similar design patterns.
2. Plan future commercial areas with frontage or backage roads that allow access to future areas.
3. Encourage pedestrian connections between commercial areas to allow customers to walk between business areas.

D. Industrial Land Uses

Industrial land uses comprise 49 acres or 3.6 percent of total land uses within the City today. If the City maintains the current ratio of residential to industrial land use mix it is projected that an additional 31 gross acres will be required for industrial expansion. The actual amount of industrial land required will depend upon the size of the industrial user, whether or not land is available at a competitive cost when compared to neighboring communities and other economic factors. The future land use map illustrates a decrease in industrial land from the existing land use map of 6.77 acres. Several areas within the downtown commercial area and adjacent to the Central Lake Trail have been guided on the future land use map for Central Commercial. At the time of this Comprehensive Update, the City and EDA's focus has been on providing technical assistance to new and expanding industries as well as providing financial incentives. The City has an industrial park area included in a state JOBZone, which allows tax incentives to businesses that locate in the park. As lots within the Industrial Park are developed the City should evaluate the need for additional Industrial land.

Industrial Development Objectives

1. Continue, through the City, EDA and Chamber of Commerce, to take a proactive approach to business retention and expansion.
2. Promote quality industrial development that is compatible with the environment and which do not negatively impact the City's infrastructure system such as wastewater treatment ponds.
3. Promote industrial development that pays employees a livable wage.

Industrial Development Recommendations

1. Consider economic incentives for industries that will contribute substantially to the City's tax and employment bases without substantial negative impacts on the City's infrastructure system.
2. Design new industrial areas to minimize impact on environmental features such as wetlands and creeks.
3. Design new industrial areas to discourage industrial traffic from traversing through residential neighborhoods.
4. Minimize the impact of industrial properties on adjacent land uses by requiring additional setbacks, screening and/or fencing and landscaping.
5. Consider requiring landscaping within industrial parks, as a part of the Zoning Ordinance, to improve the aesthetic appeal of the district.

E. Public Land Uses

As of 2005, 91 acres of land were used for public/semi-public uses including the School district property, church property and properties owned by the City including City hall, water tower sites, community center, open space and recreation and miscellaneous parcels. This constitutes nearly seven percent of the total land uses.

Public Land Use Objectives

1. Provide needed public facilities to support current and future growth.

Public Land Use Policies

1. Begin planning and budgeting for future public facilities.
2. Work in cooperation with other public agencies such as the school district to coordinate rather than duplicate public space such as auditoriums, meeting rooms, etc.
3. Provide sufficient land for future public facilities including utility sites and buildings.
4. Retain governmental administrative offices in the downtown commercial district to support the downtown as a focal point for services.

Park and recreational land uses are included in public land. It is projected that 30 additional acres of park and open space are anticipated to be needed to support the 381 additional acres of

land guided for residential development. It is recommended the City plan for a higher ratio of park space to other land uses as parks have been identified as an area to expand to meet the current residential populace as well as future growth.

Park and Recreation Objectives.

1. Expand the quality of life offered by parks and recreational amenities in the City of Osakis as it continues to grow.
2. Retain the small town feel of the City of Osakis.
3. Improve the quality of Osakis's City's parks.
4. Provide park and recreation opportunities for all ages of the population.

Park and Recreation Policies.

1. Require park land dedication and fees to add parks and recreational amenities in new growth areas (recommended 10%).
2. Plan for trail and/or sidewalk connections from neighborhoods to parks and linkages between parks.
3. Develop a capital improvement plan and work with local organizations to upgrade existing parks.
4. Offer park and recreational amenities for all age groups such as playground equipment for children, athletic fields for adults, and passive recreation for seniors.
5. Continue to work with the school district to provide for joint use of school/park facilities.

VI. ANNEXATION AND URBAN GROWTH BOUNDARIES

A. Annexation

As the population increases, it will become necessary to expand City services outside of the current municipal boundaries. To remain healthy, Osakis must be allowed to grow. The benefits of annexation include that of protecting the environment and natural resources, providing a wider variety of housing and commercial options than what low-density, rural zoning can offer, fairly distributing the costs of urban services among all that benefit, providing urban services more efficiently and without costly duplication, and providing sound land use planning practices by using land resourcefully.

State guidelines allow three forms of annexation:

- Automatic
 - Annexation by Ordinance (MN Statute §414.033)
 - Ordered Service Extension (MN Statute §414.0335)
- Negotiated
 - Orderly Annexation (MN Statute §414.0325)
- Contested
 - Unincorporated Land, City/Township (MN Statute §414.031)
 - Concurrent Detachment, City/City (MN Statute §414.061)

Each of these procedures can be used, but only one may apply and be appropriate in any given situation at one time.

Annexation by Ordinance

The City could pursue Annexation by Ordinance should the land to be annexed be urban in character as defined by Minn. Stat. § 414.033. The law defines land as being urban in character if it satisfies one of the following conditions:

- The City owns the land to be annexed.
- The land is completely surrounded by land already within City limits.
- The land abuts the City and the area to be annexed is 60 acres or less, not presently served or capable of being served by available public sewer facilities and all the landowners petition the City for annexation.
- The land is within two miles of the City and has been approved for platting after August 1, 1995, and the platted lots average 21,780 square feet or less.

The City would simply write and pass an ordinance describing the area to be annexed. The ordinance would be filed with the Minnesota Department of Administration, the City Clerk, the County Auditor, and the Secretary of State. This particular method is easy to do when the City works with the township, and the township does not object to the annexation.

Orderly Annexation

Osakis could also annex land by using the Orderly Annexation procedure. This procedure emphasizes negotiation and agreement wherein the City and the township from which the land is to be annexed pass a joint resolution designating the unincorporated land to be annexed. The joint resolution is submitted to Minnesota Department of Administration for approval. This is often the preferred method of annexation because it encourages cooperation between the City and township over the long-term.

Annexation by Petition

Another manner available for acquiring land is Annexation by Petition. This procedure is only utilized if the City cannot annex land using either of the first two procedures. The City would pass a resolution to file a petition with Minnesota Department of Administration to annex the land in question. Sometimes the landowner includes a request to be annexed into the City, which the township may contest. Should the annexation be contested, Minnesota Department of Administration would require that the City and the contesting party meet three times over a 60-day period to resolve any disputes. Should these meetings fail to resolve the contestation, the Department of Administration can require the City and the contesting party to enter mediation and arbitration. Since Annexation by Petition is often considered a hostile form of annexation and can be lengthy and costly for both the City and township, the City should pursue Annexation by Ordinance or Orderly Annexation whenever possible. Annexation by Petition is not a common method of annexation and the Minnesota Department of Administration recommends proceeding with one of the two aforementioned methods, using Annexation by Petition only as a last resort.

B. Urban Growth Area (UGA)

“Urban Growth” is generally defined as residential, commercial or industrial growth that requires additional or expanded services for sanitary sewer, public water supply and storm drainage facilities, parks and police and fire protection. An urban growth area is the land needed to accommodate the estimated urban growth of a community during a specified time period or simply, where the City is expected to grow. The rationale for defining this area is for communities to most efficiently provide public facilities and infrastructure by identifying where development is likely or desired to occur. UGA's help to hold down the costs of public services and facilities, save agriculture from urban sprawl, lead to better coordination of City and

township/county land-use planning and they bring greater certainty for those who own, use, or invest in land at the City's edge.

that Drawing an urban growth area is a joint effort between the City, surrounding townships and respective counties. UGA typically creates an urban growth area that encircles the City. Land in that area is not within the City's corporate limits is under county jurisdiction. But since much of land may be annexed to the City, it is important for the City and county to work together in planning and zoning that area. Usually, the urban growth area is subject to the City's Comprehensive Plan, but the county controls zoning and land use permits there until the area is annexed or becomes developed to urban standards. Cities and counties coordinate planning and zoning in urban growth areas through "urban growth management agreements." Such agreements provide the answers to important questions such as:

- Which local government will administer land-use regulations in the urban growth area?
- How should the growth area be zoned until it becomes urbanized?
- What standards for public services and facilities should be applied there?
- What interim controls should be used to protect the growth area's potential for urban development?

Outside of a joint urban growth management agreement or orderly annexation agreement, State Statutes 462.358, Subd. 1 states, "*A municipality may by resolution extend the application of its subdivision regulations to unincorporated territory located within two miles of its limits in any direction but not in a town which has adopted subdivision regulations; provided that where two or more noncontiguous municipalities have boundaries less than four miles apart, each is authorized to control the subdivision of land equal distance from its boundaries within this area.*" This would require subdivisions within two miles of the City to require compliance with the City's subdivision ordinance including design standards for streets, storm water drainage, etc. This may cause some rural developments to be financially not feasible or minimize development within the two-mile radius. The City of Osakis should at minimum, comment on projects proposed within the township in order to protect roadway corridors and ensure the proposed use is consistent with the proposed future land use map.

The following recommendations have been developed to ensure that Osakis has the ability to grow outside of its boundaries and develop in an orderly manner:

1. Establish open communication with Osakis, Orange and Gordon Townships about growth and annexation issues affecting the area.
2. Develop an evaluation program to determine when a property should be annexed into the City. Although there is vacant land available within the City, higher density developments are likely to occur outside of the City limits as development pressure increases. Higher density developments that have access to City services should be annexed into the City if they meet a certain threshold. Part of the evaluation process should include determining if the properties to be annexed want to be annexed into the City.
3. Develop an orderly growth and annexation plan with Osakis, Orange and Gordon Townships. It is imperative that the City and the townships work in cooperation to ensure that orderly growth occurs in the region and to keep friendly working relationships between the City, county, and townships. The City should focus primarily on *orderly annexation* rather than the other procedures for annexation. The orderly growth and annexation plan should include provisions for property owners that petition to be annexed into the City.
4. Apply zoning and subdivision controls within the two-mile buffer around the City as authorized by Minnesota Statutes. In order to provide City services, particularly sewer treatment access, new development must be at a certain density level. The two-mile buffer acts as an urban

transition zone that provides housing and commercial options at urban and rural densities. Requiring higher density development in the undeveloped areas immediately surrounding the City makes it more efficient to connect City services to the development and to annex the property into the City.

5. Land immediately adjacent to the City limits shall be annexed into the corporate limits prior to development.
6. Annex land as the area is about to become urban or suburban in nature or if surrounded by City limits.

HOUSING

The purpose of this chapter is to summarize housing issues within the City of Osakis and establish goals and recommendations to promote a healthy residential infrastructure and furthering a variety of life-cycle housing options. The issues have been identified through:

1. An analysis of City demographics;
2. An evaluation of historical building trends gathered from building permit information on file at the City offices;
3. An evaluation of existing housing conditions gathered through a windshield survey of the City;
4. A review of land use options for housing growth;
5. The comprehensive plan survey and community meeting; and
6. Housing Objectives, Policies and Recommendations.

Suitable housing is a basic need and a key to quality of life. A wide choice of housing styles and price ranges is a major community asset. This section of the Comprehensive Plan includes descriptive data about Osakis's housing stock plus a review of local, regional and national housing assistance programs/resources.

I. HOUSING ISSUES

A. Life Cycle Housing Variety

The housing stock within a community must be responsive to the needs of its residents. Housing needs are not static but change over time as people move through different stages of their lives. Housing needs tend to evolve from: (1) affordable basic units for young people just beginning to enter the workforce to (2) affordable single family units for first time home buyers and young families to (3) move up housing for people with growing families and/or incomes to (4) empty-nester dwellings for persons whose children have grown and left home (5) to low maintenance housing options for aging persons as their ability to maintain their property decreases; and finally to (6) assisted living environments to provide health and medical care to the elderly.

To address the life-cycle needs of residents, it is critical that a community provide a wide range of housing:

- **Types** (i.e. apartment/townhome/condominium rental, townhome/condo/single-family owner occupied, assisted living);
- **Sizes** (i.e. one, two, three bedroom rentals; starter homes; move-up homes; and,
- **Values:** (i.e. efficiency – luxury rental units; starter homes – executive homes).

The development of life-cycle housing works to sustain the community by preventing a polarization of residents in one age or income group. As one generation of residents moves through its life cycle it can move into the housing provided by the previous generation, just as the next generation will move into the housing being vacated.

B. Population Age Characteristics and Available Housing Choices

Population age characteristics and available housing options are essentially interrelated and can be analyzed in terms of correlative trends over time. National demographic trends affecting the housing market at this time are the general aging of the population (increased need for retirement housing/assisted living facilities) and the presence of grand-parents in caregiver roles for grandchildren (an increasingly popular alternative to day care) leading to a delay in the movement from larger move-up homes to empty-nester type housing options.

Osakis’s existing population as described in the Demographic Trends & Assumptions (Chapter 3) reports a median age of 48.8 years. The median age in Douglas and Todd counties are 38.5 years of age and 39.7 years respectively, and the State median age is 35.4 years.

The State Demographer’s Office projects future population by age group at county levels between 2000 and 2030. Projections suggest the fastest growing age groups in the combined Counties are anticipated to be those 65 to 74 years (52.09% increase); 74 to 84 years (49.06% increase) and 85+ years (45.58% increase). Within Osakis the same age groups can be anticipated to be the fastest growing. This will have an impact on the type of housing required in the future. It is also noted that within Douglas and Todd Counties combined the following age groups are anticipated to decline in population: 15 to 19 years (-2.88%).

Table 6-1 illustrates Census data that reflects nearly 48% of households occupying housing units within the community moved in between 1995 and 2000.

**Table 6-1
Osakis Householder by Year Moved In**

Year Household Moved In	Number of Owner-Occupied Units	Percent of Owner-Occupied Units	Number of Renter-Occupied Units	Percent of Renter-Occupied Units	Total Number of Occupied Units	Total Percent of Occupied Units
1999-March 2000	63	13.1	75	41.4	138	20.8
1995-1998	118	24.5	58	32.0	176	26.6
1990-1994	75	15.6	19	10.5	94	14.2
1980-1989	91	18.9	15	8.3	106	16.0
1970-1979	50	10.4	10	5.5	60	9.1
1969 or earlier	84	17.5	4	2.2	88	13.3
Total	481	100	181	100	662	100

Source: U.S. Census Bureau (2000 Statistics)

C. Housing Affordability – Defined

“Affordable Housing” is defined differently by various organizations. The United States Department of Housing and Urban Development generally defines housing as affordable if it costs less than thirty (30) percent of a household’s income. However, HUD’s Section 8 Income Guidelines are the basis for most affordable housing programs. Section 8 guidelines define low and moderate incomes on a sliding scale, depending on the number of persons in the family. For example, a four person household is considered ‘moderate income’ if their family income is 80 percent of the area’s median family income. The 2000 Census reports that the median percent of household income in 1999 that Osakis households spent on mortgages was 20.6%.

The U.S. Census Bureau classifies household and family income differently. Household income is defined as total money received in a calendar year by all household members 15 years old and over. Family income is the total income received in a calendar year by family members related by birth, marriage or adoption. Many households are not families, for example single people living alone or with non-related roommates are considered a non-family household. Median household income is often lower than median family income, however, most housing data references family income rather than household income.

‘Median’ income differs from ‘average’ income. ‘Median’ is created by dividing income distribution data into two groups, one having incomes greater than the median and the other having incomes

below the median. 'Average' income is calculated by adding all incomes together and dividing the total by the number of responses.

The following Tables will compare the City of Osakis and Douglas and Todd Counties' housing affordability data in terms of median household income (Table 6-2) and Osakis and Douglas and Todd Counties in terms of median family income (Table 6-3).

**Table 6-2
Affordable Housing – General Definition
30 Percent of Median Household Income**

Area	Median Household Income	"Affordable" Monthly Mortgage Payment*	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment
City of Osakis	\$29,833	\$746	\$124,250	\$746
Douglas County	\$37,703	\$943	\$157,000	\$943
Todd County	\$32,281	\$807	\$134,500	\$807
State of Minnesota	\$47,111	\$1,178	\$160,542	\$1,178

Source: U.S. Census (2000 Statistics) *Does not include down payment or taxes and insurance which may be reflected in monthly mortgage payment

**Table 6-3
Affordable Housing – Section 8 Definition**

Area	City of Osakis			Douglas County			Todd County		
	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment	Annual Income	"Affordable" Home Value at 6% interest/30 year term	"Affordable" Monthly Rent Payment
Median Family Income	\$38,864	\$162,000	\$972	\$46,250	\$192,500	\$1,156	\$39,920	\$166,250	\$998
Low income - one person household	\$21,764	\$90,500	\$544	\$25,900	\$108,000	\$648	\$22,355	\$93,000	\$559
Low income - two person household	\$24,873	\$103,500	\$622	\$29,600	\$123,250	\$740	\$25,549	\$106,500	\$639
Low income - four person household	\$31,091	\$129,500	\$777	\$37,000	\$154,000	\$925	\$31,936	\$133,000	\$798
Very low income - one person household	\$13,602	\$56,500	\$340	\$16,188	\$67,500	\$405	\$11,178	\$46,500	\$279
Very low income - two person household	\$15,546	\$64,750	\$389	\$18,500	\$77,000	\$463	\$12,774	\$53,000	\$319
Very low income - four person household	\$19,432	\$81,000	\$486	\$23,125	\$96,250	\$578	\$15,968	\$66,500	\$399

Source: U.S. Census & Department of Housing and Urban Development for Income. MDG, Inc. calculations of affordable mortgage and rent rates, based on Section 8 definition of affordable. Affordable mortgage based on 6% interest and a 30-year term, with no money down.

Notes: Does not include down payment or taxes and insurance which may be reflected in monthly mortgage payment; "Moderate" income defined here as 80% of median family income for Counties; "Low" income defined here as 50% of median family income for the Counties.

D. Affordable Housing in Osakis

By condensing data in the previous section, it is possible to develop a range of affordability for owner-occupied and rental units in the City of Osakis. Table 6-4 depicts the range of affordability for housing Osakis residents can afford.

**Table 6-4
Range of Housing Affordability – Family of Four Persons**

Group	Owner – Occupied Home Value	Monthly Rental Cost
Affordable for Median Incomes	\$162,000	\$972
Affordable for Moderate Incomes (80% of Median)	\$129,500	\$777
Affordable for Low Incomes (50% of Median)	\$81,000	\$486

It is noted most housing affordability programs and data place emphasis on creating owner-occupied units at 80% of the median family income (moderate income) and, rental units at 50% of the median family income (low income). Since low-income persons are typically renters, the definition of 'low income' is tied to the number of persons in each unit. Therefore, the Comprehensive Plan as of the summer of 2005 will identify "affordable owner-occupied units" as those affordable for moderate income families (80% of median income). Existing and new homes that are 'affordable' will be those between \$81,000 and \$129,500. Affordable rental units are based on 50% of the median income and will be in the range of \$486 per month.

It is important to note the definition of 'affordable' in terms of a dollar amount will change as the cost of living increases and interest rates change. Therefore, the City should periodically review income/housing statistics and update the definition as warranted. Factors such as interest rates will impact housing affordability.

The U.S. Census Bureau reports the actual income distribution in the City in terms of both median household and median family incomes. Income distributions can be compared to affordability standards to determine how many households and families in the City of Osakis may require affordable housing. In Table 6-5, households that may require affordable housing (based on family income) are depicted in the shaded areas.

**Table 6-5
Osakis Family Income Affordability**

Annual Family Income	Number of Families in Category	% of Total	Maximum Sustainable Monthly Rent - Efficiency Apt.	Maximum Sustainable Monthly Rent - One Bedroom	Maximum Sustainable Monthly Rent - Two Bedroom	Maximum Sustainable Home Value
Less than \$10,000	87	13.26%	\$175	\$225	\$250	\$42,000
10,000 – 14,999	77	11.74%	\$263	\$338	\$375	\$52,250
15,000 – 24,999	121	18.45%	\$438	\$563	\$625	\$83,500
25,000 – 34,999	91	13.87%	\$613	\$788	\$875	\$125,000
35,000 – 49,999	127	19.36%	\$875	\$1,125	\$1,250	\$177,000
50,000 – 74,999	100	15.24%	\$1,313	\$1,688	\$1,875	\$260,250
75,000 – 99,999	39	5.95%	\$1,750	\$2,250	\$2,500	\$364,250
100,000 - 149,999	11	1.68%	\$2,625	\$3,375	\$3,750	\$520,500
150,000 - 199,999	3	0.46%	\$3,500	\$4,500	\$5,000	\$728,508
Total	656	100.00%				
Median family income for Osakis in 1999 = \$38,864						

Source: U.S. Census Bureau (2000 Statistics) and MDG Calculations of Approximate Maximum Sustainable Home Value based on 6% interest and 30 year term, at 30% of average family income range.

The U.S. Census data reveals 136 individuals in Osakis are living in poverty (9.1% of the City's population). Within Douglas County, 2,746 people are living in poverty (8.5% of the county population) and within Todd County 3,112 people are living in poverty (12.9% of the county population).

The 2000 Census indicates the median monthly mortgage payment, with select monthly homeowner costs, in the City of Osakis was \$623; the median gross rent per month was \$333. As indicated in Table 6-6, the median value of a home within the City was \$64,300. The median value of a home within the City is significantly lower than those in Douglas County but comparable to homes in Todd County.

**Table 6-6
Estimated Actual Housing Costs**

Area	All Occupied Hsg. Units*	Owner Occupied Median Value	Median Owner-Occupied Units With Mortgage	Median Owner-Occupied Units Without Mortgage	Median Gross Rent
City of Osakis	662	\$64,300	\$623	\$222	\$333
Douglas County	13,276	\$102,300	\$825	\$247	\$411
Todd County	9,342	\$64,400	\$669	\$219	\$346
State of Minnesota	1,117,489	\$122,400	--	--	--

Source: U.S. Census Bureau (2000 Statistics)

The median housing costs including rent and mortgage payments indicate a base of affordable units exist within the City, but fail to consider when owner-occupied units were purchased, average monthly rental payments and number of units available. The 2000 Census indicates 100 vacant housing units within the City; of those 89 were single-family detached structures (89% of structures), two were single family attached structures (2%), six were 2 to 4 unit structures (6%) and the remaining three (3%) units were in mobile homes at the time of Census enumeration. The majority of the vacant units were in buildings built in 1940 or earlier (37 vacant units) or those constructed between 1940 and 1949 (20 units vacant). Units most likely to be vacant contained two bedrooms (39% of all vacant units). The high vacancy appears to be related to the age and condition of the structures.

Many residents have expressed concerns about the rising costs of housing. Housing affordability will continue to be a growing concern. An increase in housing costs is a trend statewide with the metro areas seeing huge increases in the median housing price. Table 6-7 illustrates the increasing median sales price within Douglas and Todd counties, 16.5% and 24.7% increases respectively.

**Table 6-7
Median Sales Price of Existing Housing Units by County**

Area	January 2000 to September 2001	January 2002 to September 2003	Dollar Change	Percent Change
Douglas County	\$105,000	\$123,350	\$17,470	16.5
Todd County	\$60,000	\$74,800	\$14,800	24.7

Source: MN Department of Revenue

Note: Data from arms length sales, includes warranty deed and contract for deed sales.

According to data obtained from Douglas County, within the reporting period from October of 2004 to August of 2004, there were 29 residential sale transactions within the City. The median selling price was \$96,220 with \$24,300 reported as the low and \$276,550 reported as the highest sale price. The median sales price has increased considerably since 1999 at which time the median reported for the 12 month reporting period was \$50,900 with the highest value for \$125,000 and the lowest value sale at \$10,000. There were 35 residential sales occurring in the 1999 reporting period.

While the sale price continues to escalate, the sales data shows that 83% of the sales occurred in a price range that would be considered affordable for moderate incomes (80% of the median) and 65.5% would be considered affordable for persons in the low income range (50% of the median) see Table 6-4.

E. Owner-Occupied Housing Supply

Census 2000 indicates that of the 662 occupied housing units, 481 (72.6%) were owner-occupied units. The majority of owner-occupied housing units are single detached units (93.8%). The owner-occupied segment of Osakis's housing unit supply can be further described in terms of the value of the home (Table 6-8) and the monthly mortgage payment for those with mortgages (Table 6-9).

**Table 6-8
Osakis Owner-Occupied Housing Values**

<u>Value</u>	<u>Number of Units</u>	<u>Percent of Units</u>
Less than \$50,000	117	27.3%
\$50,000-\$99,999	230	53.6%
\$100,000-\$149,999	60	14.0%
\$150,000-\$199,999	22	5.1%
\$200,000-\$299,999	0	0.0%
\$300,000-\$499,999	0	0.0%
\$500,000-\$999,999	0	0.0%
\$1,000,000 or more	0	0.0%
Median Value	\$64,300	n/a

Source: U.S. Census Bureau (2000 statistics)

**Table 6-9
Osakis Households by Monthly Mortgage (if unit mortgaged)**

Monthly Mortgage	Number of Units	Percent of Units
Less than \$300	11	2.6%
\$300-\$499	39	9.1%
\$500-\$699	98	22.8%
\$700-\$999	47	11.0%
\$1,000-\$1,499	36	8.4%
\$1,500-\$1,999	6	1.4%
\$2,000 or more	2	0.5%
Total	239	100.0%

Source: U.S. Census Bureau (2000 Statistics)

F. Rental Unit Supply

Of the total number of occupied housing units (762) in Osakis enumerated in the 2000 Census, 181 (23.7%) were occupied by renters.

A summary of Osakis's multiple-family rental unit supply is listed in Table 6-10. Osakis has a number of various rental units, ranging from apartment complexes, to apartments above commercial stores to single family homes used for rental purposes. Table 6-10 includes apartment buildings with four or more units. According to a phone survey of apartment building managers/owners in August of 2005, rent rates vary, with subsidized and Section 8 units based on tenant income. Osakis's rental buildings include:

**Table 6-10
Osakis Apartment Units**

PROJECT	TYPE OF HOUSING General Occupancy/ Elderly	# of UNITS	BEDROOM MIX				RENT				NUMBER OF VACANCIES	YEAR BUILT
			STUDIO	1 BEDROOM	2 BEDROOM	3 BEDROOM or 2+ Den	EFFICIENCY	1 BEDRIIN	2 BEDROOM	3 BEDROOM or 2 BR+ DEN		
Osakis Community Manor Apartments	Senior 62+ HUD Section 8	24		16	8		Based upon income max. \$330				0	1978
Osakis Townhomes	General	12			9	3						1998
Terrace Heights Assisted Living Apartments	Elderly (assisted living)	20	8	10	2		\$1,856 - \$3,752 dependent on level of care and service				0	1995
West View Assisted Living Apartments	Elderly (assisted living)	25	16	4	5		\$2,226 - \$3,396 dependent on level of care and service				1	2003
Heritage Apartments	General	16		14	2							1984
Shelter Enterprises Apartments	General	17			2							1972
Lakeside Apartments	General											

Source: Telephone survey of rental property managers, August 2005 by MDG, Inc.
Blank information not available upon request.

According to the 2000 Census, most rental units within the City of Osakis were constructed between 1970 and 1979 (33.7% of all rental units), with 16% of the units constructed prior to 1939. Twenty new rental units have been constructed in the past ten years. The City does not have rental or housing maintenance codes in place. A visual survey of rental housing within the City reveal that older rental structures were well kept and in relatively good condition.

II. EXISTING HOUSING STOCK

A. Type of Housing

Osakis's housing stock is a diverse mix of owner-occupied and rental units with a variety of styles, conditions and values. The City's neighborhoods range from densely developed, urbanized streets near the downtown to the stately homes along Lake Street and suburban-style, low density housing within Osakis Properties subdivision. Homeownership is a strong tradition in Osakis and no large scale conversion of single-family homes into apartments appears to be occurring. This helps maintain strength and stability in the City's housing stock.

The existing housing supply in Osakis includes single-family, duplex, townhouse, mobile home and multiple-family units. According to the 2000 Census the make-up of the existing housing stock is as follows:

**TABLE 6-11
Types of Housing Osakis**

	Total	Owner		Renter	
	No.	No.	%	No.	%
Single-family detached	494	451	93.8%	43	23.8%
Single-family attached	14	11	2.3%	3	1.7%
Two-family units	24	7	1.5%	17	9.4%
Three or Four Units	19	2	0.4%	17	9.4%
5 or more units	88	1	0.2%	87	99.8%
Mobile Home	23	9	1.9%	14	7.7%
Total	662	481	100.0%	181	100.0%

Source: U.S. Census Bureau (2000 Statistics)

The average home in Osakis in 2000 could be characterized as follows:

- Single family unit with five rooms
- Worth \$64,300 with a monthly mortgage of \$623 (includes selected owner costs such as sewer, water, and taxes)
- Less than 30 percent of household income goes to monthly mortgage and owner costs
- Built prior to 1969 and heated by utility gas
- One vehicle available

B. Density

As of 2005, the City's zoning ordinance includes one residential zoning district. Within this district single family dwellings require a minimum lot area of 15,000 square feet and two family dwellings require a minimum of 24,000 square feet. The density of development per acre widely varies throughout the City.

Residential development within the City is driven by the availability of utilities. Currently, areas with utilities are almost completely developed. The type of housing which is most in demand – shoreland and family is in short supply within the City. Currently the City has approximately 320 acres of undeveloped land within existing City limits for future residential, commercial and industrial growth. Low-density residential development patterns consume large quantities of land, provide fewer homes, and increase infrastructure expenses for the City. The City should determine if current zoning ordinances will allow for higher density housing to meet the growing demand for housing in City limits. The City should also assess the demand for municipal water and sanitary sewer services in surrounding townships and encourage future development and expansion that meets the needs of the entire community.

C. Building Activity

Historical building permits from 1995 to 2004 were analyzed for new single-family construction permits and new apartment unit construction permits.

Table 6-12 illustrate new apartment construction within the past ten years. Within this timeframe, two projects were constructed, both in 1998.

**Table 6-12
Multiple Family Construction**

Year	Multiple Family Construction in Dollars	# New Units	Average Value Per Unit
1998	\$640,000	8 (townhomes)	\$80,000
1998	\$696,000	12	\$58,000

Source: City of Osakis Building Permits

Multiple-family housing construction has constituted 20% of the total new housing units constructed between 1995 and 2004.

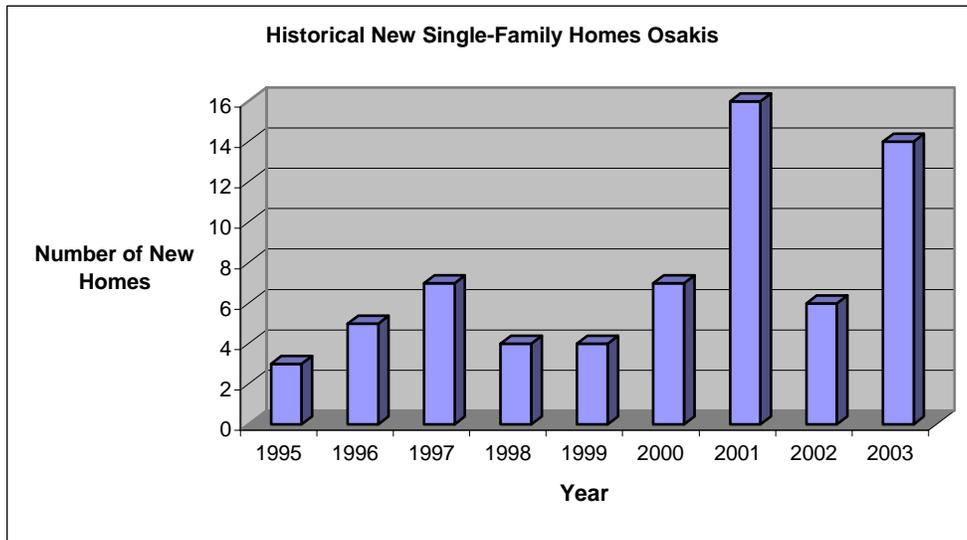
The following table and charts illustrate new single-family home construction trends.

**Table 6-12
Single-Family Housing Construction Summary**

Year	Number	Total Value	Average \$ Value Per Home
1995	3	\$215,000	\$71,667
1996	5	\$278,000	\$55,600
1997	7	\$812,610	\$116,087
1998	4	\$353,500	\$88,375
1999	4	\$434,600	\$108,650
2000	7	\$461,880	\$65,983
2001	16	\$1,336,878	\$83,555
2002	6	\$582,000	\$97,000
2003	14	\$1,336,500	\$95,464
2004	11	\$1,048,300	\$95,300

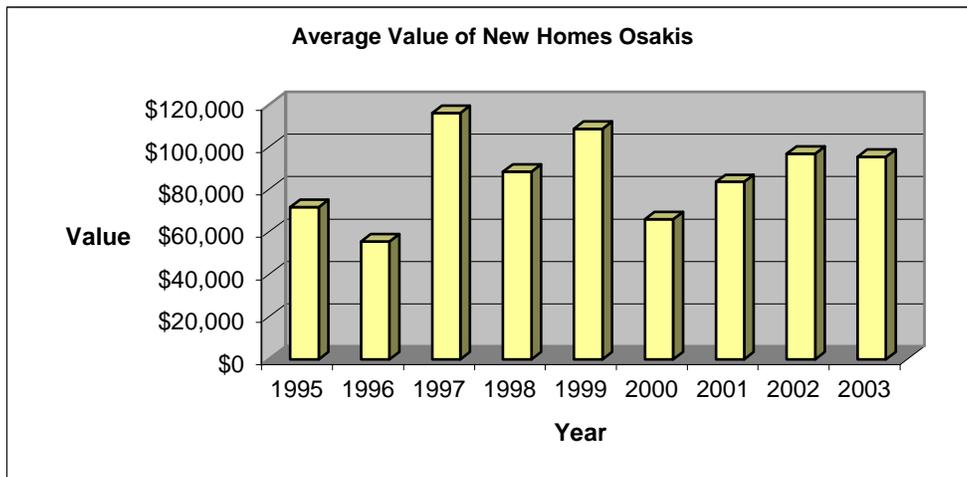
Source: City of Osakis Building Permit Records

Chart 6-1



The number of new single-family homes constructed in the mid to late 1990s was relatively constant with a significant spike in housing construction is noted in 2001 and 2003. This spike corresponds to recent increased growth in Douglas and Todd Counties and decreases in interest rates.

Chart 6-2



The average value of new single-family building permits decreased significantly in 2000 and has slowly increased over the past several years, remaining around \$96,000 for the past couple years.

D. Condition of Existing Housing Stock

The condition of the existing housing stock in Osakis has been documented to be in generally good condition. A windshield survey of various residential areas conducted in August, 2005 reveals that most single-family structures are very well maintained. However, some evidence of deterioration was cited, particularly in home sites in the original portion of the City. The most visible signs of housing investment in the City are Osakis's newer single-family homes.

While not necessarily a determining factor of condition, structure age is a good indicator as to the need to aggressively promote maintenance, rehabilitation and even redevelopment; for as a structure ages, maintenance needs increase. The advanced age of the housing stock in Osakis is a major challenge. Neglected maintenance, especially for older structures, can lead to deterioration that will have a blighting influence to adjacent properties and the entire neighborhood. However, older homes were often very soundly constructed and if well maintained can provide for a very attractive and desired housing demand. Based upon the 2000 Census data, over 41.2% of the owner-occupied housing within the City was built before 1939. This is considerably higher than the statewide average of 25%. The median age of homes within the City was 1949.

The 2000 Census gathered data regarding the structural and facility characteristics of housing within the City of Osakis. According to the Census:

- Two housing units lack complete plumbing facilities.¹
- No housing units lack complete kitchen facilities.
- Fourteen housing units report over 1.01 occupants per room.
- Eight housing units (6 rental, 2 owner-occupied) lack telephone service.
- 227 housing units (198 owner-occupied and 29 renter occupied units) were built prior to 1939.

In 1995 and 2001, the City was awarded a grant from the Small Cities Development Program (SCDP) administered by the MN Department of Employment and Economic Development (DEED). A portion of these grant dollars were to rehabilitate a total of 48 owner-occupied homes in a targeted areas of the City, and assist 12 income-qualified households to purchase new, single-family homes in the Osakis Properties subdivision.

As of the summer of 2005, no extremely blighted areas were found to exist as residential neighborhoods were attractive with a few exceptions noted. In and around the City's downtown core there exist some older and substandard housing. Based upon the age of the City's housing stock, on-going maintenance and rehabilitation efforts are required. Residents should continue to invest in existing neighborhoods and encourage people to maintain their homes and provide assistance to those who are not able to care for their homes properly.

E. Shoreland Development

Most lakeshore within the City has been developed within the exception of public property, which puts increasing pressure on unincorporated areas of the lake and some marginal lands that may feature wetlands and/or poor soils. As retirees begin to move to the area, the City has seen numerous seasonal lake cottages converted to permanent homes. This trend can cause a disparity in tax valuations and dramatically impact water quality and the appearance of the lakeshore. The City should explore this phenomena and determine if current shoreland zoning practices are adequate.

F. Housing Needs

According to the 2000 Census, the City of Osakis has a similar ratio of owner-occupied units to renter-occupied units as Douglas and Todd Counties with 73.2% owner-occupied and 26.8% renter-occupied (77.2% owner-occupied, 22.8% rental in Douglas County and 83.2% owner-occupied, 16.8% renter-occupied in Todd County) and the State of Minnesota (75% owner-occupied, 25% rental).

¹ The U.S. Census data on plumbing facilities were obtained from both occupied and vacant housing units. Complete plumbing facilities include: (1) hot and cold piped water; (2) a flush toilet; and (3) a bathtub or shower. All three facilities must be located in the housing unit for plumbing facilities to be considered complete.

Senior citizens within the community have indicated they desire to live their entire lives within the community, but are concerned they may not have the assistance they need to stay in their home and may not have the transitional housing available once they cannot maintain a large home. The number of senior citizens within Osakis is growing and will continue to grow as was depicted in Chapter 3 of this Plan. Existing senior living facilities may not be able to handle the greater demand for health services and assisted living.

Since the 1990's there continues to be a gap between the value of existing homes and the cost for constructing a new single family house. Housing rehabilitation will be necessary to keep the older housing stock an option for those residents at or below the median income level.

A Housing Study was completed by Community Partner Research Inc. in 2000 for Douglas County. City Officials indicate that an update will be completed in 2006. The City should incorporate this recent data and specific unit needs as it becomes available.

III. COMMUNITY INPUT

Main issues of concern raised by residents and community leaders include the condition of the existing housing stock, the lack of lifecycle housing option for all income and age groups and the concern that there is not enough land available for new residential development with services located within City boundaries.

A community survey performed in conjunction with the updating of this Plan asked what type of housing respondents felt was most needed in Osakis. Results from 70 survey respondents follow. Several respondents selected more than one category:

Number of responses	Type of Housing
29 42%	Affordable
21 30%	Market Rate
2 3%	Luxury

Number of responses	Type of Housing
33 47%	Single Family
19 27%	Senior Living
11 16%	Patio Homes
13 19%	Town Homes
10	Multiple Family
5	Condos
4	Duplexes

In addition to the type of units needed, respondents to the survey indicated they felt the overall condition of the existing housing stock within Osakis is in "good" condition (42%), 7% felt it is "excellent", 24% felt it is in "fair" condition, and 10% rated the housing condition as "poor".

V. HOUSING OBJECTIVES/POLICIES

Objective: Maintain a balanced housing supply with housing available for people at all income levels and unit types which meet the varying life-cycle needs of Osakis residents.

Policy/Recommendations:

1. Maintain zoning and subdivision regulations allowing for the construction of a variety of housing types and price ranges.

2. Create City ordinances that allow planned unit developments that provide a mixture of housing types.
3. Promote the development of multi-family housing units in areas that are physically suited to serve higher densities.
4. Encourage congregate housing facilities to satisfy the needs of less able seniors.
5. Create a “helping hands” volunteer network to provide assistance for seniors to stay in their homes through community-based service.
6. Identify funding sources that allow for affordable development of single- and multi-family units.
7. Examine the potential for collaborations such as Habitat for Humanity.

Objective: Assure that residential growth is orderly and that infrastructure keeps up with demand for new housing within City limits.

Policy/Recommendations:

1. Update the City’s Official Zoning Map to include a variety of Residential Class Zones in appropriate areas.
2. Review the City’s Zoning Ordinance and allowable densities to ensure the ordinances match the desired goals of the City (e.g. providing lots for move up and executive homes and preservation of open space).
3. Require developers to provide water, sanitary sewer, connecting streets and gutters in new developments by Ordinance.

Objective: Promote on-going maintenance of owner-occupied and rental housing units.

Policy/Recommendations:

1. Explore and utilize home-improvement grants and loans to keep homes well-maintained.

Objective: Establish a housing pattern that respects the natural environment while striving to meet local housing needs and the community’s share of the metropolitan area’s housing growth.

Policy/Recommendations:

1. Require the integration of open spaces within residential developments in order to maintain a living environment that is consistent with the City’s vision and guiding principals.
2. Protect the integrity of residential neighborhoods by requiring buffers between neighborhoods and high traffic roads or non-compatible land uses.

Objective: Maintain and improve the character of all aspects of the lake with respect to future residential lakeshore development.

Policy/Recommendations:

1. Support and maintain ongoing shoreland zoning and enforcement, including:
 - a. Requiring on-site stormwater retention and erosion control plans for all new lakeshore development/redevelopment to ensure that stormwater runoff and sedimentation does not enter the lake.
 - b. Ensuring that new development, landscaping or other alterations on lakeshore properties maintains and enhances native trees and vegetation along the shoreline to ensure natural beauty and aquatic habitat.
 - c. Requiring Best Management Practices on all new lakeshore developments to prevent erosion and sedimentation.
 - d. Limiting the amount of grading and filling in the shoreland area.
2. Review and update Shoreland Ordinances.

Objective: Improve access and linkages between housing, employment and retail centers in Osakis.

Policy/Recommendations:

1. Encourage developers to provide recreational trail connections and wildlife corridor in new residential subdivisions.

VI. RESOURCES

The programs listed below are currently in use or are available and may be used in the City as market factors allow, assisting the City in implementing the aforementioned recommendations.

A. Area Housing Organizations

West Central Communities Action, Inc.

WCMA is located within Elbow Lake. The mission of WCMA is "..., a resource agency, is dedicated to reducing the effects of poverty, helping people to achieve self-sufficiency, and improving the quality of rural life." The agency offers a number of assistance programs including providing information, technical assistance and promoting affordable housing. The WCMCA currently serves the counties of Clay, Grant, Douglas, Pope, Steven, Traverse and Wilkin.

Central Minnesota Housing Partnership

The Central Minnesota Housing Partnership (CMHP), located in St. Cloud, is a private non-profit Community Housing Development Organization (CHDO) with a 501(c)(3) designation. CMHP provides information, offers technical assistance, develops and implements affordable housing programs and rehabilitates and develops housing projects. The CMHP currently serves the counties of Aitkin, Benton, Carlton, Cass, Chisago, Crow Wing, Isanti, Kanabec, Mille Lacs, Morrison, Pine, Stearns, Sherburne, Todd, Wadena and Wright.

The CMHP lists the region's housing priorities as:

- Affordable family housing.
- Senior housing in communities where secondary service centers, shopping and medical facilities are nearby.
- Housing opportunities made available and marketed to minority and female-headed households and, individuals and families who are handicapped or disabled.

Douglas County HRA
Todd County HRA

B. Federal Resources

1. Section 8 Certificates and Vouchers: Rent assistance that recipients can take with them when they move, rather than being tied to specific housing. Tenants pay about thirty (30) percent of their income on rent.
2. HOME (the Home Investment Partnership Program): Grant program for state and local governments to acquire, rehabilitate or construct affordable housing for low-income renters or owners.
3. Community Development Block Grants (CDBG): Funds community development efforts, including housing. Local governments that receive funding have wide discretion in its use.
4. The Federal Housing Administration (FHA) and Department of Veterans Affairs (VA): Insures and guarantee loans, which increase housing market access for some families.
5. Rural Housing Service: The United States Department of Agriculture provides rent assistance, direct loans and loan guarantees in rural areas.
6. Low-Income Housing Tax Credits: Federal income tax credits for people or companies that invest in the construction or substantial rehabilitation of rental housing. Developers of rental housing sell the credits to investors. Proceeds from credit sales can cover some of a project's development and construction.
7. Tax Exempt Bonds: Sold by state and local governments. Buyers accept a lower interest payment because it is not taxable income. State and local housing agencies use the bond proceeds to finance mortgages with below market interest rates.
8. Income Tax Deductions for Mortgage Interest and Property Taxes: Provides additional assistance for homeowners.
9. Federal Home Loan Banks: Provides credit to more than 7,600 member financial institutions. Federal law requires the 12 District Home Loan Banks to establish affordable housing and community investment programs, under which the district banks provide low-cost funds for affordable housing and community investment programs.

C. State Resources

Home Mortgages:

1. Minnesota Mortgage Program: Provides mortgages with below-market interest rates to first-time homebuyers through the sale of mortgage revenue bonds.
2. Minnesota City Participation Program: MCPP is part of the Minnesota Mortgage Program, in which MHFA sets aside funds from the sale of mortgage revenue bonds for cities to meet locally identified housing needs.
3. Community Activity Set-Aside: Is a third part of the Minnesota Mortgage Program in which MHFA sets aside funds from the sale of mortgage revenue bonds for lenders, local governments or nonprofit housing providers to meet homeownership needs in their communities.
4. Minnesota Urban and Rural Homesteading: Awards grants to organizations and public agencies that acquire, rehabilitate, and sell single-family homes that are vacant, condemned or blighted to at-risk first-time homebuyers.

Home Improvement and Rehabilitation:

1. The Great Minnesota Fix-Up Fund: Provides home improvement loans with below-market interest rates for low and moderate-income homeowners.
2. Community Rehabilitation Fund: Provides grants to cities for acquisition, rehabilitation, demolition and new construction of single-family homes.

Rental Housing:

1. Low and Moderate Income Rental Program: Provides mortgages and rehabilitation funds for either acquisition and rehabilitation of or new construction of rental housing for low and moderate-income families.
2. Affordable Rental Investment Fund (ARIF): Provides low-interest first mortgages or deferred loans to help cover the costs of acquisition and rehabilitation or new construction of low-income rental housing.
3. ARIF Preservation: Provides deferred loans with no or little interest to federally-assisted rental housing at risk of being converted to market rate.
4. Low Income Housing Tax Credits (LIHTC): LIHTC are MHFA's share of the tax credits allocated to Minnesota.
5. HOME Rental Rehabilitation: Provides grants to rehabilitate privately-owned rental property in order to support affordable, decent, safe and energy efficient housing for lower-income families.
6. Housing Trust Fund: Provides deferred loans without interest for the development, construction, acquisition, preservation, or rehabilitation of low-income rental housing.
7. Rental Rehabilitation Loans: Provides property improvement loans to rental property owners.

D. Other Resources

Local Government Sources:

1. Local Bonds: May be used to assist with financing affordable housing and are available in two types. First, revenue bonds typically finance mortgages and are paid off with mortgage repayments. Second, general obligation bonds are paid off with local tax collections.
2. Tax Increment Financing: Housing or redevelopment districts may be established by local governments to assist eligible housing projects. Local governments capture the property tax revenue generated by the new development and use the captured taxes to help finance the eligible project. Occupants must meet income restrictions for housing TIF districts.
3. Local tax levies: May be used to directly finance affordable housing.
4. Local housing trust funds: Are local revenues dedicated exclusively to housing activities.

Non-Profit Sources:

1. Greater Minnesota Housing Fund: is a nonprofit agency that provides capital funding grants and loans to affordable housing projects in greater Minnesota. Contributions from the McKnight and Blandin Foundations finance the fund

TRANSPORTATION

I. INTRODUCTION

This Chapter of the Comprehensive Plan includes an overview of various transportation system components within the City of Osakis. The principal components of this section include:

- Functional Classification System of Roadways;
- Analysis of Existing Transportation System;
- Land Use Impact on Future Volumes;
- Local, Regional and State Transportation Plans; and
- Transportation Recommendations.

This element of the Comprehensive Plan is intended to provide guidance for the development of a transportation system that serves the access and mobility needs of the City in a safe, efficient and cost-effective manner. It is important the local transportation system is coordinated with respect to county, regional and state plans and that the system enhances quality economic and residential development within the City.

II. FUNCTIONAL CLASSIFICATION SYSTEM OF ROADWAYS

Roadways are classified based on the type of function they are performing or intended to perform, within and through the City. The purpose of classifying roadways is to ensure they provide access in a safe and efficient manner. The classification assists in designing the appropriate roadway widths, speed limits, intersection control, design features, accessibility and maintenance priorities. Land use and development should be taken into account when planning functional classifications and roadway design. The ideal system is not always possible due to existing conditions, topography or other natural features. The classification system is intended to be used as a guideline and may need to be adapted as actual roadways are developed. The Federal Highway Administration (FHWA) has established detailed criteria for all of the different functional classifications.

Access and mobility are the two of six key elements in transportation planning. Mobility is more important on arterials, which requires limited access points onto the arterial roadway. Access is more important on local roadways, which results in more limited mobility. Other functional design stages include:

- Main movement
- Transition
- Distribution
- Collection
- Access; and
- Termination

As a part of the transportation plan analysis, an inventory of the roadway system is necessary in order to view certain characteristics. A key transportation goal for road authorities is to attempt to balance mobility (through traffic need) and access (abutting property owner need) functions of roadways. The concept of functionally classifying a road system provides some guidance and suggests that a complete system should consist of a mix of various types of roads to best address the needs of a variety of users. Therefore, an ideal system includes major arterials (strictly emphasize mobility), minor arterials (emphasize mobility), collectors (address mobility and limited access) and local (focus on access) streets. Functional classes of the same roadways may vary in different areas and access management guidelines and roadway characteristics differ depending on the nature of the surrounding land use (i.e. urban, urbanizing or about to become urban and/or rural). All street classifications within Osakis are defined as being within an urban boundary (as opposed to urbanizing and/or rural areas). The functional

classification of roadways within the City of Osakis are illustrated on Map 7-1. They are classified as follows: Federal Interstate, Major Arterial, Minor Arterial, Major Collector, Minor Collector, Local Roadway and Rivers and Lakes.

A. Principal Arterials:

Interstate 94 (I-94) is classified as a principal arterial which is located south of the City. Principal arterials connect communities with other areas in the state and other states. Emphasis is placed on mobility rather than land access. Intersections with principal arterials are usually limited and controlled. Direct access to principal arterials from local or residential streets is generally not allowed and should be discouraged. The nature of land uses adjacent to principal arterials is typically of a higher intensity. Principal arterials as described by the Douglas County Comprehensive Plan are typically spaced every 2 to 3 miles for developing areas and about 10 miles in rural areas.

B. Minor Arterials:

There are two minor arterials located within Osakis. Trunk Highway 27 running east and west through the City and Trunk Highway 127 located in the southeastern portion of the City. Like principal arterials, minor arterials emphasize mobility as opposed to land access. Minor arterials generally connect urban service areas in developed communities to areas outside. They typically provide access for medium to short trips. Minor Arterials are generally spaced every $\frac{1}{2}$ to $\frac{3}{4}$ mile apart in metropolitan areas and 1 to 2 miles in developing areas. Minor Arterials are designed to allow traffic to flow at an average speed of 20 to 30 miles per hour during peak traffic times.

C. Major Collector Streets:

The major collector street system facilitates movement from minor arterials and serves shorter trips within the County. Collector streets have equal emphasis on both access and mobility. Collector roads are typically spaced every $\frac{1}{4}$ to $\frac{3}{4}$ mile in fully developed areas and $\frac{1}{2}$ to 1 mile in developing areas. CSAH 3 and CSAH 51 have been identified as a major collector roads.

D. Minor Collector Streets:

Minor collector streets are typically spaced every $\frac{1}{4}$ to $\frac{3}{4}$ mile in fully developed areas and $\frac{1}{2}$ to 1 mile in developing areas. Minor collectors provide supplementary interconnection among growth rural centers and have emphasis on land access. Minor collector streets within the City of Osakis include CSAH 3 south of Nokomis and CSAH 4.

E. Local Streets:

Local streets connect blocks and land parcels. The primary emphasis is on land access. In most cases, local streets will connect to other local streets and collector streets. In some cases, they will connect to minor arterials. Local streets serve short trips at low speeds. Local streets generally occur at every block. Due to the number of local streets, a listing of street names is not included.

III. ANALYSIS OF EXISTING TRANSPORTATION SYSTEM

The existing conditions of the transportation systems are an important consideration in the determination of future needs. Discussion of certain existing elements of the roadway, air and transit systems in Osakis follows.

A. Existing Traffic Counts

The Minnesota Department of Transportation has documented traffic volume information for major roadways within Douglas and Todd Counties, including those within the City of Osakis. Daily volumes, as of 1998, from MnDOT are illustrated in Table 7-1 and shown on Map 7-2.

**Table 7-1
Historic Average Daily Traffic Counts**

Roadway	Location	ADT 1998
CSAH 3	North stretch to Nokomis Street	2,400
State Hwy 27	Westerly from CSAH 3	5,900
Nokomis Street	CSAH 3 to 2 nd Avenue W.	5,000
Lake Street	1 st Avenue E. to 5 th Avenue E.	710
Nokomis Street	1 st Avenue E. to Highway 127	4,000
1 st Avenue E.	Nokomis to intersection of State 127	1,600
Highway 127	CSAH 3 to Nokomis Street	1,350
Highway 27	Nokomis Street to Lake Street	3,200
Highway 27	Lake Street to CR 4	2,750
CR 51	South from Nokomis	1,050
1 st Avenue & Central Avenue	Downtown	580

Source: MnDOT

*Due to road construction road counts were not taken, in 2002.

B. Physical Condition of Roadways

Community survey participants were asked to rank the overall physical condition of roadways within the community, results follow:

Excellent	7%
Good	42%
Fair	24%
Poor	10%

Survey participants were also asked to identify specific priorities for the improvement of roadways within the community. Higher percentages of participants identified a need to improve the following: Main Street East, 8th Avenue East & West, Industrial Park, King Street, Downtown, and West End Oak Street.

C. Transit Service

Rainbow Rider currently provides public transit for Douglas, Pope, Stevens and Traverse Counties with handicapped accessible buses and a volunteer driver program. The service is supported by passenger fares, service contracts, state and federal taxes, sales of advertising space, local county appropriations, and donations and is governed by the Rainbow Rider Transit Board.

Rainbow Rider offers door-to-door service with extra care given to children and senior citizens. Door-to-door service means drivers assist passengers with a steadying arm between the bus and the exterior door of their pick-up and drop-off locations and carry up to three small packages (up to 25 pounds or what can be carried in one trip).

The Rainbow Rider bus fare in the volunteer driver area is the IRS rate \$.485 per mile plus starting in January 2006 \$7.00 admin fee. Children 3-11 travel for half fare when accompanied by an adult, full fare when traveling alone. Children under three are always free and must be

accompanied by an adult. All buses are handicapped accessible and equipped with an infant safety seat, two-way radio and cellular phone.

The community survey indicated most respondents (59%) would not utilize transportation access and services such as bus and/or taxi service if it were available, although 63% thought that others within the community would benefit from access to public transportation.

D. Bicycle and Pedestrian Facilities

With the development of the Central Lakes Trail, as well as its connection to the Lake Wobegon Trail and several other local and regional trails throughout the greater area, much has been completed in recent years to facilitate the transportation needs of bicyclists, pedestrians and snowmobiles. Bicycle and pedestrian facilities, however, are not limited to the development of large, regional trails. Local sidewalk linkages, as well as bicycle lanes, routes and paths all play an important role in the transportation network. Osakis's sidewalks do not cover the entire City but are dispersed in the older, more dense areas of the community. The Subdivision Ordinance does not require the installation of sidewalks and/or trails within new subdivisions. The City should at minimum require sidewalks along collector streets and arterials as well as leading to parks. Sidewalks within the City of Osakis are depicted on Map 7-3. Recommendations relative to bicycle and pedestrian facilities follow below:

- Construct continuous pedestrian facilities along all major streets and highways; these should be direct and interconnect with all other modes of transportation.
- Provide safe, secure and convenient facilities for pedestrians into and within commercial developments (downtown).
- Relate sidewalk design to the function and the anticipated amount of pedestrian traffic. Locate sidewalks to take advantage of views and other amenities, when appropriate.
- Require pedestrian facilities as land is developed based on standards for the street classification.
- Provide ramps and curb cuts throughout the pedestrian system for physically challenged persons.

E. Other Transportation Services

Taxi service is not currently within the City of Osakis and is not anticipated to have the demographics to support this service for some time.

IV. LAND USE IMPACT ON FUTURE TRAFFIC VOLUMES

The analysis of the transportation system of Osakis is primarily concerned with the roadway system since that is the principal element through which people and goods are transported. The preparation of a thoroughfare plan considers many factors including, but not limited to; existing roadways, regional transportation plans (state and county) and future volume projections.

A. Projected Traffic Volumes

The projection of traffic volumes to a future year is highly dependent upon expected development within the City of Osakis and the growth area. Another factor, particularly as it relates to arterial roadways, is the expected increase in through traffic volumes on those facilities. Those volumes, which may or may not have destination within the City, are dependent upon regional and state

growth. Table 7-2 illustrates projected traffic (average trips/day) based upon land use calculations (acres needed to support growth versus actual acres included in the growth boundaries) established in Chapter 5 of the Comprehensive Plan.

**Table 7-2
Vehicular Trips Generated By New Development**

Land Use	Assumed Density for Volume Projections	Total Units Assumed	Daily Trip Rate per Unit	Estimated Daily Trips
Residential–Low Density (Single & Two Family Residential, Including Manufactured Homes)	1.87 units per acre	230	9.57/DU	2,201
Residential – High Density*	8.31 units per acre	39	7.0/DU	273
Commercial/Industrial	76 acres	76 acres	55/ac	4,180
Sub Total Additional Trips				6,654
Assume 50 percent of the Highway Commercial Trips are Pass-By or Dual Purpose Trip Types				-3,327
Total Net Additional Trips				3,327

- Assumes 85% of new households low density & 15% of new households high density
- The assumed land use traffic generation is developed by application of trip generation rates in the Institute of Transportation Engineers (ITE) report title Trip Generation, 7th Edition, 2003.

The calculations for the new development assumptions indicate nearly 3,327 additional daily vehicle trips could be generated by projected land uses within the City by the year 2030. Although these trips will be spread out across the entire roadway system, roadways primarily being impacted are expected to include Highways 27 and 127, CSAH 3 and CSAH 51.

Table 7-3 lists traffic counts for specified roadways within Osakis in 1998 compared with those projected for 2018. These numbers should be updated as more recent counts are made available from MnDOT. Counts have been projected out 20 years instead of 30 years for statistical accuracy.

**Table 7-3
2018 Projected Traffic Volumes**

Roadway	Location	2018 Projection	Year 1998
CSAH 3	North stretch to Nokomis Street	4,080	2,400
State Hwy 27	Westerly from CSAH 3	10,030	5,900
Nokomis Street	CSAH 3 to 2 nd Avenue W.	8,500	5,000
Lake Street	1 st Avenue E. to 5 th Avenue E.	1,207	710
Nokomis Street	1 st Avenue E. to Highway 127	6,800	4,000
1 st Avenue E.	Nokomis to intersection of State 127	2,720	1,600

Highway 127	CSAH 3 to Nokomis Street	2,295	1,350
Highway 27	Nokomis Street to Lake Street	5,440	3,200
Highway 27	Lake Street to CR 4	4,675	2,750
CR 51	South from Nokomis	1,785	1,050
1 st Avenue & Central Avenue	Downtown	986	580

Source: Douglas County standard projection rate (1.7). vs. Traffic Analysis Zones (TAZ). Volumes may be higher based on proposed new land uses in this Comprehensive Plan.

B. Access Management

Managing access points along roadways is important in order to maximize the capacity of the roadway and provide safe routes. Access management is increasingly important along collector streets and arterials. Access management is controlled by the City (local collector streets) the County (county roads) and MnDOT (adjacent to state highways). Land use decisions have an impact on the efficiency of the transportation system.

Douglas and Todd Counties have prepared access spacing guidelines for roadways throughout the county. Following are MnDOT recommended spacing guidelines and typical posted speeds:

**Table 7-4
MnDOT Recommended Access Spacing**

Functional Class	Median Treatment	Existing and Proposed Land Use	Typical Posted Speed (MPH)	Full Median Opening Spacing (Miles)	Minimum Signal Spacing (Miles)	Spacing Between Connections (Feet)**
Principal Arterial	Divided	Rural	65	1	1	1320
		Urban	>=45	1/2	1/2	1320
		Urban Core	<45	1/4	1/4	440
	Undivided	Rural	55	NA	1	860
		Urban	>=45	NA	1/2	860
		Urban Core	<45	NA	1/4	440
Minor Arterial	Divided	Rural	55	1/2	1/2	820
		Urban	>=40	1/2	1/2	490
		Urban Core	<40	1/4	1/4	275
	Undivided	Rural	55	NA	1/2	820
		Urban	>=40	NA	1/2	490
		Urban Core	<40	NA	1/4	350
Collectors Highway	Divided	Urban	>=40	1/4	1/4	435
		Urban Core	<40	1/8	1/8	275
	Undivided	Rural	55	NA	1/2	585
		Urban	>=40	NA	1/4	435
		Urban Core	<40	NA	1/8	310

Source: MnDOT

*Distances are based upon spacing between connections (major roads, local public streets and private driveways). Distances are minimum and greater spacing is beneficial.

V. TRANSPORTATION PLANS

The thoroughfare plan for the City in conjunction with the land use plan and other infrastructure plans, provides a guideline for which growth can be accommodated in a reasonable fashion and existing issues regarding transportation can be addressed. Local, regional and state transportation plans follow:

A. Transportation Plans

The City of Osakis has not yet implemented a Capital Improvement Program, which identifies proposed street project within a five-year plan. Local street improvement projects which have been identified as needing consideration in the near future include: reconstruction of Nester, Osage, and Main Streets, 6th Avenue West Extension, Downtown improvement in conjunction with Douglas County including Main and Central Avenue's and reconstruction of CR 3 south in conjunction with Douglas County.

The Douglas and Todd Counties Comprehensive Plan identify transportation issues on a county wide basis to be addressed.

The Douglas County Transportation component calls for the reclassification of roadways as well as addition of roadways throughout the County, although none within Osakis. Improvement projects included on the County 2006-2010 Construction Program include an overlay of CSAH 3 (CSAH 13 to N Co line) in 2006 at an estimated cost of \$500,000. Noted transportation issues within the Douglas County Comprehensive Plan for Osakis are as follows:

- Low bridge clearance on CSAH 3 and First Avenue West;
- Snow traps on TH 27 between Osakis and Alexandria;
- Poor pavement on TH 127 between Osakis and I-94; and
- Lack of continuous east-west routes in Osakis.

Transportation Plans for Todd County include¹:

- Overlay of CR 51, SE of Osakis slated for summer 2006
- Overlay of CR 4 NE of Highway 27 potentially to occur in 2007
- Surfacing of Lake Wobegon Todd County Segment in 2006

There were no transportation issues noted within Todd County likely for the reason that the majority of the City falls within Douglas County.

Future collector streets have been identified on Map 7-4. The location of this collector street has been based on recommended spacing of collector streets, land uses, topography and existing roadways. It is important to note the attached map is for illustrative purposes only and not intended to constitute an official transportation map.

B. Transportation Funding

There are a number of various funding mechanisms available to support transportation projects these include the following:

1. **Federal Funding.** Osakis may apply for federal funds for highways through the Surface Transportation Program of the Federal Highway Trust Fund, through MnDOT's District 4 Area and 3 Transportation Partnership (ATP). Solicitation occurs approximately every two years, with federal funding covering 80% of a project cost. Types of projects funded include highway reconstruction, safety projects, trails which are part of a project, transit and park-and-ride projects.
2. **MSAS System.** The State of Minnesota, through the gas tax and license fees, collects funds to be used to construct and maintain the State's transportation system. Most of the funds collected are distributed for use on the State's Trunk Highway (TH) system, the County State Aid Highway (CSAH) system and the Municipal State Aid Street (MSAS) system. Of the

¹ (Loren Fellbaum, Public Works Assistant Engineer, Todd County, personal communication, February 2006)

funds available they are distributed 62% TH, 29% CSAH and 9% MSAS. When a City's population goes above 5,000 they become eligible to receive a portion of the MSAS funding. According to population projections found in Chapter 3, Demographics, Osakis is not anticipated to reach a population of 5,000 by 2030.

3. **MnDOT Cooperative Funds.** The State of Minnesota has funds available to assist with cooperative projects which increase safety and mobility.
4. **MN Department of Natural Resources Grants.** Various federal and state grants are available for the development or reconstruction of trails. Typically grants require a 50% match and illustration that the trail is not only of local importance but also of regional significance. Grant programs through the DNR for trail projects include the Federal Recreational Trail Grant Program, Regional Trail Grant Program, Outdoor Recreation Grant Program, and Local Trail Connections Program.
5. **Collector and Local Streets.** Developers may be required to fund the entire cost of minor and major collector streets, as well as local streets as a part of their development fees.

VI. Transportation Recommendations.

A number of recommendations for transportation planning are noted throughout this Chapter. Following is a summary of key items:

A. State Highway 27 and County Road 3 Corridors

- The City should promote Highway 27 and CSAH 3 entrances to Osakis as a high-quality, aesthetically pleasing corridors which create a distinctive impression of the City. Quality building materials, limited outdoor storage, preservation of existing environmental features, working with utility service providers to place utilities underground and landscaping should be emphasized.

B. CSAH 3 Corridor

- The City should continue to work with County elected and appointed officials to include CSAH 3 on the County's Capital Improvement Plan to address needed reconstruction to an urban design and potential trails along the roadways when improved.

C. Collector Streets

The location of collector streets promotes orderly development. As development plans are presented to the City, future collector streets should be designed to provide continuity and prudent access to other collector streets and arterials and adhere to the recommended access management guidelines.

In the context of regional transportation planning and to most efficiently provide for the development of future roadways, the City should develop an official future transportation plan and map examining:

- The capacity of existing streets and the timing of improvements/reconstruction based on threshold increases in vehicle trips;
- The projected costs of said improvements/reconstruction;
- Depicting future collector street corridors which reflect spacing guidelines consistent with urbanizing and rural development factors;
- Projected municipal costs associated with the identification of collector street corridors, right of way acquisition, etc.

D. Local Streets

- Local streets primarily function to serve residential neighborhoods and other areas of lesser daily traffic volumes. The extension and/or spacing of future local streets should promote excellent access to lower intensity land uses and discourage excessive vehicle speeds. Local streets should not be used for on-site traffic circulation which should be accommodated off the right-of-way.
- Local streets should be laid out to permit efficient plat layout while being compatible with the area's topography, adjacent roadways, municipal utility plans and environmental constraints.
- As the street system continues to expand, street maintenance such as snowplowing, grading rural roadways, dust coating, routine maintenance, etc. will become increasingly important issues. Additional street construction will either increase contracted labor expenses or necessitate an expansion of the City's services provided by the municipal public works department. Prior to approving proposed subdivisions, consideration should be given to the City's ability to provide municipal services, facilities and equipment for snowplowing, street grading, minor street repair, dust-coating, etc. on either a contracted or staff basis.
- Additional vehicle trips generated by proposed development and dispersed over the existing roadway system shall be examined relative to the capacity of existing roadways to accommodate increased traffic.
- The City should develop a Capital Improvement Plan which contains budgets for new construction, reconstruction and scheduled upgrading of the street system, with scheduled maintenance seal coating and storm sewer cleaning. The City should implement a schedule for roadway maintenance and reconstruction (e.g. seal coating every 4-5 years; complete reconstruction or mill/overlay every 15-20 years; re-grading/conversion of gravel roads; etc.).
- To avoid duplicate costs the City should correlate future road construction/reconstruction with municipal utility construction and reconstruction. In addition, the City should advise private utility service providers of proposed urban subdivisions and/or construction/reconstruction project to ensure efficient construction/repair/replacement of services including natural gas, electrical and telephone facilities.

E. Transit/Alternate Modes of Transportation

- To diminish/prevent congestion, the City should encourage alternate and/or integrated transportation methods which are less dependent on motor vehicles. The City could promote and encourage walking and biking as alternate transportation methods. The City should strive to promote park and ride facilities near Interstate 94 as a means of encouraging car-pooling and ride sharing. As the population ages and diversifies, bus service will become an important amenity in the community and should be promoted. Special attention should be given to improving pedestrian access, movement and crossings to provide both convenience and safety.

PUBLIC UTILITIES

I. INTRODUCTION

This portion of the Comprehensive Plan includes a planning-level review of the:

- Municipal Wastewater Treatment/Sanitary Sewer System
- Municipal Water System
- Municipal Storm Water System; and
- Identifies Public Utilities Policies and Recommendations.

II. SANITARY SEWER SYSTEM

A. Existing Sanitary Sewer System

The City of Osakis's wastewater is supported by a stabilization pond system which was placed into operation in 1965 and reconstructed and expanded in 1985. The Osakis sanitary sewer collection system is illustrated on Map 8-1. The stabilization ponds, located on the southwest side of the community just outside of city limits removes solids, organic compounds, nutrients and pathogens that have a degrading effect on natural water systems. The wastewater after treatment, is discharged into Clifford (Swims) Lake. As of September 2005, the City of Osakis provided service to 771 accounts, of which approximately 88% are residential 1% are institutional and 11% are commercial/industrial.

The wastewater treatment ponds have a capacity of 293,000 gallons per day (average annual flow average 180 day period), peak daily demand of 604,000 gallons per day (GPD) and the average daily demand for the system currently is 161,000 GPD. It is noted that this high peak demand came after a 200-year rain event.

The sanitary sewer collection system includes a network of collection pipes with eight lift stations scattered throughout the City (See Map 8-1).

According to the Public Works Director, approximately 25% of Osakis's wastewater treatment collection system consists of old clay pipes, while the remaining 75% of the pipes are 20 years old or newer. Much of the new pipe is the result of sewer replacement, new residential, commercial and industrial growth and expansion of the system.

There are a limited number of residential units in the city limits (approximately 11) that are currently serviced by individual sewage treatment systems (ISTS) and are also illustrated on Map 8-1. The City has no immediate plans to extend municipal sewer mains to these areas. Minnesota Rules Chapter 7080 governs construction and abandonment of ISTS's. The Douglas County Land & Resource office and Todd County Environmental Services offices are responsible for implementing MN Rules 7080 locally.

B. Future Sanitary Sewer Projections

According to the Public Works Director and City Engineer, each person contributes an average of 101 gallons per day (GPD) or based on the average 2.3 persons per household, 232 gallons per household to the system. Using those assumptions, the available treatment capacity should be expected to serve approximately additional 569 households or 1,308 additional residents based upon the 2.3 persons per household. However, it is known that significant infiltration and inflow (I/I) is jeopardizing available capacity. As of 2005, the City was undergoing a city-wide sanitary sewer study to determine the extent and possible location of inflow and infiltration. Final results of the study are expected in late 2006.

Until the actual I/I into the system is known, the Public Works Director and City Engineer have conservatively estimated that the wastewater treatment ponds will reach capacity after the in a two to five year timeframe. Again these projections do not include capacity required to service new industrial users or commercial (retail/service) businesses nor do they account for the capacity lost due to seasonal weather conditions (rain and snow melts). It is noted that these estimates may change depending upon the type/volume of commercial/industrial users that locate within the community as well as average precipitation levels. An industry that uses high levels of water could consume the majority of the City's existing treatment capacity. For planning purposes, commercial/industrial properties may contribute 2,000 gallons per acre per day. Industrial growth, as well as actual population growth, should be monitored and sewer capacity allotted to new proposed developments accordingly.

The City currently has a number of residential subdivisions already platted, with approximately 40 vacant platted lots which, if developed with the average of 2.3 persons per household would add 92 residents. Under the current capacity restraints, the City would reach sanitary sewer treatment capacity if all existing platted lots were developed, leaving little or no capacity for new development or annexation.

It is evident that the current treatment facility in Osakis has capacity to accommodate the City of Osakis with extremely restricted growth. Due to infiltration and inflow to the system (I/I), the capacity is limited. While the City is taking steps to address the I/I, the current facilities will not be able to handle the projected population to 2030 without new or expanded facilities.

The City does not have a "Premature Subdivision" section in its Subdivision Ordinance, which allows for the denial of plats if the City is unable to service the area with municipal sewer. Land acquisition, sewer pond design approval and funding through MN Pollution Control Agency may take up to three years. The City should carefully monitor capacity and implement and exercise a premature subdivision clause.

C. Sanitary Sewer Plans

A Comprehensive Sewer Plan has not been developed for the City. A Comprehensive Sewer Plan could assist the City in proactively determining sanitary sewer collection and treatment system issues and needs as the City grows as well as assist in planning for future capital expenditures.

As previously noted, the City does have areas where infiltration and inflow (I/I) occurs into the sanitary sewer system and is currently studying the extent and location of infiltration and inflow. The City may need to address the I/I through the type of manhole used, testing of all new sanitary sewer lines, prohibition and elimination of foundation lines to the sanitary sewer system, replacement of older lines and modifications to lift stations to prevent flooding. Once the sanitary sewer study is completed in 2006, the City will need to evaluate a number of options for alleviating the current I/I and take proactive measures to greatly reduce the I/I, where feasible.

There are no design standards for new sanitary sewer system improvements included in the City's subdivision ordinance. The MPCA and 10 States Standards establish and control the sanitary sewer system standards.

D. Maintenance of the Sanitary Sewer System

Generally improvements have been done on an as needed basis to maintain the system. Maintenance of the older clay pipes is done through rodding of a 5 to 7 block area on an annual basis. Areas of low flow within the city are rodded every other year and the areas without manholes are jetted every year. Replacement of mains and lines are coordinated with street and other utility projects.

E. Sanitary Sewer Rates and Fees

Sewer rates effective in 2005 are \$4.04 for the first 1,000 gallons contributed and \$1.54 for every 1000 gallon thereafter along with a \$6.50 user fee per month. The City also charges a \$750 hookup fee at the time of building permit issuance. Rates are based on operational needs while SAC fees are based on estimated costs required to support the construction of trunk facilities to service the new growth. The City of Osakis does not currently have a designed trunk system nor charges SAC fees. The sewer system rates and fees include costs for conveyance and treatment.

Table 8-1 below compares sanitary sewer rates and fees with similar or local political jurisdictions.

**Table 8-1
Comparison City Sewer Rates & Fees**

Area	Residential Sewer Rate	Commercial/Industrial Sewer Rate	Sewer Access Charge (SAC) or hookup	Equivalency (based on average use of 7,000 gal/month)
Osakis	User Fee \$6.50+ \$4.04 1 st 1000 gal; \$1.54 each 1000 gal thereafter		\$300/lot hookup	\$19.72/mo
Ashby	Base Charge \$15.00/mo + \$1.50/1000 gal		\$750 hookup fee	\$25.50/mo/mo
Henning	Base Charge \$18.00/mo + \$1.20/gal @ 1 st 2000 used		none	\$26.40/mo
Alexandria	Base Rate \$14.00/mo + \$3.10/1000 gallons of water used +\$.50 flat charge/mo		\$1000 average/lot SAC \$2500 wastewater expansion fee	\$36.20/mo
Glenwood	Base Charge \$25 + \$1.50/1000 gal		\$300/lot hookup	\$35.50/mo
Long Prairie	Base Charge \$18.00/mo +.0041/cubic feet	Base Charge various \$21.84-\$52.62/mo + .0041/cubic feet	\$50/lot hookup	\$21.84/mo
Sauk Centre	Base Charge \$5.46/mo. +\$4.70/1000 gal		\$545/lot SAC	\$38.36/mo

Capital expenses should be included in a capital improvement fund and paid for through an Enterprise Operating Fund or through the issuance of bonds and repayment from trunk area charges and/or connection fees (SAC).

As a part of new financial reporting requirements, the City may wish to create an itemized inventory of the value of each individual collection main and when each main was placed into service for the purposes of itemizing asset depreciation in conjunction with Government Accounting Standards Board (GASB) 34 directive.

F. Proposed Sewer Facilities

The City has not adopted a capital improvement plan (CIP) for future sewer projects and there are no sanitary sewer related capital expenditures planned. However, it is evident that upgrades

to the sewer system are needed to not only rebuild an aging collection/conveyance system but to accommodate the projected growth. This could be accommodated by increasing the capacity at the ponds or adding primary or secondary treatment facilities. The City may wish to consider the completion of a Comprehensive Sewer Plan which would not only assist the City in determining sanitary sewer collection and treatment system issues but provide recommendations for future facilities to handle the projected growth. The Plan will establish: priority replacements for mains/services; methods of financing (i.e. SAC charges, assessments, user charges) and capacity requirements and orderly improvements.

III. WATER

A. Existing Water System

The City of Osakis's municipal water system serves a majority of Osakis residents and businesses with the exception of two residential private wells. The original supply and distribution system was put into place in 1908.

The City's water system includes municipal wells, storage tanks/towers and treatment facilities. It is noted that the tower located near City Hall is no longer being used. Map 8-2 illustrates the locations of these facilities. The City has two municipal wells. Well No. 1 was placed into operation in 1969 and Well No. 2 was placed into operation in 1946. Osakis draws its groundwater from a groundwater source with the two wells ranging from 114 to 129 feet deep which draw from the Quaternary Buried Artesian aquifer. The Minnesota Department of Health determined in 2004 that the Osakis source of groundwater was not particularly susceptible to contamination. Studies during that year show that no contaminants were detected at levels that violated federal drinking water standards; however, some contaminants were detected in trace amounts that were below the legal limits. Chemically, the City's water is a calcium-magnesium bicarbonate type with iron and manganese concentrations at levels slightly above secondary drinking water standards. The groundwater is chemically suitable for most purposes.

The City's water is treated at the City's water treatment facility which was constructed in 1947. Minor modifications related to operation have been completed on the plant as well as normal maintenance. The water treatment process consists of anthracite filtration for iron and manganese removal and a separate water softening process. Chlorine, fluoride and caustic sodium hydroxide are used to treat the water. The total water hardness is 34 grains (raw). Water is softened through two 85,000 gallon softeners using 25 tons of salt on a monthly basis. The water pressure is adequate at 48-53 pounds per square inch (PSI) and an additional 6 PSI available, if needed.

The pumping capacity of the two wells combined is 1,250 gallons per minute (GPM) with each well capable of pumping 650 GPM. The wells are pumped simultaneously but may be pumped separately if needed. The present average day usage for the existing system (700 connections) as estimated by the Public Works Director and City Engineer is 134,000 GPD which includes a daily softening recharge volume of 22,000 GPD. This is an average of about 83.96 gallons per capita per day (GPCD) with softening and filtered backwash or 70 GPCD without softening, based on an approximate population of 1,596 served by the system. The current maximum daily usage as estimated by the Public Works Director and City Engineer is 247,000 GPD or 155 GPCD which occurs during the watering season. Following are monthly pumping records from 2004 (in 1,000 gallons):

January	4,392 gallons	= 146,000 gpd
February	4,320 gallons	= 154,286 gpd
March	4,752 gallons	= 153,290 gpd
April	5,136 gallons	= 171,200 gpd
May	5,363 gallons	= 173,000 gpd
June	5,496 gallons	= 183,000 gpd

July	5,064 gallons	= 163,355 gpd
August	4,632 gallons	= 149,420 gpd
September	5,472 gallons	= 182,400 gpd
October	5,712 gallons	= 184,260 gpd
November	4,410 gallons	= 142,260 gpd
<u>December</u>	<u>4,119 gallons</u>	<u>= 132,870 gpd</u>
Average		145,630 gpd
		- 11,000 recharge volume = 134,630

As illustrated above, summer months, when lawn irrigation is common, pumping volumes increase.

If a property owner does abandon a private well, the City requires the abandonment of the private well or if the resident or business wishes to retain the private well for irrigation purposes, the line to the house is required to be abandoned. The State Plumbing Code requires a connection to the municipal water system if accessible, unless otherwise permitted by the local authority. The MN Department of Health standards allow residents and businesses to retain a private well system after they connect to the municipal system, provided the private well is in working order and the plumbing to the private well and municipal water system are kept separate.

The City has two elevated storage facilities, an abandoned 85,000 gallon tower and a 200,000 gallon tower, constructed in 1925 and 1996 respectively. The abandoned 85,000 gallon tower is located adjacent to City Hall on Nokomis Street and the other is located at the intersection of Main and 4th Street. The total elevated water storage available for domestic use and fire demand currently is 200,000 gallons. The Ten States Standard recommends a minimum storage capacity equal to the average daily consumption (134,000 gallons/day at peak currently) and adequate capacity to meet all fire demands as determined by the State Insurance Services Offices. Wells can also be considered as contributors to the available storage capacity if both have reliable standby emergency power systems to treat and discharge water to the system during a power outage. Emergency power generation equipment is not presently available at the water treatment plant and at city wells. Standby power could be added at the wells and treatment facility. Existing elevated storage appears to be sufficient for current demand but not for forecasted growth.

A majority of Osakis's existing water distribution system consists of water mains ranging from four to ten inches in diameter. Water main materials vary from PVC (70%) to cast iron and some sand cast iron (30%). Smaller mains (six inches or less) are primarily found within the original townsite in Osakis. The City typically requires six to eight inch mains in residential areas, eight inch mains in commercial and industrial areas and 10 inch lines for trunk lines intended to serve a larger area.

B. Future Water Usage Projections

Based upon present day data, the future water usage requirements for the year 2030 are estimated to be:

Average Day Demand = 619 (2030 pop. estimate increase in population) + 1,596 (existing population served by municipal drinking water system) or 2,215 X 100 (GPCD) = 221,500 GPD.

Maximum Day Demand = 619 (2030 pop. estimate increase in population) + 1,596 (existing population served by municipal drinking water system) or 2,215 X 130 (GPCD) = 287,950 GPD.

According to the Public Works Director and City Engineer, the existing iron filters are designed to handle a maximum capacity of 252,000 GPD or 175 GPM (pumps @ 650x 1,440 =936,000 GPD). The existing softners have a capacity of 82,000 gallons per recharge and are currently recharging 1&1/2 times per day. Additional softner capacity can be gained through additional recharges,

this however, takes 11,000 gallons of filtered water to recharge. Every recharge reduces filter water available for consumption. Based upon the population projections laid forth in this plan, the existing water treatment facilities would not be adequate to handle the anticipated population growth to 2030 and potentially the water distribution system in certain areas.

The "Ten States Standards" published by the Great Lakes Upper Mississippi River Board of State Public Health and Environmental Managers recommend municipal wells have a capacity equal to or exceeding the design maximum daily demand and greater than or equal to the design average day demand with the largest producing well when out of service. The existing wells when operated simultaneously at their maximum capacities are capable of producing a combined total discharge of 1,250 GPM or 1,800,000 GPD or 9000,000 GPD individually. Well capacity is adequate for future growth.

C. Water Utility Plans

A Comprehensive Water Study has not been completed for the City. A Water Study would evaluate the existing municipal drinking water system and areas proposed to be serviced by municipal drinking water, include an evaluation of the existing system, identify proposed routes of water utility extension to future areas and recommend new construction routes and improvements to the existing water system to accommodate anticipated growth.

The City of Osakis has adopted the first phase of a Wellhead Protection Plan. The purpose of a Wellhead Protection Plan is to ensure the current and future safety of the City's drinking water supply and should include the following elements as required by the Minnesota Department of Health:

1. The delineation of the wellhead protection area and the drinking water supply management area.
2. An assessment of the vulnerability of the drinking water supply management area.
3. A review of expected changes to the physical environment, land use and surface and ground water sources.
4. A plan for the management of the wellhead protection area.
5. A plan to monitor the adequacy of wellhead protection measures and a plan to implement the wellhead protection plan.

G. Water Utility Maintenance

The City has implemented a water utility maintenance schedule that includes flushing of hydrants on an annual basis, with dead end water mains flushed annually as well. Various water mains and service line replacement is coordinated with street and other utility projects. Every five years the well pumps are pulled and the screens are televised with mineral and scale deposits removed.

H. Water Rates and Fees.

Water rates effective in 2005 were \$12.00 for the first 1,000 gallons used and \$1.45 for each gallon used thereafter. In addition, the City charged a \$300 hookup fee to developers and no water access fee (WAC). Rates are based on operational needs. Table 8-2 below compares water rates and fees with similar or local political jurisdictions. *Note: Osakis and Henning softens the water and the other cities do not.

**Table 8-2
Comparison City Water Rates & Fees**

Community	Water Rate	Water Access Charge (WAC) or Hookup	Equivalency (based on average use of 7,000 gal/month)
Osakis *water softening	\$12.00/1 st 1000 gal used; \$1.45 each gal thereafter	\$300/per lot hookup fee	\$20.70/mo
Henning *water softening	Base Charge Res\$28.00/mo or Comm \$34.00/mo +\$1.20/gal after 1 st 2000 gal used	none	\$34.00/mo
Ashby	Base Charge \$25.00/mo + \$3.00/1000 gal	\$750/lot hookup fee	\$46.00/mo
Alexandria	Min Base Charge \$8.40/mo, varies by meter size; \$1.59/1000 gal	\$3500/lot WAC	\$19.53/mo
Glenwood	Base Charge \$10.00/mo+ \$2.50/1000 gal	\$300/lot hookup \$250 meter	\$27.50/mo
Long Prairie	Base Charge \$10/mo +.01/ cubic feet	\$50/lot hookup \$100 meter	\$19.36/mo
Sauk Centre	Min Base Charge \$9.07/mo, varies by meter size +\$2.46/1000 gal	\$545/lot WAC \$100 meter	\$26.29/mo

I. Proposed Water Facilities

The City has not adopted a capital improvement plan (CIP) for future water projects. There are no water related capital expenditures planned in the next five year period. Based upon the population projections, it is evident that the current system will not be adequate to accommodate the forecasted growth and facilities will need to be upgraded. The City may wish to explore equipment which will enable the wells to pump and soften simultaneously which would allow for greater capacity. The City may also wish to consider the completion of a Comprehensive Water Plan which would assist the City in determining improvements to the existing water system to accommodate anticipated growth and aid in capital expense planning.

V. STORM WATER UTILITY

A. Existing Storm Water Facilities

Osakis's Storm Water facilities include a combination of storm sewer trunk lines, pipes, channels, manholes, overland drainage ways, catch basins and ponds.

B. Storm Water Plans

As of the drafting of the Comprehensive Plan, the City of Osakis has not adopted a surface water management plan. However, through the course of the development of the Comprehensive Plan, the City has expressed a desire to preserve its natural resources. The City recognizes existing natural resources including its lakes and wetlands.

To protect and perpetuate the City's natural resources and because surface water management planning will be a significant investment, it is recommended the City begin including a comprehensive surface water management plan funding line within a capital improvement program.

The surface water management plan would be used to guide the development and expansion of the City's drainage system in a cost-effective manner that preserves existing water resources. Possible goals of the surface water management plan include, but are not limited to: assessment of the current system; the identification of an ultimate storm drainage system for the entire City; reduction of public expenditures necessary to control excessive volumes and rates of runoff; flood prevention especially those urban in nature; identification of current and future drainage patterns; protection and enhancement of the areas natural habitat; promotion of ground water recharge; definition of all drainage outlets and reduction in erosion from surface flows.

In 2005, the City adopted regulations relating to erosion and sediment control. It is recommended the City also update zoning and subdivision ordinances to include standards pertaining to on-site storm water management and erosion control plan approval processes for all commercial/industrial land disturbing activities and new residential subdivisions.

The development of a surface water management plan should be initiated by the City Council. It is expected the surface water management plan would be developed by a certified engineer and approved by the Department of Natural Resources. Implementation of the surface water management plan would be achieved with assistance from the City Engineer, Planning Commission and City Council.

C. Maintenance of the Storm Water System

Storm water pipes are currently replaced in coordination with other street and utility projects. Storm water ponds, their inlets and outlets are maintained by Public Works staff. Areas included on gravel roads are jetted and vacuumed more frequently as needed and all grates are cleaned after rain events and catch basin sumps are cleaned at the same time.

D. Storm Water Fees

Existing storm water fees per month per parcel are \$1.00 for residential, \$2.50 for duplex and apartments and \$5.00 for commercial users, including daycare facilities.

IV. MUNICIPAL UTILITIES POLICIES AND RECOMMENDATIONS

A. Municipal Utility Objectives

1. Continue to provide quality utility services to Osakis residents and businesses at cost effective rates.
2. Continue to plan for future utility needs and structure rates and fees to ensure future development pays for infrastructure costs needed to support the growth, focusing on SAC, WAC and connection fees.
3. Continue to upgrade existing utility infrastructure as well as plan for future extensions and improvements.

4. Manage and collect storm water to prevent flooding, erosion and contamination/destruction of water bodies, wetlands and native/aquatic species.

B. Municipal Utility Recommendations

1. The City should review and calculate the impact of all proposed development and land subdivision in and adjacent to city limits on the capacity of the existing sanitary sewer system to determine whether the City can provide services requested within a timely manner (i.e. two years).
2. The City should emphasize redevelopment/infill in existing urban areas to maximize existing municipal utilities.
3. The City should continually review the appropriateness of: utility rates, sewer and water availability and connection charges and trunk area charges to determine whether or not said fees are sufficient to provide for future reconstruction and expansion of the system.
4. To avoid duplicate costs the City should coordinate future street construction/reconstruction with needed municipal utility construction and reconstruction.
5. Standard review procedures should be established to ensure all (re) development within the City is in compliance with the grading and storm water management controls outlined in approved surface water management regulations or future plan.
6. The Subdivision Ordinance for the City should be updated to include a "Premature Subdivision" section, which addresses infill policies, adequacy of roads or highways servicing the development, adequacy of storm water management, safe water supply, sewage disposal, support facilities (i.e. police, fire, schools, parks, etc.), consistency with environmental protection policy and consistency with the City's capital improvement program. In addition, the Subdivision Ordinance should be updated to address design standards for utilities to be consistent with any respective comprehensive utility plans adopted by the City.
7. Upon adoption of the Wellhead Protection Plan, development proposals shall be reviewed in accordance with the Plan. Any potentially contaminating land uses sited outside the wellhead protection area.
8. The City shall coordinate extension of municipal sanitary sewer service to areas about to become urban in nature with the extension of municipal sewer service. In addition, the City should plan for the future servicing of parcels currently surrounded by City limits which are currently in the township and served with Individual Sewer Treatment Systems.
9. "Wet industries" or manufacturers which use high levels of water should be encouraged to recycle water, as the capacity of the City's treatment ponds may not be able to service the community or the user may consume a large portion of the city's remaining capacity.
10. The City may wish to consider a policy to reserve a portion of sewer system capacity specifically for the purpose of commercial/industrial development (e.g. 20% of capacity reserved for future commercial/industrial development, based on estimated usage of 2,000 gallons/acre/day) as part of a WWTF expansion project.
11. The City should produce a detailed inventory of City-owned sanitary sewer collection facilities including the value of said assets, the location of said assets, the time each asset was placed into service, the expected life of each asset and the projected timeline

for replacement, reconstruction and/or upgrading. The inventory will be beneficial for capital improvement planning purposes as well as depreciating assets.

12. The City should review assessment policies relative to development review and financing, including but not limited to cost-sharing in conjunction with extension of wastewater collection mains/lift stations in newly developing areas (i.e. City responsible only for over-sizing of mains).
13. During preliminary plat review and/or sketch plan review and prior to approval of a preliminary plat, the City should review and calculate the impact of all proposed development and land subdivision on the capacity of the existing water supply and sanitary sewer systems.
14. The City should examine the impact of private wells on existing and proposed municipal well fields as part of the wellhead protection planning process.
15. The City may wish to update the City Code to require property owners to connect to public water when it becomes available (e.g. within one to two years, continue allowing private wells in urban areas for irrigation purposes only, etc.).
16. To plan for future water supply and storage needs the City should consider the completion of a Comprehensive Water Study.

COMMUNITY FACILITIES AND PUBLIC SERVICES

I. INTRODUCTION

The City of Osakis has been a municipal corporation since 1857. Osakis is a Standard Statutory City and operates with a "Clerk-Treasurer Plan". The City of Osakis is committed to serving the public in an efficient, effective and professional manner. The purpose of this chapter of the Comprehensive Plan is to review existing services and facilities and reflect on the impact of forecast growth upon said facilities and services. Contents include:

- An overview of existing municipal facilities;
- An overview of other community facilities;
- A description of municipal boards and commissions, and
- Objectives and Recommendations for Community Facilities and Public Services.

II. EXISTING COMMUNITY FACILITIES

City Hall/Police Department/Water Treatment Facility

The City's Administrative Offices and Police Department are located in a combined structure which includes the water treatment facilities and municipal wells at 14 Nokomis Street East. Approximately 80 percent of the space is used for water treatment and facility purposes while the remaining 20 percent is administrative office and police office space. Staff members for administrative functions include a Clerk-Treasurer and Deputy Clerk. The City contracts building inspection services. Currently administrative space needs are adequate; however, as the city continues to grow additional office space and personnel is anticipated to be needed.

The Police Department is comprised of three full-time officers including the Police Chief and two patrol and two part-time patrol officers. The emergency 911 service is coordinated through the sheriff's departments of the respective counties with the primary dispatch through both Douglas and Todd Counties.

Fire Hall

Located at 20 Nokomis Street West, the Osakis Fire Department is comprised of 20 volunteer members. The Osakis Fire Department provides fire protection and emergency fire and rescue response/accident extrication service to the entire City of Osakis as well as the cities of Nelson and West Union and several neighboring townships. The City has a fire rating of five. The Osakis Fire Department responds to approximately 55 calls each year and covers approximately a 125 square mile radius.

As of 2005, all members of the department were trained first responders and all but one were State Certified at the Firefighter I Level. The Department meets on a weekly basis in the Fire Hall for training, drills, maintenance and operational meetings.

Department apparatuses include:

- 1,500 gallon pumper truck (1000gal /min)
- 1,000 gallon pumper truck
- 1,500 gallon (750 gal/minute)
- 2,000 gallon tanker truck
- 1,500 gallon/ 2,400 foot large hammer hose tank/hose truck
- Fully equipped rescue vehicle with extraction tools, rams, jaws, air bottle, air tanks etc.

- 275 gallon Grass rig (one ton pickup)

The fire hall facility includes four double deep bays and was recently equipped with new open lockers. The facility has upgrades as needed with the most recent being a new exhaust system. The Osakis Fire Department was successfully awarded a FEMA grant for personnel equipment in 2004 which included full gear and turnout sets. The Fire Department has applied for another FEMA grant for a backup generator to serve the Fire Hall and Community Center.

Emergency Medical Service (First Responders)

The City of Osakis is served by a volunteer First Responder Team comprised of 18 to 20 volunteers. Most of the volunteers are certified First Responders with the remainder as Emergency Medical Technicians (EMT's). The group is equipped with one First responder rig. Medical direction comes from North Ambulance of Alexandria. The Osakis First Responders also work with neighboring Ambulance Services such as Long Prairie and Sauk Centre. Osakis had provided full ambulance coverage until July 2004, however, a shortage of volunteers to fill the daytime hours restricted the service and it became a First Response Service.

Short and long-range needs of the First Responders include that of updating equipment. The First Responders meet on a monthly basis and all equipment and meeting facilities are located within the Fire Department.

Public Works/Streets/Park Maintenance

The Osakis City Public Works Building is located at 2nd Avenue and West Nokomis. The building is used for the storage of street maintenance vehicles and equipment. The City public works department includes, one superintendent and one full-time and one seasonal employee.

Osakis Community Center

The Ed Pollard Community Center is currently located at in the same building as the Fire Department. The facility includes kitchen facilities and meeting space for up to 250 persons. The facility is used by many service and community groups within the community including the Nutrition Center which provides meals for Seniors, Wellness Services for Seniors and meeting space for groups such as the Women's Association, Boy and Girl Scouts and large meeting needs of the City. Upgrades have been made periodically as needed and recent improvements have included new flooring and tile board in the kitchen.

Osakis Municipal Liquor Store

The Osakis Municipal Store is located on Highway 46 East and dispenses on and off sale. Employees include one manager and two full-time and one part-time employee. The Liquor Store has undergone several updates over the past several years which have included re-siding, re-roofing, floor replacement and new equipment.

Osakis Information Center (Visitor and Heritage Center)

The Osakis Information Center is located at 801 East Nokomis Street. This facility serves as the "Public Relations" hub of the community and is home to the Chamber of Commerce, Osakis Resort Association, Osakis Area Heritage Society, Osakis Onward and Osakis Economic Development Corporation. Most of the Center's working groups and committees meet on a monthly basis. The building is owned by the City of Osakis, however, the staffing and maintenance expenses are paid through funding from private donations and the combined Osakis Information Center working groups. The Chamber has one full-time employee and one part-time seasonal employee.

The Information Center was relocated from its Highway 27 location in April of 2004 to its current downtown location, allowing immediate access to the heart of the community, the trail and public access. The Center also serves as the focal point for the Central Lakes Trail Head.

The building is in good condition, however, the addition of handicap accessible restrooms and a rear ramp entrance were needed improvements as of 2005. The Center provides the only downtown public restroom.

Education

School District #213 serves the community of Osakis as well as residents in neighboring communities. Independent School District #213 serves about 700 K-12 students. It has provided students with education for more than 100 years. The new building, completed in 1992, houses the district office, the elementary school and office, the high school office and a few classrooms, a gym, support staff offices and a vaulted media center stocked with books, tapes and computers. Osakis also has one parochial and one charter school within its corporate limits.

Post Office

The Osakis Post Office located at 60 Main Street West serves the City of Osakis and several adjacent townships with routes going halfway to Long Prairie, Carlos, Alexandria, Sauk Centre and to the Pope County line. The Osakis Post Office has approximately 1,750 postal patrons. There are no plans to re-locate the facilities or to upgrade/expand as the current needs are being met by the existing facilities.

Osakis Medical Clinic

The Osakis Medical clinic is a satellite office of the Alexandria Clinic and located at 811 3rd Avenue East. In 1995, the Osakis Clinic was doubled in size to accommodate four physicians. Osakis Medical Clinic physicians provide multi-specialty care as well as time for urgent care visits on an unscheduled basis.

III. MUNICIPAL BOARDS, COMMISSIONS AND COMMITTEES

The City of Osakis has several boards, commissions and committees that shape the policies and decisions of City government. The City encourages citizens to volunteer to serve on these entities and provide their input. A brief description of each entity and its duties follows:

City Council

The Osakis City Council consists of a mayor, who serves a two-year term, and four council members who serve four-year terms. The City Council meets regularly once per month.

Planning Commission

The Planning Commission consists of five members appointed by the City Council. The Commission serves four-year terms and acts as an advisory body to the City Council in matters of directing the future physical development of the City. The Commission, upon request of the Council, makes studies, investigations, and recommendations to the Council regarding matters affecting zoning and subdivisions. The Planning Commission meets regularly each month.

Economic Development Authority

The Osakis Economic Development Authority was formed in April of 1997 with the purpose of

promoting economic development, managing the Industrial Park and improving the housing market in Osakis. A seven member board oversees the operations with funding provided by the City of Osakis and donations by the Osakis Economic Development Corporation. The EDA meets on a monthly basis.

Osakis Onward

As a result of a 2002 visit by the Minnesota Design Team Osakis Onward was formed to carry on the illustrated tasks the Minnesota Design Team presented to the community of Osakis. This organization is made up of Board of Directors with ten members and the support of numerous volunteers. Osakis Onward meets on a monthly basis. A number of tasks have been identified which include those related to: Waterfront, Downtown Master Plan, Natural Systems & Trail Linkages and Downtown Design.

Osakis Economic Development Corporation (OEDC)

The OEDC was established in 1985 to promote economic development. The OEDC has a charitable gambling license with all proceeds donated back into community to enhance economic development opportunities, scholarship establishment and to fund downtown storefront renovations. There are approximately 105 stockholders. The OEDC meets on a monthly basis.

IV. PUBLIC INPUT

A community survey completed in conjunction with the updating of the Comprehensive Plan requested input from community members regarding municipal facilities and services. Respondents were asked a number of questions. A summary of results relating to community facilities and services follows.

- When asked if there were public utilities or healthcare or social services lacking in the community the majority of respondents indicated that an ambulance service (10%); expanded clinic (4%) and dental facility (4%) were most needed in the community.
- When asked if there were any programs, services or resources that are not located in Osakis that would be beneficial the following responses were received: AA Meetings, Exercise Program, Teen Center, Senior Center, Eye Doctor, Social Services, Help finding jobs, Halfway House for Women, Service for Teen and Single Parents and Home Health Care.
- Respondents were split as to whether they felt they were informed about City Council decisions; 40% indicated they did not feel informed of decisions and 37% felt they were while the remaining 23% were undecided or did not respond.
- Those surveyed were also asked whether or not they felt community organizations worked together. Of those responding to the survey, 32% said 'yes'; 33% said 'no' and 35% were 'undecided' or did not respond.
- When asked if local government was responsive and services provided equitably, 41% percent of those responding to the survey answered affirmatively, 23% negatively and 36% were undecided or did not respond.
- When asked 'how well is Osakis facilitating ethnic and racial diversity' the majority (46%) thought the city was doing an 'excellent' to 'good' job of facilitating diversity. An additional 15% labeled thought the city was doing a 'fair' to 'poor' job facilitating diversity. The remaining 39% thought the question was undecided or did not respond.

V. PROJECTED GROWTH

The population is forecast to increase from 1,682 people in 2005 to 2,289 people within the next 25 years based on the projected population. The projected growth will reasonably require the expansion of existing administrative and protection services. Such services will not only result in a demand for increased public employees, but also increased facility space and increased capital equipment costs. The expansion of administrative facilities and capital equipment purchases should be included in a capital improvement/equipment program in view of the following:

- Increases in staff: utility billing, roadway maintenance, etc. contracted or municipal staff.
- Increases in office space for expanded staff and equipment (e.g. maintenance, water/wastewater treatment operator, etc.)
- Increased need for police protection services either contracted or municipal staff.
- Increased need for fire equipment and facilities.

VI. MUNICIPAL FACILITIES AND SERVICES OBJECTIVES AND RECOMENDATIONS

A. Municipal Facilities and Services Objectives

1. To provide for adequate facilities and staff to operate and maintain the essential services for current and future residents and businesses in the community.
2. To continue to serve the citizens of Osakis in an efficient, friendly, and cost effective manner.
3. To continue to update and maintain facilities and operations.
4. To continue to evaluate technology and the need to incorporate technology in carrying out the functions of the city (e.g. public access television, web page development, internet/email).
5. To provide citizens the opportunity to participate in local government as well as inform citizens of municipal activities.

B. Municipal Facilities and Services Recommendations

1. Upon receiving concept plans, the City shall review its provision of services including, but not limited to, public administration and public protection services such as police and fire service to ensure said services which are reasonably necessitated by proposed subdivisions and must be provided at public expense, can be reasonably provided within two (2) fiscal years of approval of the proposed subdivision. If said services cannot be reasonably provided, the subdivision may be deemed premature.
2. The City should forward copies of all plats to the Transportation Director and Superintendent of Schools in the Osakis Public School District.
3. The City should continue to work in cooperation with the school district and other taxing entities to coordinate public facilities, if feasible, to minimize the impact on taxpayers.
4. The City should continue working with Douglas and Todd counties and Osakis, Orange and Gordon townships to ensure coordinated growth of land uses, transportation systems and regional recreational areas and trails.
5. The City should continue to provide a web site with current information as a means of informing and updating community members and/or access to city email.

6. The expansion of administrative facilities and capital equipment purchases should be included in a capital improvement/equipment program in view of the following:
 - Need for increases in staffing level: utility billing, roadway maintenance, etc.
 - Need for increases in office space for expanded staff and equipment (e.g. maintenance, water/wastewater treatment operator, etc.).
 - Need for increased public/police protection services.
 - Need for increased fire equipment and facilities.
7. The City shall continue to monitor and assess the condition and adequacy of existing municipal structures. The City shall establish long-term solutions to anticipated building/office space needs. Routine maintenance and repair costs should be allotted for in the annual budget. Reconstruction, remodeling and/or construction of facilities should be addressed in a Capital Improvement Plan.
8. The City shall continue to strive to clarify roles, build trust, communicate openly and work productively together at the departmental level and the elected and appointed official level.
9. Informational meetings between the City Council, EDA and Planning Commission to discuss important projects should be held routinely.
10. The City shall provide maximum cooperation and assistance to other public agencies in planning and developing facilities and programs to provide a high level of service and avoid duplication of services and/or facilities.
11. New municipal and administrative constructions shall be developed to the same high standards required for the development of private property and shall be subject to review by the Planning Commission and City Council.
12. The City should initiate and organize an annual open meeting with representatives from each City department, elected officials (local and state), representatives from City Boards/Commissions, Osakis, Orange and Gordon townships, Douglas and Todd Counties, School District 213, City Consultants, leaders of active community organizations and other representatives as appropriate. The purpose of the meeting is to share information, build rapport and update each other on issues, plans and goals at the forefront for the following six-month period.
13. City leaders shall strive to lead all staff, public officials, residents, neighborhoods, and the business community in recognizing and embracing existing social, racial and economic diversity within the City of Osakis.

PARKS, TRAILS AND RECREATION

I. INTRODUCTION

The City's residents and businesses identify parks, trails and recreational facilities as valuable community resources that contribute positively to the quality of life offered in Osakis. Recreation is viewed as an integral part of life, providing a necessary and satisfying change from the things we usually do and the places where we spend most of our time.

The responses to a community survey and comments at public meetings underscore the importance of creating and sustaining parks, trails and recreational facilities. These comments are included within this Chapter.

Providing quality recreational opportunities begins with proper planning. To assure adequacy and maximum usability, recreation areas and facilities shall be developed with regard for the needs of the people and the area they serve. Proper planning must take into consideration a number of factors, including but not limited to, location of existing recreational areas (i.e. proximity to the area served, separation from incompatible land uses), adequacy of existing facilities, site planning for the location of future facilities, access to current and future facilities, provisions for recreation programs, and financing, maintenance and management of existing and proposed parks, trails and recreational facilities.

This Chapter shall:

1. Provide Park Classification;
2. Inventory Existing Park Facilities;
3. Discuss Trails and Pedestrian Ways;
4. Discuss Recreational Opportunities in the City;
5. Examine Existing and Future Park Facility Needs;
6. Review Community Input; and
7. Establish tangible recommended goals and policies for future park, trail and recreation facilities and programs.

II. INVENTORY

A. Park Classifications.

The City of Osakis features a number of existing park and recreational facilities, which are located throughout the community. Recreational facilities within the City can be typically described according to their type, population served and location.

The following terms and descriptions shall be used to classify existing and future recreational facilities:

'Neighborhood Parks' provide open space for passive recreation for all ages within a neighborhood, particularly for the elderly and families with young children. An ideal neighborhood park site is scenic or wooded and located a maximum of one-quarter mile, which is normal walking distance, from primary users. Suggested minimum size for this type of park is one acre. Site development should include sidewalk, benches, landscaping, and play features for preschoolers. Neighborhood parks should connect with trails which connect to other parks and neighborhoods.

'Neighborhood Playgrounds' are usually provided in conjunction with education and institutional facilities and primarily serve the recreation needs of children ages 5 to 12. Individual neighborhood playground size is dependent on the types of activities it supports and the facilities it provides. Play features, ball fields, basketball and tennis courts, and open play fields are

common components. The service area is highly variable, but it usually has a radius of one-quarter mile.

'Community Parks' typically serve several neighborhoods and are under municipal administration. Although size may vary, community parks are usually more spacious than neighborhood parks or playgrounds. In addition to the kinds of facilities provided at neighborhood parks, these parks may provide swimming pools, picnic areas, more elaborate play fields, restroom facilities and tennis courts. Community parks serve people of all ages and have an effective service area radius of one-half mile.

'City-wide Parks' may serve some or all types of a community's recreation needs. They can provide a wide range of activities for all age groups or may be very specific. In addition to some of the facilities provided by other types of parks, City-wide parks may contain an area for nature study, hiking and riding trails, pond fishing, spectator sports and numerous other activities. However, in many small communities, a City-wide park is sometimes designated as such not because of its size and/or variety of recreation facilities, but because it is the only park available to the community.

'Specialized Recreation Areas' may include but are not limited to; golf courses, historic sites, conservancy area, linear trail, and floodplains. Most specialized recreation areas have limited active recreation value, are not developed as multi-purpose recreation areas, or are not always available for use by the public. Specialized areas are an important adjunct to a community and its park and open space program.

'Regional Parks' may include but are not limited to conservancy areas, trails, floodplains, hiking and riding trails, recreational fields, spectator sports, and fishing. Regional parks serve people of all ages and serve a regional population.

B. Existing Park Inventory.

There are several park areas located within the City of Osakis, three of which are City-owned with the remainder owned by the schools. Following is a listing of the park and recreational facilities existing in the City of Osakis. Map 10-1 illustrates the location of said facilities:

Park Osagi. This two block park is located along the south end of Lake Osakis along Lake Street Fourth between 4th and 6th Avenues. The park includes playground equipment, public restroom, gazebo, drinking fountain and three picnic shelters with numerous picnic tables and grills. Numerous large evergreens provide shade and aesthetic appeal in addition to a variety large deciduous trees. The west side of the park includes two playground areas. There is a slide, benches, merry-go-round, animals, climbing area and swing set. The park is fenced on the west side and open to the street south side and has a vast view of the Lake to the north. Parking to service the park is on-street. No off-street parking is provided.

City Park Input: As a part of the survey and community meeting process many participants noted the need to update equipment in City Park; specifically citing a need for a 'tot lot' to serve younger children.

Bill Sliper Lions Park. This community park is located at the intersection of Highway 127 and First Avenue East on the southeast edge of Osakis.

City Swimming Beach. This beach is located on the south end of Lake Osakis near Lakeside Cemetery.

School Recreational Facilities. The Elementary School and High School are located in the center of the community, along County Road 3 with the Athletic Complex located adjacent to

Queen Street and 3rd Avenue West. The schools offer a variety of active recreational amenities including an athletic complex which includes a football field, softball and baseball fields, and track and field, playground equipment, tennis courts and basketball courts. Although these are not “municipal parks”, the amenities are available to serve the public at times in which school or extra curricular activities are not underway. Osakis does not offer any swimming, ice-skating or hockey rinks.

The parochial school (St. Agnes) offers basketball courts along with playground equipment.

C. Access to Public Waters.

The public has access to Lake Osakis on the south side of the lake along 1st Avenue East. On-site parking for vehicles and boat trailers are provided at the public access. The public access is suitable for access via trailer or carry-in and is managed by the Minnesota Department of Natural Resource.

D. Trails and Pedestrian Ways.

Trails. Osakis offers the Central Lakes Trail which is also shown on Maps 10-1 through 10-3. The Central Lakes Trail runs from Osakis to Fergus Falls and has been dedicated as Minnesota's 23rd State Trail. This scenic recreational trail covers 55 miles through the communities of Osakis, Nelson, Alexandria, Garfield, Brandon, Evansville, Melby, Ashby and beyond to Fergus Falls. The Central Lakes Trail is an all season recreational trail that provides a 14' wide bituminous surface for safe off road non-motorized travel by biking, walking or rollerblading in the spring, summer and fall. It also provides safe permanent routes for snowmobiling in the winter (December-April). The Central Lakes Trail offers a variety of scenery and an opportunity for families to participate in outdoor activities and events. The trail also connects to the Lake Wobegon Trail which covers 60 miles from Osakis to St. Joseph, Minnesota.

The City currently does not have a sidewalk plan or policy in place. There are few designated walkways or bikeways within the City.

III. PATHWAYS

A. Classifications

Pathways within communities and connecting to larger regional pathways are often classified by their purpose, type of improvement and location. The following table includes a description of six types of pathways and identification of the pathways within Osakis which are included in each category.

Classification	General Description	Description of each type	Existing Facilities
Park Trail	Multi-purpose trails located within greenways, parks and natural resource areas. Focus in on recreational value and harmony with the natural environment.	Type I: Separate/single purpose hard –surfaced trails for pedestrians or bicyclists/in-line skaters. Type II: Multi-purpose hard-surfaced trails for pedestrians and bicyclists/in-line skaters. Type III: Nature trails for pedestrians. May be hard or soft surfaced.	None
Connector Trails	Multi-purpose trails that emphasize safe travel for pedestrians to and from parks and around the community. Focus is as much on transportation as it is on recreation.	Type I: Separate/single-purpose hard-surfaced trails for pedestrians or bicyclists/in-line skaters located in independent R.O.W (e.g. old railroad R.O.W). Type II: Separate/single-purpose hard-surfaced trails for pedestrian or bicyclists/in-line skaters. Typically located within road R.O.W.	Central Lakes Trail Type I
On-Street Bikeways	Paved segments of roadways that serve as a means to safely separate bicyclists from vehicular traffic.	Bike Route: Designated portions of the roadway for the preferential or exclusive use of bicyclists. Bike Lane: Shared portions of the roadway that provide separation between motor vehicles and bicyclists, such as paved shoulders.	None
All-Terrain Bike Trail	Off-road trail for all-terrain (mountain) bikes	Single-purpose loop trails usually locate in larger parks and natural resource areas.	None
Cross Country Ski Trail	Trails developed for traditional and skate-style cross-country skiing.	Loop trails usually located in larger parks and natural resource areas.	None
Equestrian Trail	Trails developed for horseback riding.	Loop trails usually located in larger parks and natural resource areas. Sometimes developed as multi-purpose with hiking and all-terrain biking, where conflict can be controlled.	None

B. Pathway Design

Trails or pathways should be designed with the following goals in mind (1) Safety – protect non-motorized and motorized users (depending on the type of trail) from adjacent or crossing vehicular traffic, (2) Linkages - provide links between local parks and recreational areas and regional trail systems, (3) Natural Environment – protect the natural environment and design

the trail system while protecting natural features, and (4) Continuity – provide continuous trail systems with as few interruptions in user movement as possible.

Following are design guidelines suggested by the National Recreation and Park Association for the various types of pathways:

1. Park Trails

Type 1: These separate or single purpose trails are typically ten feet wide and hard surfaced for pedestrians, bicyclists and/or in-line skaters.

Type II: These multi-purpose trails typically include a natural buffer from adjacent uses on either side of the trail. A 50 foot right-of-way to accommodate the buffers is common with a ten foot paved surface.

Type III: Nature trails are generally six to eight feet wide and are soft surfaced. Trail grades vary depending on the topography of the area in which they are located. Interpretive signage is common along nature trails.

2. Connector Trails

Type 1 and 11: These separate or single/purpose hard surfaced trails are designed for pedestrians or bicyclists/in line skaters. If designed for pedestrians only, a six to eight foot width is common. If designed for bicyclists/in-line skaters, a ten foot paved surface is recommended. The trails may be developed on one or both sides of the roadway and may include one or two-way traffic. The trail is typically separated from the roadway with a boulevard, grass and/or plantings.

3. On-Street Bikeways

On Street Bike Lane: Bike Lanes are typically designed as a five-foot lane adjacent to the driving lane. On--street parking may occur between the on-street bike lane and the curb or edge of the road. In essence each side of the roadway is divided into three sections (1) driving lane, (2) on-street bikeway and (3) on-street parking.

On Street Bike Route: This bicycle route is typically designated so with signage. On Street Bike Routes are typically paved shoulders along roadways.

4. All Terrain Bike Trails: Design and length vary depending on the topography in the area. These trails are generally a part of a larger regional park or natural resource area.

5. Cross Country Ski Trails: The design of the cross-country ski trail is dependent upon its intended use. The traditional diagonal skiing typically includes a packed groomed trail with set tracks. Skate-skiing designs include a wider packed and groomed surface. The length of the trails may vary. Cross-country ski trails may be designed to be used as equestrian trails during summer months.

6. Equestrian Trails: These trails, designed for horseback riding, typically are designed with woodchips or grass as a surface. They are located in larger parks and natural resource areas where conflict with other trail users may be avoided. The length of an equestrian trail varies but is generally looped.

IV. RECREATION.

There are a number of coordinated and uncoordinated recreational opportunities in and around Osakis.

Recreation programs are coordinated by Osakis's School District's Community Education Program. Classes range from academics and athletics to health, safety, and personal enrichment. They are offered at nominal fees throughout the year. Community Education also sponsors several outings to events such as plays, performances, the circus, the zoo, and museums throughout the year.

Adult and family recreational opportunities include adult women's and men's softball and golfing at the Osakis County Club Golf Club, which offers an 18-hole course and driving range.

V. EXAMINATION OF EXISTING AND FUTURE PARK FACILITIES

The City's combination of recreational activities, golf course, Lake Osakis and existing parkland and open space provide residents and visitors with a variety of recreational opportunities. Map 10-2 indicates areas served by existing recreational facilities. As indicated parks are located so as to serve the needs of most residential areas of the City, however additional facilities would benefit residents in the west portion of the City.

Map 10-3 indicates park search areas. As noted in the park classifications, depending on the type of park, the service area will vary. The attached map illustrates a need for parks in the following areas: southwestern portion of City serving residential properties within the Osakis Properties Subdivisions, northwestern portion of City lying on the west side of County Road 3, northeastern lakeshore drive properties along lake and an area between Faille and Stevens Lake.

Accessibility

¹The American With Disability Act (ADA) was signed into law on July 26, 1990. The law requires local and state governments, places of public accommodation and commercial facilities to be readily accessible to persons with disabilities. ADA statutes affect the City of Osakis and other local and state park and recreation facilities in the following ways:

- Newly constructed buildings (after January 26, 1993) must be constructed to be readily accessible.
- Renovations or alterations occurring after January 26, 1992 to existing facilities must be readily accessible.
- Barriers to accessibility in existing buildings and facilities must be removed when it is "readily accessible". This includes the location and accessibility to restrooms, drinking fountains and telephones.

Other requirements include but are not limited to:

- One accessible route from site access point, such as a parking lot to the primary accessible entrance must be provided. A ramp with a slope of no greater than 1:6 for a length of no greater than two feet may be used as a part of the route. Otherwise a slope of maximum 1:12 is allowed.
- One accessible public entrance must be provided.
- If restrooms are provided, then one accessible unisex toilet facility must be provided along an accessible route.
- Only the publicly used spaces on the level of the accessible entrance must be made accessible.
- Any display and written information should be located where it can be seen by a seated individual and should provide information accessible to the blind.

Parks which are developed with items such as parking lots, swimming pools, tennis courts and basketball courts should have routes which are accessible. Nature parks or areas with limited development should have the minimum of accessible routes to the site. The National Park Service provides design guidelines for accessible outdoor recreation. ¹

As the City redevelops City Park, it will be important to include ADA standards in the design. Installation of curb cuts and pathways within the park, designation of handicap parking in the parking lots, remodeling

¹ Source: Park, Recreation, Open Space and Greenway Guidelines, James D. Meres, Ph.D., CLP and James R. Hall, CLP. © 1996, National Recreation and Park Association

of restroom facilities to provide a handicap accessible stall in each of the men's and women's facilities and pathways to shelters and recreational amenities has been recommended as a method to achieve accessibility goals.

Osakis Park Inventory	Park Classification	Trail Areas	Baseball/Softball	Nature Areas	Horseshoe Pits	Tennis Courts	Soccer Fields	Basketball Courts	Football Field(s)	Volleyball Courts	Track & Field	Playground	Swimming	Pleasure Skating Rink	Hockey Rink	Warming/Changing House	Archery Range	Skateboarding	Restroom facilities	Handicap Access	Picnic Area	Parking	Bike Rack
Park Osagi	CP	N	N	Y	N	N	N	Y	N	N	N	Y	N	N	N	N	N	N	Y	Y	Y	N	N
Lions Park	CP	N	N	N	N	N	N	N	N	Y	N	N	N	N	N	N	N	N	Y	N	Y	Y	N
Swimming Beach	CP	N	N	Y	N	N	N	N	N	N	N	N	Y	N	N	Y	N	N	N	N	N	Y	Y
LeRoy G. Mackove Athletic Complex	CP	N	Y	N	N	N	N	N	Y	N	Y	N	N	N	N	N	N	N	Y	N	N	Y	N
K-12 Public School	NPL	N	Y	N	N	Y	N	Y	N	N	N	Y	N	N	N	N	N	N	N	N	N	Y	Y
St. Agnes School	NPL	N	N	NN	N	N	N	Y	N	N	N	Y	N	N	N	N	N	N	N	N	N	Y	Y
Central Lakes Trail	RP	Y	N	Y	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	N	Y	Y	Y

CP= Community Park, RP=Regional Park, NPL=Neighborhood Playground, IND= Indoor

Park Assessment

Park Name	Turf	Irrigation	Plantings Trees	Drainage System	Accessible	Parking	Parking Availability	Basketball Courts	Tennis Courts	Playground Equipment
Park Osagi	0	NA	0	0	2	NA	0	2	NA	1
Lions Park	0	NA	2	0	2	2	2	NA	NA	NA
Swimming Beach	1	NA	2	NA	2	3	2	NA	NA	NA
LeRoy G. Mackove Athletic Complex	0	NA	2	0	2	2	0	NA	NA	NA
K-12 Public School	0	0	0	0	2	2	0	1	0	0
St. Agnes School	0	0	0	0	2	1	0	1	NA	0

Ranking Key

1. Turf Condition

- NA Not Applicable
- 0 No Problems.
- 1 Turf is in good conditions with some bare areas.
- 2 Turf has a few problems that need some work (aeration and over-seeding).
- 3 Turf is in poor condition and needs renovation.
- 4 Turf is in very poor condition and should be completely redone.

Ranking Key

4. Drainage System

- 0 No Problems.
- 2 Some saturation/standing water-minor improvements needed.
- 4 Very poor drainage-system needs renovation.
- 5 Dangerous system/conditions exist.

7. Parking Availability

- NA Not Applicable.
- 0 No Problems.
- 2 Not enough parking mainly during peak-use periods or only occasionally.
- 4 Not enough parking most of the time.

2. Irrigation System

- NA Not Applicable.
- 0 No Problems.
- 1 System is in good condition with minor adjustment problems.
- 2 System is in fair condition, needs frequent work.
- 3 System doesn't do the job and needs to be expanded (poor coverage).
- 4 System is in very poor condition or no system at all.

5. Accessibility

- 0 Entire park is accessible to handicapped.
- 2 Portions of the park are accessible to handicapped individuals.
- 4 None of the park is accessible to handicapped individuals.

8. Basketball or Tennis Courts

- NA Not Applicable.
- 0 No Problems.
- 1 Good condition, need minor routine maintenance, patching or striping.
- 2 Fair condition, needs minor repairs.
- 3 Poor condition – needs major repairs but can still be used.
- 4 Very poor condition. Potholes, cracks; need extensive repair/resurfacing.
- 5 Dangerous surface conditions exist-holes, large cracks, etc.

3. Plantings/Trees

- 0 No Problems.
- 1 Plantings/trees are in good condition with few minor problems.
- 2 Some bare areas that need additional plant materials.
- 3 Several areas have problems that need work.
- 4 Plantings/trees in very poor condition & should be completely removed.
- 5 Condition of trees present dangerous safety situation.

6. Parking

- NA Not applicable.
- 0 No problems.
- 1 Good condition – needs regular routine maintenance.
- 2 Surface in fair condition- spot repairs are necessary.
- 3 Surface in poor condition, several areas need major repairs.
- 4 Very poor condition, parking area needs complete renovation.
- 5 Dangerous conditions exist.

9. Playground Equipment

- NA Not Applicable.
- 0 No Problems.
- 1 Equipment is old but can still be used.
- 2 Equipment requires regular routine maintenance.
- 3 Equipment is in poor condition and requires major repair or renovation.
- 4 Equipment is in very poor condition and should be replaced.
- 5 Dangerous conditions exist.

VI. RECREATIONAL FACILITY STANDARDS

As parkland is acquired either through dedications or purchase, it is important to plan space according to the desired recreational contents. In existing parks, it is important for the Planning Commission and/or subsequent Park Board and City Council to be aware of space requirements and orientation recommendations to determine if it is feasible to include the item(s) within the park. Following are facility standards for a number of recreational activities:

Unit	Land Required	Recommended Size & Dimensions	Recommended Orientation	No. Units Per Population	Service Area	Existing Facilities	Surplus/ Deficit per Standard
Baseball Diamond	3 to 3.85 acres	1. Official: Baselines-90' Pitching dist-60.5' Foul lines-min 320' Center field-400'+ 2. Little League: Baselines-60' Pitching Dist.-46' Foul lines-200' Center field-200'-250'	Locate home plate so the pitcher is not throwing across the sun, and batter is not facing sun. Line from home plate through pitchers mound to run east-northeast.	1/6,000	Appr. ¼ to ½ mile radius Part of neighborhood complex. Lighted fields part of a community complex	Facilities at the high school and athletic complex	Meets needs. Potential conflict when school activities are in session.
Softball/ Youth Diamond	1.5 to 2 acres	Baselines 60' Pitching dist- 45' men, women-40', Fast pitch field radius from plate – 225' Slow pitch 275' men, 250' women	Locate home plate so the pitcher is not throwing across the sun, and the batter is not facing sun. Line from home plate through pitchers mound to run E/NE	1/ 1,500	Approximately ¼ to ½ mile radius	Facilities at the high school and athletic complex.	Meets needs. Potential conflict when school activities are in session.
Tennis Court	7,200 sq. ft. / court. 2 acres/ complex	36' x 78' with 12' clearance on both ends	Long axis north-south	1/2000	¼ to ½ mile radius. Best in batteries of 2 to 4. Located in neighborhood/ community parks or near a school	Facilities at the high school	Meets current needs. Potential conflict when school activities are in session.
Basket-ball	0.25 to 0.59 acre Youth: 2400 to 3036 sq. ft High School: 5040 to 7280 sq. ft	Youth: 46' to 50' x 84' High School 50' x 84'	Long axis north-south	1/2000	¼ to ½ mile radius Outdoor courts in neighborhood/ community parks. Indoor as part of schools	Facilities at the high school	Meets current needs. Potential conflict when school activities are in session.

Unit	Land Required	Recommended Size & Dimensions	Recommended Orientation	No. Units Per Population	Service Area	Existing Facilities	Surplus/ Deficit per Standard
Volleyball	4,000 sq. ft	30' x 60' with a minimum clearance of 6' on all sides	Long axis north-south (outdoor)	1/2000	½ to 1 mile	One court in Lions Park	Deficit of one. Recommend additional court.
Football Field	1.5 acres	160' x 300' with a minimum of 10' clearance on all sides.	Long axis northwest or southeast	1/3000	Approx. 2 mile radius	1 regulation 1 practice at the school	Meets current needs.
Soccer Field	1.7 to 2.1 acres	195 to 225' x 330' to 360' with 10' clearance on all sides	Long axis northwest or southeast	1/3000	Approx. 1 to 2 mile radius	None	Deficit of one. Recommend an open field area which could be used for soccer and/or football
Ice Arena	2 acres	Rink 85' x 200' (min. 85' 185') Addt. 5000. 22,000 sq. ft to include support area	Long axis is north-south (outdoors)	1/20,000	15 to 30 minute travel	None in Osakis. One in Sauk Centre – 10 minutes away.	Meets current needs with proximity to Sauk Centre.
Warming House	Variable	Variable	Variable	1/rink area	1 hocking rink/skating area	None	Possible future need for outdoor ice rink
Picnic Area	Variable	Variable	Variable	1/5000	2 mile radius	Various	Plan for additional in each new park.
Play Equipment	0.5 acre	Variable	Variable	1 acre/park	2 to 3 mile radius	Equipment at Elementary School and outdated at City Park	Upgrade City Park Equipment, Add equipment in park search areas. Plan for additional in each new park.
Unit	Land	Recommended	Recommended	No. Units	Service	Existing	Surplus/

	Required	Size & Dimensions	Orientation	Per Population	Area	Facilities	Deficit per Standard
Sliding Hill	2-4 acres	Variable	Variable	1/7,500	1 mile radius	None	No local deficit identified.
Shooting/Archery Range	0.65 acre	300' length x min. 10' between targets. Roped, clear area on side of range min. 30' . Clear space behind targets min. 90' x 45' with bunker	Archer facing north + or - 45 degrees	1/7,500	30 minute travel time. Part of a regional complex	None. Twenty miles away or people have their own practice areas.	No deficit as opportunities in close proximity (20 miles) exist.
Community Center	15-25 acres	Varies	Varies	1/20,000	--	One with limited recreational use.	May need to expand or reuse space for multipurpose (gym, etc).
Horseshoe courts	0.1 acre			1/2000	--	None	Deficit.
Swimming Pool	1 to 2 acres	Teaching- min. 25 yards x 45' even depth of 3-4 ft. Competitive- min. 25 m x 16m. Min. of 25 sq. ft water surface per swimmer. Ratio of 2 to 1 deck to water	No recommended pool orientation but care must be taken in locating life stations in relation to afternoon sun	1/10,000	150 person capacity 15 minute travel	None. Sauk Centre and Alexandria within travel proximity.	No deficit as opportunities in close proximity (15 miles) exist.
Off-Street Parking	300 S.F Per Car	Typically 9' x 20 with a 20' driving lane	Variable	NP: 8-12 cars CWR: 25-100 cars SR: 25-100 cars	NA	Off-street parking is available at schools and few parks.	May need to add at City Park if renovated. Plan off-street parking at future community parks.
Toilet Facilities	Varies	Per building code	Variable	1 double unit per park	1 park	1 at Osage (accessible) 1 at Lions Park (not accessible)	Plan restrooms in future community parks.

* Derived from the National Recreation and Park Association and the American Academy for Park and Recreation Administration Standards with local standards applied.

VIII. COMMUNITY INPUT IN PARKS AND RECREATION

- A. Public Input.** In conjunction with the creation of this Plan, a survey was distributed to all property owners within the community as well as addressed at a business meeting. Additionally, the community was invited to a community meeting to discuss the components of the comprehensive

plan including parks and recreation. Results indicate residents consider park, trail and recreational facilities a priority:

1. **Areas Served.** Twenty seven persons or 39% of respondents completing surveys indicated all areas in the community were served well by existing parks, while 25 or 36% of the respondents noted there are areas not served by parks. Comments received on the survey relating to this question included a need to add parks on the west side of the City in the new housing area and senior housing area. Additional comments included the need to add new playground equipment in Lions Park and elderly walking paths.
2. **Recreational Items to Add.** When asked what park facilities would add to the quality of life in Osakis, survey respondents responded as follows: trails including the connection of parks with trails (34), picnic shelters (8), playground equipment (24), athletic fields (26).
3. **Ranking of Existing Park Facilities.** Survey respondents were asked to rank the existing park facilities on a scale of one to five with one being poor and five being excellent. The average response was 3.5.
4. **Recreational Opportunities.** Survey participants were asked if various age groups and family types have sufficient recreational opportunities in Osakis. Thirty six persons noted children have sufficient recreational opportunities with 13 indicating there were not sufficient opportunities for children. Only 16% (11) felt teenagers are offered sufficient recreational opportunities while 56% (39) of respondents indicated there were not. Of the respondents, 37% (26) felt adults have sufficient opportunities and 43% (30) felt adequate opportunities are available for seniors. 26% (18) of respondents felt there were adequate recreational opportunities for families and 39% (27) felt there were adequate opportunities for tourists.
5. **Major Recreation Improvement.** Survey participants were asked, "What one major recreation improvement would you like to see made in Osakis during the next five years?" Responses included:

Swimming Pool (adults and kids), Better Playground Equipment, Active Teen Center, Indoor Gym/Recreational Center, The Beach, City Marina, Better Trails, Movie Theatre, Skateboard Park, Soccer Field, Outside Skating Rink, Additions to Parks, Clean the Lake, Camping Area, Expanded Golf Course, New Park, Basketball Court, Badminton, Volleyball Court, More Parking, Tennis Courts, Walking and Biking Trails (non-motor).

6. Additional considerations survey participants were asked with the respective percentages follow below:

Recognizing both are important would you encourage the City to place greater emphasis on:
Roadway construction and improvement projects.

26 37%

Enhancing park and recreational facilities and trail systems.

21 30%

Would you encourage the City to:

Develop more, smaller parks used by neighborhood and community residents.

24 34%

Develop a few larger parks that are used by all City and area residents/tourists.

25 35%

Would you encourage the City to:

Fix up and/or enhance existing parks and recreational areas.
25 36%

Accept the donation of additional parkland in developing areas.
19 27%

Would you encourage the City to:

Begin developing vacant or undeveloped parklands.
17 24%

Fix up or enhance existing park and recreation areas.
35 50%

IX. MAINTENANCE AND OPERATIONS

The proper care and management of park and trail facilities will encourage park/pathway use, improve the quality of life in Osakis and enhance the visual quality of neighborhoods and the City as a whole. Maintenance of the park system is currently coordinated through the City's Public Works Department. The department also assists with park duties and street functions.

Park maintenance tasks may occur on a daily, weekly, monthly, seasonal and/or weather related basis. These jobs include but are not limited to:

Litter and Garbage Clean-up	Mowing and Trimming
Preventative Equipment Maintenance	Moving Tables and Benches
Equipment Repair	Leaf Clean-Up
Facility Repair and Maintenance	

X. FINANCIAL RESOURCES

Several resources are available to assist the City of Osakis in providing adequate parks, trails and facilities for residents. Following is a list of typical sources.

1. Property Taxes
2. Park Dedication/Fee In-Lieu of Parkland Dedication Requirements
3. User Fees
4. Volunteer hours/labor
5. Donations by private individuals, civic organizations, organized groups, etc.
6. Grants

The City budgets for operational expenses through its annual budget process. The City currently utilizes donations from organizations and individuals, grant programs and the general tax levy to cover expenses relating to parks. The City should consider the establishment of a capital improvement plan for long-range capital improvements to the park system. Examples of expenditures within the capital improvement plan include purchase of playground equipment, purchase/planting of trees, paving of the parking lot, etc.

Park Land Dedication Ordinance. The City does not have parkland dedication requirements within the Subdivision Ordinance. It is recommended that each subdivision review procedure include a parkland dedication stipulation whereby developer's must either set aside parkland acreage or submit a fee-in-lieu of parkland dedication. Typical standards pertaining to subdivisions require ten percent (10%) (Residential) or two percent (2%) (Commercial/industrial) of the public area platted be deeded to the City for park purposes. Alternately, a fee-in-lieu-of parkland dedication equal to the average value of ten percent (10%) (Residential) or two percent (2%) (Commercial/industrial) of the land to be subdivided prior to utilities being placed. The Planning Commission would recommend to the City Council whether land or fees are desired. The Council would have the authority to approve/disapprove of the land proposed for dedication.

XI. RECOMMENDED GOALS AND POLICIES FOR PARKS, TRAILS AND RECREATION

Following the inventory and evaluation of existing park, trail and recreation facilities and in accordance with park, trail and recreational plans the following goals and recommendations have been prepared.

1. The City should as a part of the development process include within its Subdivision Ordinance, Park Dedication requirements according to M.S. 462.358 Subd. 2b. (b).
2. The Planning Commission and/or subsequent Park Board shall review development proposals to ensure proposed parkland dedication or fee-in-lieu of dedications meet the needs of the City including type and location of land, park configuration, access and parking and compatibility with the neighborhood and other recreational offerings. The City shall strive to provide active and passive park and recreational facilities to meet the needs of diverse groups within the community including, but not limited to, teenagers, physically and mentally challenged, and all household types.
3. Within the downtown area and areas surrounding the school, the City shall focus on enhancing existing parks rather than acquiring additional park land. As additional residential lots are developed to the southwest and west, the City should review areas for a park to service this area with a park which could include an open multi-purpose field, playground equipment, picnic shelters, etc.
4. The City Council shall maximize recreational opportunities available to residents and tourists through cooperative ventures which are mutually beneficial for the City, school district, Douglas and Todd Counties, Department of Natural Resources and civic organizations. Examples include coordinating trail design and construction with reconstruction of county roads and joint grant applications with the school and or county to the DNR.
5. In order to reduce the tax impact of park and recreational (re) development projects, the City shall research and utilize a variety of funding sources for the acquisition, development and renovation of park and recreation facilities; including but not limited to grant applications, providing information to civic organizations regarding desired capital improvements to parks and trails, use of volunteer labor, and use of user fees. The capital improvement plan shall be reviewed annually to address items identified within the Comprehensive Plan.
6. The City should develop a trail plan to link existing parks and neighborhoods and coordinate the trail development with the school district; Douglas and Todd Counties (County Road turn backs and reconstruction projects) and DNR grant programs. The City shall carefully review proposals from developers relative to proposed trail and sidewalk facilities within new subdivisions. The City should develop a sidewalk/trail policy indicating when/where sidewalks or trails should be placed. Trails connecting the new housing areas of the City to the heart of the City should be considered. The Planning Commission and City Council should require developers to install identified portions of trails/pedestrian ways with subdivision construction, even if the trail/pedestrian way temporarily dead-ends.
7. When developing parks, the Planning Commission and/or subsequent Park Board and City Council shall review its intended use, recreational voids or needs within the area and funds available.
8. The City shall design new facilities to be barrier free and provide other accommodations for people with disabilities, in accordance with ADA requirements.

9. As the City grows and additional parks are developed, the Planning Commission and/or subsequent Park Board and City Council shall develop a theme for park signs and budget for the installation in the City's parks.
10. The City should implement an overall maintenance plan, including: Capital equipment costs (i.e. new equipment, new play features, park upgrades) included in the five-year Capital Improvement Program (CIP), and other capital expenses (e.g. pedestrian/bicycle trail construction, etc.).

ECONOMIC DEVELOPMENT

I. ECONOMIC DEVELOPMENT OVERVIEW

Economic development seeks to strengthen a community through the expansion of its tax and employment base. A strong tax and employment base allows the community to support a higher quality of life for its residents by improving public services (parks, schools, sewer and water services, police, fire and emergency response and other governmental services). Ideally, economic development should balance economic vitality with stability, environmental protection, and preservation of Osakis's small town character.

The principal components of this Chapter include:

- An overview of economic trends affecting the City of Osakis and its greater region;
- An overview of a general trade area for the City of Osakis with respective income characteristics;
- Public input on economic development;
- An overview of commercial development and goals for future (re) development; and
- An overview of industrial development and policies and goals for future (re) development

II. ECONOMIC TRENDS

Economic trends can be important indicators as to the economic health of the community. Following is a summary of several economic indicators including income/wages, employment and labor force demographics.

Income/wages:

The 2000 Census reports a median family income in Osakis of \$38,864, with male full-time year-round workers earning an average of \$28,819 per year while female full-time year-round workers earn an average \$20,000 per year. The per capita income in Osakis, \$15,212, is lower than both that of Douglas and Todd Counties, \$18,850 and \$15,658 per capita average respectively. Osakis's average per capita income also falls considerably below the state average (\$23,198) and federal average (\$21,857).

The 2000 Census reports 9.1% of the population in Osakis (136 individuals) are below the poverty level, with 23 families (5.6% of all families) in this category. Two of the families living below poverty had children under five years old. According to the 2000 Census, 5.1% of families within Minnesota and 7.9% of individuals were considered to be at poverty level in the year 1999.

Table 11-1 on the following page illustrates household income in Osakis and Minnesota. Osakis has a wide array of household incomes; however, approximately 43.4% of the households in Osakis make less than \$25,000 per year. Providing housing and service opportunities for the lower income households will need to be addressed by the community. The 1999 median household income in Osakis was \$29,833, compared to \$47,111 for of the State. Household income is defined as total money received in a calendar year by all household members 15 years old and over. Family income is the total income received in a calendar year by family members related by birth, marriage or adoption. Many households are not families, for example single people living alone or with non-related roommates are considered a non-family household. Median household income is often lower than median family income.

**Table 11-1
Household Income
City of Osakis
1999**

Income	Osakis		Minnesota	
	Number	Percent	Number	Percent
Less than \$10,000	87	13.3	127,955	6.7%
\$10,000 - \$14,999	77	11.7	102,205	5.4%
\$15,000 - \$24,999	121	18.4	216,084	11.4%
\$25,000 - \$34,999	91	13.9	234,300	12.4%
\$35,000 - \$49,999	127	19.4	322,529	17%
\$50,000 - \$74,999	100	15.2	424,867	22.4%
\$75,000 - \$ 99,999	39	5.9	228,834	12.1%
\$100,000 - \$149,000	11	1.7	156,565	8.3%
\$150,000 - \$199,999	3	0.5	40,734	2.1%
\$200,000 – or more	--	--	42,131	2.2%
Total	656	100%	1,896,209	100%
Median Household Income:	\$29,833		\$47,111	

Source: U.S. Census Bureau (2000 Statistics)

**Table 11-2
Wage Comparison**

Area	Avg. Weekly Wage	Avg. Hourly Wage
Osakis (Douglas County)	\$406.00	\$10.15
Sauk Centre	\$456.00	\$11.40
Long Prairie	\$556.00	\$13.90
Glenwood	\$513.00	\$12.83
Alexandria	\$534.00	\$13.35
Douglas County	\$525.00	\$13.13
Todd County	\$484.00	\$12.10
Minnesota	\$777.00	\$19.43

Source: MN Department of Economic Security

While wages within Osakis are generally lower than that of other areas of the region and state (See Table 11-2), wages have been increasing over the past five year period. Table 11-3 on the following page illustrates this increase with two industry exceptions: leisure and hospitality and membership organizations.

The average wage in Osakis (Douglas County) is \$10.15 per hour. The highest wages are in administrative and professional occupations; however, these are the minority of positions within the community. The other occupation groups with the highest wages are construction, maintenance and repair. The lower average wage within the City of Osakis is likely due to a higher concentration of jobs within the community in the service-providing domain (487) rather than the goods-producing domain (95).

**Table 11-3
Osakis (Douglas Co.) Wage Trends: 2000-2005**

NAICS Code	Industry	2000 Avg. Weekly Wage	2005 (1st Qtr.) Avg. Weekly Wage	Change 2000 - 2005	Percent Change 2000-2005
	Total, All Industries	\$339	\$402	\$63	18.6%
	Total, All Industries (Private)	\$324	\$375	\$51	15.7%
	Total, All Industries (Government)	\$383	\$481	\$98	25.6%
101	Goods-Producing Domain	\$454	\$507	\$53	11.7%
102	Service-Providing Domain	\$319	\$381	\$62	19.4%
238	Specialty Trade Contractors	\$355	\$401	\$46	13.0%
1013	Manufacturing	\$395	\$505	\$110	27.8%
1021	Trade, Transp. & Utilities	\$294	\$433	\$139	47.3%
1026	Leisure and Hospitality	\$119	\$88	-\$31	-26.1%
44	Retail Trade	\$199	\$231	\$32	16.1%
447	Gasoline Stations	N/A	\$222	--	--
1025	Education and Health Services	\$442	\$481	\$39	8.8%
1028	Public Administration, Executive	\$163	\$431	\$268	164.4%
813	Membership Organizations	\$141	\$140	-\$1	-0.7%
1027	Other Services	\$166	\$164	-\$2	-1.2%

Source: DEED, Labor Market Information: QCEW, 1st Quarter, 2005

* Note: The Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople, and others who work only on a commission basis.

Employment:

The following two tables depict the employment characteristics of Osakis. Table 11-4 indicates occupation status and the population of employed workers. The information contained in Table 11-4 provides the City with important data to use when determining economic development needs and focus for marketing and recruitment. The City may use this data to focus efforts in occupational opportunities that are lacking in the community.

Table 11-5 illustrates the industries in which Osakis residents work. The Professional, Scientific, Management, Admin, and Waste Mgmt. related industry employs the largest percentage of Osakis citizens (176 persons). This industry provides 25.2% of the jobs for the City's employed residents. Manufacturing employs about 23% of the city's workforce (160 persons).

**Table 11-4
Employment by Occupation
City of Osakis**

Occupation	Number of Persons	Percent of Total
Management, Professional, and related occupations	171	24.5
Service occupations	122	17.5
Sales and Office occupations	155	22.2
Farming, Fishing, Forestry occupations	5	0.7
Construction, Extraction, and Maintenance occupations	50	7.2
Production, Transportation, and Material Moving occupations	196	28.0
Total	699	100%

Source: U.S. Census Bureau (2000 Statistics)

**Table 11-5
Employment by Industry
City of Osakis**

Industry	Number of Persons	Percent of Total
Ag, Forestry, Fisheries, Hunting and Mining	12	1.7
Construction	25	3.6
Manufacturing	160	22.9
Transportation/Communications/Other public utilities	12	1.7
Wholesale Trade	95	13.6
Retail Trade	24	3.4
Finance, Insurance, and Real Estate	13	1.9
Information	19	2.7
Educational, Health, and Social Services	42	6.0
Professional, Scientific, Management, Admin, and Waste Mgmt.	176	25.2
Public Administration	63	9.0
Arts, Entertainment, Recreation, Accommodations, & Food Service	49	7.0
Other Services (except public administration)	9	1.3
Total	699	100%

Source: U.S. Census Bureau (2000 Statistics)

Table 11-6 summarizes data from the Quarterly Census of Employment and Wages (QCEW or ES-202), completed by the MN Department of Employment and Economic Development (DEED) for the compilation of employment and wage statistics, for several employment sectors. All establishments covered under the Unemployment Insurance (UI) System are required to report wage and employment statistics quarterly to DEED. Federal government establishments are also covered by the QCEW program. The table includes comparative economic data for selected NAICS codes within the City of Osakis. Table 11-6 compares employment statistics for the City of Osakis from the year 2000 to 2005.

**Table 11-6
Osakis (Douglas Co.) Employment Trends
2000-2005**

NAICS Code	Industry	2000 Avg. Number of Employees	2005 (1 st Qtr.) Avg. Number of Employees	Change 2000-2005	Percent Change 2000-2005
	Total, All Industries	578	582	4	0.7%
	Total, All Industries (Private)	427	433	6	1.4%
	Total, All Industries (Government)	151	149	-2	-1.3%
101	Goods-Producing Domain	86	95	9	9.5%
102	Service-Providing Domain	492	487	-5	-1.0%
238	Specialty Trade Contractors	10	13	3	23.1%
1013	Manufacturing	45	55	10	18.2%
1021	Trade, Transportation and Utilities	133	106	-27	-25.5%
1026	Leisure and Hospitality	45	46	1	2.2%
44	Retail Trade	91	66	-25	-37.9%
447	Gasoline Stations	N/A	30	--	--
1025	Education and Health Services	113	129	16	12.4%
1028	Public Administration, Executive	34	18	-16	-88.9%
813	Membership Organizations & Associations	22	28	6	21.4%
1027	Other Services	27	31	4	12.9%

Source: DEED, Labor Market Information: QCEW, 1st Quarter, 2005

* Note: The Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople, and others who work only on a commission basis.

As shown above, most industry sectors have added jobs since 2000, with those in specialty trade contractors and membership organizations and manufacturing seeing the largest increases (23.1%, 21.4% and 18.2% respectively). Conversely, the public administration (-88.9%), retail trade (-37.9%) and trade, transportation and utilities (-25.5%) industries have seen a decrease in the number of employees.

Osakis has seen modest growth in the number of establishments over the five year period. As of March 2005, a total of 70 business/industrial establishments were located within the community compared to 65 reported in 2000. It is noted that the Unemployment Insurance system covers about 97 percent of Minnesota employment. Workers and jobs excluded from these statistics include proprietors and the self-employed, railroad workers, family farm workers, full-time students working for their school, elected government officials, insurance and real estate salespeople and others who work only on a commission basis.

Table 11-7 lists major employers within the City of Osakis by name and includes the number of persons employed by the establishment.

**Table 11-7
Osakis Major Employers**

Employer	Products/Services	Employees
Osakis Public Schools	Elementary & Secondary Schools	96
Community Memorial Home	Nursing Care Facilities	90
Rollie's Sales & Service	All other Transportation Equipment Manufacturing	38
Lind-Rite Precision Engineering Inc.	Precision Turned Product Manufacturing	35
Just Like Grandma's	Bed & Breakfast Inns and Retail	34
Food -N- Fuel	Gasoline Station w/ Convenience Store	17
Hensley Inc.	General Freight Trucking, Long-Distance, Truckload	16
First Nation Bank of Osakis	Commercial Banking	14
Home Quality Foods	Supermarket & Grocery	13
St. Agnes School	Elementary School	12
Osakis Clinic	Offices of Physicians	11
Osakis Creamery Association	Fluid Milk Manufacturing	11
City of Osakis	General Government	10
Thrifty White Drug	Pharmacies & Drug Stores	9
Mark's Welding Inc.	Machining and Equipment, Repair & Maintenance	5
TOTAL		411

Source: Community Profile, DEED

Labor force Demographics:

As indicated in Chapter 3 (Demographic Trends and Assumptions) the "over 55" age brackets will comprise the fastest growing segment of the population as baby boomers retire and continue to live longer. This may have significant implications for the community's workforce. There is some debate as to whether economic conditions and longer lives might compel older workers to remain or reenter occupations.

The Minnesota Work Force Center estimates 20,716 people in the labor force in Douglas County in October, 2005, with 20,201 employed, resulting in a 2.5% unemployment rate. Todd County reported a 3.6% unemployment rate with 12,570 people in the labor force with 12,114 persons employed. During this same time period Minnesota had an unemployment rate of 3.1% and the United States unemployment rate was 4.6%.

Employment statistics from the 2000 Census indicates an available civilian workforce (over the age of 16) in Osakis of 721 persons. The Census estimates a total of 1,267 persons within the community aged sixteen and over. This indicates 56.9% percent of persons over the age of 16 who reside in Osakis are within the available civilian workforce.

The 2000 Census estimated of the 721 persons in the available civilian workforce in Osakis 699 (97%) were employed, corresponding to a 3% unemployment rate within Osakis. The annual average unemployment rate in 2000 for Douglas County was 2.6%, for Todd County was 3.3% and for the State of Minnesota 3.3%.

Although labor projections for minor civil divisions are not available, projections for employment within the County can provide insight as to future employment within Osakis. Because the majority of Osakis lies within Douglas County, Todd County projections were not utilized. Table 11-8 below illustrates projected growth in the labor force in Douglas County through the year 2030. As indicated, the total labor force within Douglas County is projected to increase 36.9% by 2030, with the largest increase occurring in the availability of laborers over the age of 65.

**TABLE 11-8
DOUGLAS – LABOR FORCE PROJECTIONS**

Labor Force Type	2000	2005	2010	2015	2020	2025	2030	2000-2030 % Change
Males	9,262	10,070	10,690	11,200	11,560	11,990	12,450	34.4%
Females	7,910	8,750	9,450	9,940	10,280	10,630	11,050	39.7%
Ages 16-24	3,141	3,650	3,650	3,610	3,600	3,790	4,070	29.6%
Ages 25-44	7,368	7,340	7,690	8,400	8,990	9,300	9,330	26.6%
Ages 45-64	5,949	7,020	7,830	7,890	7,680	7,630	7,980	34.1%
Ages 65+	714	810	980	1,240	1,570	1,900	2,120	196.9%
Total Labor	17,172	18,820	20,140	21,130	21,840	22,630	23,500	36.9%

Source: MN State Demographic Office, 2003 Projections

Historically, the unemployment rate has fluctuated within Douglas County and within the state of Minnesota, with the unemployment rate in Douglas County higher than the state average until about 2001 where the State average started increasing. While the labor force is projected to continue to increase, the unemployment rate may fluctuate with the economic status of the area, state and nation. Table 11-9 provides historical labor force statistics for Douglas County over the last ten year period. Note the actual labor force numbers shown below for 2004 exceeded the 2010 projected labor force numbers.

**TABLE 11-9
DOUGLAS COUNTY – UNEMPLOYMENT RATES**

Year	Douglas County Labor Force	# in Douglas Co. Labor Force Employed	# in Douglas Co. Labor Force Unemployed	Douglas County Unemployment Rate	State of Minnesota Unemployment Rate
1994	15,825	15,165	660	4.2%	4.1%
1995	16,157	15,451	706	4.4%	3.7%
1996	16,704	15,943	761	4.6%	3.9%
1997	16,812	16,170	642	3.8%	3.3%
1998	16,986	16,433	553	3.3%	2.7%
1999	16,897	16,324	573	3.4%	2.8%
2000	18,607	18,001	606	3.3%	3.2%
2001	18,859	18,171	688	3.6%	3.9%
2002	19,572	18,854	718	3.7%	4.6%
2003	20,209	19,450	759	3.8%	4.9%
2004	20,579	19,818	761	3.7%	4.7%

Source: Minnesota Workforce Center

Area Employment Forecast:

A report issued in October, 2005 by the Minnesota Department of Employment and Economic Development, *Labor Market Profile*, indicates that employment projections suggest that healthcare, business and financial, computer and engineering jobs will grow the fastest. In West Central Minnesota (Becker, Clay, Douglas, Grant, Otter Tail, Pope, Stevens, Traverse and Wilkin counties) employment growth is projected to be fastest in three occupational sectors:

- Healthcare Support fields are expected to expand by 31.6 percent over the decade. The strongest performers will include home health aides, nursing aides and attendants, medical assistants, and medical transcriptionists.
- Community and Social Services fields are expected to grow by 24 percent over the decade. The top gainers will include social workers and social and human services assistants.
- Computer and Math-Related fields are expected to expand by 26.1 percent over the decade. Growth-leading occupations will include computer support specialists, computer software engineers, and systems analysts.

The Department of Employment and Economic Development (DEED) indicates that overall the future job market favors “knowledge” workers and service-producing jobs. Many farming-related occupations, production occupations, and other blue collar fields are expected to add a minimal number of jobs or decline. These Minnesota regional projections employ the same trend analysis used by the U.S. Department of Labor in national employment projections. Both nationally and in Minnesota, employment projections are widely used in educational program planning and career guidance.

Composition of the Tax Base

Over the past several years, Osakis’s tax base has typically consisted of a high level of residential properties. Based on taxes payable 2005, approximately 72% of the City of Osakis’s assessed market value is residential (single and multiple-family) in nature, 10.5% is commercial/industrial and 17% is ‘other’ including institutional/agricultural. The following table compares the assessed values for residential and commercial/industrial properties within various cities. Osakis’s tax base mix is lower in the commercial/industrial base and considerably higher in the ‘other’ classification than that of surrounding communities. According to the MN Department of Revenue, 2002, the Statewide Average in 2000 was 15.31% of the tax base as commercial.

**Table 11-10
Market Value Comparisons
Payable 2005**

City	Commercial	%	Residential	%	Other	%	Total	City Tax Rate
Osakis	\$ 7,615,167	10.5%	\$ 52,613,640	72.4%	\$ 12,466,940	17.1%	\$ 72,695,747	42.85%
Alexandria	\$ 259,646,267	37.9%	\$ 403,612,400	58.9%	\$ 22,008,122	3.2%	\$ 685,266,788	32.84%
Glenwood	\$ 18,086,167	16.4%	\$ 82,162,473	74.5%	\$ 10,076,877	9.1%	\$ 110,325,517	64.22%
Long Prairie	\$ 23,714,533	21.6%	\$ 83,984,440	76.4%	\$ 2,255,919	2.1%	\$ 109,954,892	40.01%
Sauk Centre	\$ 35,867,367	18.5%	\$ 154,971,080	80.0%	\$ 2,843,713	1.5%	\$ 193,682,160	75.76%
Total	\$ 344,929,501	29.4%	\$ 777,344,033	66.3%	\$ 49,651,571	4.2%	\$ 1,171,925,104	--

Source: MN Department of Revenue

Osakis Economic Development Program:

Successful economic development is affected on the availability of land, financial resources, transportation access, available labor pools, size of service area, educated employees and the entrepreneurial spirit.

The City of Osakis is committed to the goal of economic development. The preservation and creation of jobs, enhancement of tax base and promotion of the general welfare of the people of Osakis are the primary objectives of the City's economic development activities. To meet these objectives, the Osakis Economic Development Authority (EDA) was established by the City Council in 1997. The Council granted the EDA limited powers available to EDA's under MS Sections 469.090 to 469.108. The Osakis EDA primarily functions as an advisory board while the City Council has all final decision-making authority.

Through the EDA, the City provides business assistance with tax increment financing (four active TIF districts), tax abatement, the use of JOBZ acreage, the issuance of industrial revenue bonds and works with local lenders to provide conventional financing. The City also works closely with regional and state agencies, such as West Central Initiative Foundation and the Minnesota Department of Employment and Economic Development (DEED), which offer additional economic development programs. The City also works closely with the Osakis Economic Development Corporation, which was established by local businesses owners in 1985. The OEDC is a local organization currently active in promoting economic development within the community. The OEDC has a charitable gambling license with all proceeds donated back into community to enhance economic development opportunities, scholarship establishment and to fund downtown storefront renovations.

Some notable economic development activities recently occurring in the City include:

- In 2003, the City of Osakis completed the sale of 29 lots within Osakis Properties Housing Subdivision and the sale of property for a pending development of a 28 unit twin home Planned Unit Development marketed to seniors.
- Phase II of Osakis Properties was completed in 2005 providing 23 additional single family housing lots for the community. The development continues to utilize Tax Increment Financing to write down land and assessment costs for income eligible families. Approximately five lots were sold in 2005.
- In 2003, the Highway 27 reconstruction project was completed with the addition of decorative street lighting and sidewalks where feasible.
- In 2003 the City was awarded a Small Cities grant to help build affordable housing in Osakis Phase I, rehabilitate a number of homes and for the replacement of decaying infrastructure.
- Redevelopment along the main thoroughfare (Highway 27/Nokomis Street) has been occurring with the redevelopment of a former cement block plant and development of a motel and RV Park completed in 2004 through the use of tax abatement.
- The renovation of a vacant building accommodating a large tourist attraction (Osakis Meat Shop and Deli).
- Improvements to the downtown aesthetics continue to be made through the Downtown Improvement Fund which contributes up to \$2,500 per project to downtown businesses seeking to make storefront and exterior building improvements. Approximately five projects were assisted in 2005 and additional funding is anticipated to continue this effort in 2005.
- The City and EDA assisted their largest manufacturer (Lind-Rite Precision) with their second expansion of a 12,100 square foot development through the use of JOBZ benefits. The project created a minimum of four new jobs paying not less than \$11.50/hour helped create a \$550,000 capital investment in the industrial park. Construction of the project was completed in 2005.

Continuing City /EDA efforts include concentrating on marketing and developing the existing industrial park. In 2005 the City/EDA looked into the feasibility of installing street, curb, gutter and storm water improvements to help improve the marketability of the property. The City will be seeking funding through the DEED Public Infrastructure Grant program. If successful, this project will serve to not only improve the marketability of the industrial park, but also address storm drainage issues on the east side of town. The EDA has a work plan for economic development; however, should consistently review and update the plan on an annual basis.

Economic summary:

Osakis's economy benefits from its location adjacent to I-94 and its proximity to the Alexandria metropolitan area. Additionally, the area's lakes draw retirees, advancing service and construction occupations. Resulting opportunities draw experienced workers, which may stabilize slowing labor force growth and an aging workforce. Healthcare, food service, and construction, which all have strong employment growth, are somewhat place-bound. Work must generally be done in the same place that the good or service is consumed. In contrast, manufacturing and call centers face regional and global competition. However, if manufacturing continues its current growth path, it will disprove the conventional wisdom that declining manufacturing employment is an inevitable consequence of globalization.

Global, regional and demographic trends are shaping the region, bringing both benefits and challenges.

While the City of Osakis has in the past generally maintained its current economic characteristics, it is expected the local economy will begin to diversify within the next few decades.

Several factors suggest the expansion of the commercial/industrial tax base within the community.

1. The formation of an Economic Development Authority in 1997 and the addition of an Economic Development Staff Consultant in 2000.
2. Growth of the Alexandria metro and Lakes area.
3. Labor force numbers for Douglas County have surpassed projections prepared in 2003, which suggested a 36.9% increase from 2000 to 2030.
4. The unemployment rate has remained below state and national averages within the past several years.
5. As retirees resettle in the lakes area, additional demand for services and construction will be required.

III. PUBLIC INPUT ON ECONOMIC DEVELOPMENT

In order to obtain community input on economic development within the City, several questions relating to commercial and industrial development were included in the community survey. In addition, the topic was discussed at the community meeting as well as at a business meeting. Following are comments that were received:

Positive economic attributes for Osakis:

As a part of the Business Meetings the following were identified as positive attributes of doing business in Osakis:

- Small town atmosphere, Close knit community
- Lake, Recreation and Location
- Diverse Economy Base
- Adequate Labor Force
- Business Support Organizations

Economic Development Challenges:

As a part of the survey/interview process, participants were asked to identify the major challenges facing Osakis. Responses relating to economic development included;

- Future needs in technology
- Competition between businesses
- Developing labor force
- Lack of customers
- Slow growth
- Convincing community members to buy local

- Loss of resorts
- Changing economic base

Additional economic opportunities:

Those attending the business meeting suggested a real need for support services such as farm supply stores, vet clinic etc. Those responding to the community survey and community meeting identified the following businesses or services as potential additions to the community: Dollar Store, Personal Services, Apartment Housing, Small Industry and a Veterinary Clinic.

Other responses from the survey included: Restaurants, Clothing Store, Variety Store, Floral Shop, Movie Theatre, Manufacturing and Health Club

Public assistance to promote economic development:

The state of Minnesota requires public entities to establish wage and job goals for businesses which are receiving public financial assistance or a “business subsidy”. The majority of those attending the business meeting suggested that the wage goal necessary for the City to participate with business incentives should be \$10.00 to \$11.99.

IV. Tourism

Osakis serves as a tourist attraction through most of the year. The City offers visitors a wide variety of recreational opportunities including fishing, water activities, camping/RV, resort activities, recreational trail activities, bowling, golfing, snowmobiling and unique shopping. Events and attractions include the Osakis Festival, Rose Days, Easter Days, the summer fishing contest, Quilts Along the Trail, Santa Day and Roddin’ around the Lake among others. Parks and recreational offerings are further discussed in Chapter 10, Parks and Recreation. The commercial base reflects the impact tourism has on the community. There are numerous antique and specialty shops in the downtown area including antiques, quilt shops, crafts and other gift shops and restaurants.

Tourists have a positive financial impact on the community’s economy and provide funds through the increased traffic, especially in the summer months. Considerations required to service tourists include weekend business hours, options for evening entertainment or “night life” and provisions for parking of recreational vehicles.

Recommendations relating to tourism in the area:

1. Continue to consider the impact tourism has on the community’s streets and traffic congestion while preparing the capital improvement plan for street improvements.
2. The community should consider the needs and desires of residents as well as tourists when planning future park improvements.
3. Continue to highlight area tourist attractions, events and commercial/service related businesses and monitor and adapt to changes in tourism including business hours of operation.
4. A tourism study should be considered which includes demographic information on tourists, their spending habits and potential ways to capitalize on tourism in the community.

V. TECHNOLOGY

Osakis’s telecommunication profile includes availability of internet access services either through broadband or wireless pathways, and dial-up.

As a part of the business meetings participants noted the availability of technologically advanced communication services is becoming increasingly important. Remote distance learning, high-speed internet access and digital technology are utilized by some of the businesses currently, but demanded by an increasing number of establishments.

Recommendation relating to technology:

1. The City may wish to research state and regional financial resources as a means of supporting commercial/industrial technology upgrades.
2. The City may wish to proactively work with local high-speed data access providers when utilities are installed in commercial/industrial corridors. The City may wish to consider installing high-speed data conduit (if local telephony providers do not) and leasing space to telephony providers as a means of encouraging access to high-speed data lines in commercial/industrial areas.
3. The City should distribute copies of preliminary plats to local telephony providers as a means of encouraging the placement of high-speed data lines and/or conduit when improvements are made.

VI. TRADE AREA

The geographic area from which a retail location attracts its customers is generally referred to as a trade or service area. Service areas can be defined in a number of ways, and their uses vary depending on the type of business conducted at the retail location. Map 11-1 on the following page depicts a general 15 and 30 mile trade area of Osakis. The total population within a 30-mile radius of the City is 47,080. Income characteristics within the trade area are as follows:

**Table 11-11
15 and 30 - Mile Radius Income Characteristics**

2000 Households by Household Income	Total 14,633	%	Total 17,935	%
Income Less than \$15,000	2,537	17.34	3,459	19.29
Income \$15,000 - \$24,999	2,364	16.16	2,710	15.11
Income \$25,000 - \$34,999	2,058	14.06	2,667	14.87
Income \$35,000 - \$49,999	2,713	18.54	3,537	19.72
Income \$50,000 - \$74,999	3,035	20.74	3,462	19.30
Income \$75,000 - \$99,999	1,055	7.21	1,175	6.55
Income \$100,000 - \$149,999	593	4.05	590	3.29
Income \$150,000 - \$249,999	202	1.38	265	1.48
Income \$250,000 - \$499,999	59	0.40	60	0.33
Income \$500,000 or more	17	0.12	11	0.06

Source: 2000 Census

One use of trade areas is for new business prospecting. Retail opportunities exist, both in the downtown and in future highway commercial areas of Osakis. However, the closest freeway oriented "big box" retail is 11 miles to the west in Alexandria and another "superstore" will be opening in 2007 less than ten miles away in Sauk Centre. According to downtown development experts, small retailers can grow and prosper even with new superstore competition. Generally, small stores cannot compete on the basis of price and selection, but they can find special products and services that the superstores do not offer. Gaining customer loyalty through consistent value and good shopping experiences is essential. The National

Grocers Association and others offer some tips for grocers, facing the new competition from superstores. The recommendations apply to general retail as well.

- **Service.** A general weakness of large supermarkets is their inability to provide fast and friendly service, especially on weekends. Large stores often do not have enough employees or managers to solve problems. Small grocers can offer a smile and personal service (such as baggers that carry groceries out to cars).
- **Offer Convenience.** Many consumers today are looking for a one-stop shop (banking/ATM, childcare, pharmacy, restaurants, photofinishing, etc.). Small retailers should explore ways to fit additional services in their limited space.
- **Use Technology.** New technology such as self-checkout lanes are being installed in many stores today. Credit card capabilities are essential as well.
- **Enhance Store Atmosphere.** Some argue that consumers are tired of long aisles and boring atmosphere. Consider creating a more pleasing shopping experience by changing the lighting and floor plans. Make sure the stores are easy to shop in and are clean and modern.
- **Offer Order-By Phone.** Local stores that have a high elderly population within its market area may want to consider "order-by-phone" service with personal delivery.
- **Collaboration with Other Stores.** A store should choose products and services that are not duplicative of other businesses. Cooperation including among local businesses is necessary. In rural areas, regional retailers can work with each other by having one store deliver to other stores, helping each of them to stay in business.
- **Don't be Fussy about Where You Get Sales.** Downtown retailers should pay close attention to their key market segments including walking-distance residents and downtown employees. However, they must recognize that other market segments (such as tourists) may provide the additional sales volume to make the business profitable. Aggressive promotion is necessary.
- **Sell High Quality Perishable Food.** Customers indicate that quality and freshness are often more important than price. Quality fruits, vegetables and meats as well as use-before/sell-by dates are some of the most important factors in selecting a store. Most chains are weak on perishable foods. Some believe that fresh food sections will grow in popularity while canned and boxed good sections (the strength of superstores) are shrinking.
- **Ready-To-Eat Foods.** Today's fast-paced lifestyle is responsible for the steady growth in away-from-home food expenditures. This leads to a decline in sales on items for in-home consumption. Grocery stores can regain lost sales by preparing ready-to-eat foods, such as salads, soups, and pastas. Consider an in-store café.
- **Offer Unique Products.** Gourmet items (i.e. fresh breads, deli meats, desserts), organic and vegetarian items, extensive Herbs & Spices, imported wines/beers, local artisan crafts and goods and seasonal items can differentiate a store from the competition.
- **Don't Compete on Price.** Some industry experts argue that price is not as important as quality and customer service. However, prices should be reasonable in the eyes of the consumer. Develop marketing strategies with wholesalers and direct store delivery companies.

VII. CENTRAL COMMERCIAL DISTRICT

It is essential that a community understands the importance of all commercial and industrial areas and the overall impact each has on the community as a whole. The City's zoning ordinance classifies commercial areas into one commercial zoning district. This classification does not allow for flexibility in utilizing official

controls nor does it allow for the highest and best use of property. Separate commercial classifications are necessary to preserve the character of downtown area and highway commercial areas as well as to conserve the value of buildings and encourage the most appropriate use of land throughout the City.

Recommendations for Central Commercial Development

1. The City shall focus on strengthening the downtown as a vital center of the community offering:
 - a. A diverse mix of activities such as retail shops, residences, eateries, public buildings, workplaces and parks;
 - b. Lively, pedestrian-friendly amenities (e.g. ornamental lighting, benches, green space, unified streetscape, wide and continuous sidewalks, etc);
 - c. Unique pedestrian systems tied to existing and future park/open space facilities, historic buildings; and,
 - d. Opportunities for personal interaction and tourism within the community such as museums, bed and breakfasts and community gathering spots, occasions and celebrations.
2. Areas for the establishment of a potential “Downtown Redevelopment District” should be identified with respect to the acquisition and/or rehabilitation of substandard properties and the preservation of structures for rehabilitation. Potential financial assistance sources for improvements such as the establishment of a redevelopment or renewal/renovation tax increment financing district and/or Small Cities Development Program (commercial/residential rehabilitation) should also be identified.
3. Governmental, semi-governmental and institutional services and buildings including City offices, the establishment of a community park shelter and parkland/trail connections impact the vitality of a “Downtown” business district and should be encouraged/retained/expanded in the downtown core.
4. New single-family housing units on lots directly abutting Nokomis Street between First Avenues East and West should be discouraged due to compatibility concerns. Housing more appropriate in this type of setting is of a multiple family type and/or mixed commercial/residential structures, such as senior housing in which residents may walk to nearby services. Adequate off-street parking and open space should be provided for residential uses.
5. The City should encourage the construction of new housing units in areas adjacent to the downtown core as a means of increasing pedestrian traffic/interest in the downtown area.
6. The pedestrian circulation system should be enhanced by improving sidewalks, street furniture, and mitigate conflicts with traffic and street intersections by providing proper separation and signage control and enforcing such signage regulations.

VIII. HIGHWAY COMMERCIAL DISTRICT

General commercial/business construction is expected to occur within the City of Osakis adjacent to high-volume transportation corridors such as T.H. 27 and Highway 127. With the availability of municipal utilities adjacent to said roadways, and assuming adequate capacity within the system, the City may reasonably anticipate general commercial/business development in said areas within the next several years. Therefore, Osakis should plan to utilize the properties abutting major transportation corridors to establish attractive commercial areas. Since the highway corridors may serve as commercial districts for the City, which could impact the downtown core, commercial development adjacent to major roadways should be complimentary to the services in the Downtown. These developments should be of a specialized nature exhibiting needs of highway access and visibility.

City financial assistance to highway commercial growth should be limited to non-competing commercial activity which is deemed in the best interest of the community and which would not occur without assistance. Commercial land use is planned along County Roads 3, and 127, which could accommodate larger lot developments as well as along Highway 27. A total of 143 acres have been designated as Highway Commercial in the future land use map.

Policy Statements for Highway Business Development

1. The City should strive to attract highway business developments that are complimentary to those offered in the central business district.
2. Commercial developments adjacent to T.H. 27 should be of a specialized nature exhibiting the unique needs associated with major highway access and visibility.
3. Commercial and service centers should be developed as cohesive, highly interrelated and coordinated units with adequate off-street parking and appropriate regulated points of access.
4. Revisions/additions of certain development standards should be considered to insure the quality of development desired by the community including minimum lot sizes, lot coverage, landscaping standards, building construction, lighting, screening and outdoor storage.
5. The City should conduct research on design standards employed by neighboring communities and solicit input from the local business community to determine if such standards are beneficial for the City of Osakis and to what extent such standards may be employed.
6. Commercial maintenance codes may be enacted and enforced to help ensure that the commercial development maintains community character on an ongoing basis.
7. Immediate, short-range market potential and demands for activities that are not suggested for a site or area by the Comprehensive Plan or allowed by the Zoning Ordinance should not be the sole justification for a change in activity.
8. The EDA should work toward the establishment and implementation of a five-year work plan and goals for commercial redevelopment and development and compete an annual review of the plan.
9. The EDA should develop marketing tools and information packets to distribute to commercial development leads seeking information regarding locating in the City or expanding within the City.
10. The EDA should continue to maintain an inventory of available commercial parcels/lots available for development or redevelopment for distribution to development prospects, posting on the DEED website, etc.
11. Safe and convenient pedestrian movement and transportation alternatives should be considered within all service and commercial districts.

IX. INDUSTRIAL DEVELOPMENT

The City of Osakis is fortunate to have a fair industrial base. The City has bonding authority to assist and encourage industrial development. The Industrial Park is currently 65% full, with five lots available for development.

Policy Statements for Industrial Development:

1. The EDA should continue to work on the establishment of a five-year work plan and goals for industrial development and complete an annual review of the plan.

2. The EDA should establish financial assistance policies and a business retention and expansion program.
3. The EDA should develop marketing tools and information packets to distribute to industries seeking information regarding locating in the City or expanding within the City.
4. The EDA should continue to maintain an inventory of available industrial parcels/lots available for development or redevelopment for distribution to development prospects, posting on the DEED website, etc.
5. Existing industrial uses should be retained and new industrial development should be encouraged to locate in existing industrial parks and industrially zoned areas.
6. Traffic generated by industrial activity should be prohibited from penetrating residential neighborhoods.
7. The City and its Economic Development Authority should actively promote industrial developments that maximize the return on city investments in public facilities and services, provide quality employment opportunities and compliment existing services.
8. Existing industrial uses and new industrial development should not cause pollutants or contaminants to be emitted into the surrounding environment (including air, soils, ground water, drainageways, sanitary sewer and storm sewer) in excess of State and Federal regulations.
9. Industrial areas should be adequately screened and appropriately landscaped and designed according to City standards. For both existing and new industrial development, regulations should be maintained with criteria regarding: building appearance and materials; screening of outside storage areas; screening of off-street parking facilities; use of landscaping; and proper handling of environmentally sensitive areas.
10. Industrial activities complementary to existing uses should be identified and the development of such industries should be promoted and facilitated.
11. Alternative fiscal incentives should be investigated to attract new desired industries to Osakis.
12. Due consideration should be given to all potential physical implications and services and facility demands (i.e., traffic generation, sewer and water demands, etc) of any proposed industrial development. Extension of utilities and annexation of areas about to become industrial in nature should occur prior to the issuance of building permits for the industrial construction.

IMPLEMENTATION

I. Introduction

This section will identify methods in which the City may implement the Comprehensive Plan and accomplish the goals and assist in addressing challenges identified by the community. The tools available include:

- Zoning Ordinance
- Subdivision Ordinance
- Capital Improvement Plan
- Orderly Annexation Agreement
- Comprehensive Plan Review and Revision
- Implementation Strategies

A description, implementation information and recommendations for each of the City's local controls follows.

II. Zoning Ordinance

The current City of Osakis has a Zoning Ordinance which has had numerous revisions adopted at various years. The Zoning Ordinance includes specific regulations governing land use and an official zoning map. The City Council recognizes the Comprehensive Plan as the policy with the responsibility to regulate land use and development in accordance with the policies and purpose set forth within the Zoning Ordinance. The City administers the Zoning Ordinance on an on-going basis.

Purpose: The purpose and intent of the Osakis Zoning Ordinance is to promote the general health, safety and welfare of the people of the City. To that end the Ordinance is designed to regulated land use for specific purposes, to regulate the size of buildings and structures, to create minimum health and safety standards, and to create an administrative structure for planning and zoning for the City.

Contents: Local controls relative to the Land Use portion of the Comprehensive Plan and provided by the Zoning Ordinance include, but are not limited to, the following:

- Purpose and General Provisions
- Zoning Districts and District Provisions
- Administration of the Ordinance
- Enforcements and Penalties

Implementation: The Zoning Ordinance is reviewed and subsequently administered by staff, the Planning Commission and the City Council.

The Zoning Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Zoning Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan the Planning Commission and Council may wish to amend the ordinance to address the following:

Recommendations:

1. Streamlining the zoning review process. As the City becomes inundated with land use requests the Planning Commission will likely need to follow a stream-lined review process which may require the City perform more activities administratively (as allowed by law) and that City staff/consultants provide additional review and recommendations to the Planning Commission regarding individual planning consideration requests.

2. The City may wish to consider the updating of the zoning ordinance relative to the following items:
 - The establishment planned unit development (PUD) procedures. PUD's may be utilized to relax certain zoning requirements and allow the City to achieve certain goals (i.e. diversity of land use types), preserve existing physical/natural amenities, protect the natural environment and/or promote an organized pattern of development that will easily be serviced by municipal utilities, facilities and infrastructure when/if extended.
 - Promotion of the Highways 3 and 27 corridors as high-quality, aesthetically pleasing gateways to the City which create a distinctive impression of the City. The City can promote the aesthetic quality of the corridor through:
 - Limiting the extent and placement of outdoor storage; requiring screening of outdoor storage.
 - Promoting the employment of high quality landscaping techniques for front yards, entryways, parking lots, sidewalks, screening of loading docks/overhead doors and the like.
 - The clustering of commercial uses in 'nodes' separated by greenspace and/or greenways as opposed to continuous strip commercial development.
 - The preservation of existing environmental features such as woodlands, lake shore, wetlands and surface waters.
 - The implementation of uniform and/or decorative lighting standards.
 - Promotion distinguishing architectural designs and/or high quality exterior building finishes especially for building facades facing public rights-of-way.
3. Review/update the sign ordinance as it pertains to signs within these corridors as a means of promoting aesthetically pleasing signage and minimizing visual clutter and confusion while meeting the needs of businesses and consumers. The City could streamline signage allowances and require signage relate to the building and the architectural quality of the adjacent properties.
4. The Planning Commission and City Council should consider an amendment to the Zoning Ordinance to include the provision for issuance of Interim Use Permits as an optional alternative to Conditional Use Permits. The Interim Use Permit would be utilized in cases in which a use is associated with a specific time period or conditions, as outlined in state statutes. While a conditional use permit is recorded and runs with the land, an interim use permit, as outlined in MN. Statutes 462.3597 is for a set period of time or activity. This may assist the City in allowing temporary uses which are reasonable while achieving long term land use compatibility.
5. The Planning Commission and Council may wish to include requirements for internal and/or external storm shelter requirements to protect the safety of residents who reside in slab-on-grade homes or townhomes.
6. The Planning Commission and Council should consider expanding the section relating to home occupations to include a list of permitted and special home occupations and conditions for approval and license renewal to protect the integrity of residential neighborhoods as well as the commercial business district.
7. The Planning Commission and Council may wish to expand building design requirements for the Downtown District to include a list of prohibited exterior building materials to protect the historical character and integrity of the Downtown District.

8. The Planning Commission and Council should expand the classes of zoning districts, creating a hierarchy of districts with tailored requirements best suited for each and review the minimum lot sizes and densities allowed in the various zoning districts.
9. Upon adoption of a Wellhead Protection Plan, the City's Zoning Ordinance should be updated to ensure protection of this natural resource.
10. The Planning Commission and Council should review other sections of the Zoning Ordinance to ensure consistency with state statutes (e.g. non-conforming uses).

III. Subdivision Ordinance

The City of Osakis Subdivision Ordinance was adopted in 2000. This Ordinance regulates the division or platting of land within the City's corporate limits, as well as a half mile beyond within neighboring Townships, for the purpose of sale into two or more lots, parcels, or tracts, with minor exceptions.

Purpose: A Subdivision Ordinance has been adopted to safeguard the best interests of the City and to assist the subdivider in harmonizing the subdivider's interests with those of the City at large. The Ordinance is intended to prevent the piecemeal planning of subdivisions which could result in an undesirable, disconnected patchwork or pattern of development or fiscal inefficiency.

Contents: The Subdivision Ordinance includes provisions that:

- Dictate procedures for filing, submittal and review.
- Establish and ensure design standards which promote the public health, safety, and general welfare.
- Allow for variances from this Ordinance provided unique circumstances exist; and
- Provide for enforcement of and penalties for violation.

Implementation: The Subdivision Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. In order to ensure the Subdivision Ordinance is consistent with the goals and objectives of the 2006 Comprehensive Plan, the Planning Commission and Council may wish to amend the Ordinance to address the following:

Recommendations:

1. The City should review the Subdivision Ordinance relating to:
 - Streamlining the subdivision review process. As the City becomes inundated with subdivision requests the Planning Commission will likely need to follow a stream-lined review process which may require the City to perform more activities administratively (as allowed by law) and require that staff/consultants supply additional review and recommendations to the Planning Commission regarding individual requests for planning consideration. For example, the City could approve a 'minor subdivision' standard (also known as an administrative subdivision) allowing a simple lot split/combination to occur without requiring the full platting process be followed;
 - Review/update/expansion of plat data requirements (e.g. submission of environmental review (if required by state law), submission of a proposed pedestrian/open space/park plan, submission of a phasing plan, submission of a build out plan or ghost plat for all abutting lands under the ownership or control of the developer, submission of a natural resources inventory (identification of greenspace, woodlands, wildlife corridors, surface waters, etc.), submission of a landscaping plan, submission of a grading plan, submission of a stormwater/drainage plan, etc);

- Review/update/expansion of design standards, including but not limited to, rear lot minimum width, cul-de-sac length, cul-de-sac turn around width, maximum and minimum block lengths, easement widths for municipal utilities, right-of-way widths, portions of the right-of-way to be paved, street grades, vertical and horizontal curves, street names, street lighting, required signage and required storm sewer facilities;
- Review/updating of plat review standards relative to sidewalk and trail requirements;
- Addition of a requirement addressing grading and drainage plans prior to building permit issuance, including residential lots, require individual lot drainage plans to comply with approved grading plan;
- Review/addition of lot pad elevation requirements;
- The Planning Commission and City Council may wish to consider an amendment to the Subdivision Ordinance to address "Premature Subdivisions" and the criteria for denial of a plat which is considered "premature".
- Review the option for a fee in lieu of parkland dedication for plats containing less than 20 acres (rather than requiring land donation);
- Requiring a ghost plat/build out plan for subdivisions including large outlots and/or adjacent property under unified ownership which may reasonably be anticipated to be subdivided in the future;
- The City should consider amending the Subdivision Ordinance to include requirements for Common Interest Community Plats, in accordance with State Statutes 515;
- The City's Subdivision Ordinance should be amended to further define the design standards for each type of road classification including access control, traffic control, right-of-way widths, lanes and function of the roadway;
- The Planning Commission and Council should review utility requirements in Section VI., which currently allow private systems where connection to municipal services is not feasible;
- Addition of enabling language:
 - Requiring the execution of a development agreement with the Subdivider.
 - Allowing the City to be reimbursed for costs associated with the review of the request for subdivision.
 - Requiring a financial guarantee to ensure improvements are installed as required in a timely manner.

IV. Capital Improvement Plan and Debt Management Study

The City of Osakis has not formally instituted a Capital Improvement Program (CIP) that allows lists projects, prioritizes expenditures and identifies sources of funding for the scheduled financing of capital expenditures relative to the implementation and maintenance of public facilities and services necessary for the City's growth. An informal CIP is in place with review of capital projects as a part of the annual budget process.

The overall objective of a Capital Improvement Plan (CIP) is to provide for the efficient use of fiscal resources in funding future capital expenses. The CIP should be a flexible, evolving tool the City uses as

a guide for the future. The CIP should be updated annually to allow for capital necessity and prioritization changes. Along with anticipated expenditures, the CIP should include proposed sources of funding such as special assessments, enterprise funds (water, sewer), state aid, annual levy, etc. Expenditures such as municipal vehicles (police), police and city administration, street and utility projects, park improvements and the like should be included. The phasing in of projects which require the same sources of funds can assist in retaining a level annual tax levy.

Recommendations for Implementation:

1. The City should develop a formal Capital Improvement Plan identifying capital projects, estimated costs, year to be completed, sources of funds and priority ranking.
2. The City should include in its Capital Improvement Plan large projects which have been identified as important to the community as a part of this Comprehensive Plan including but not limited to the upgrade or construction of a new wastewater treatment facility, water system improvements and upgrades, improvements to existing parks and new community parks, and improvements to municipal building(s) to support administration, police and emergency.
3. The City should consider including in the Capital Improvement Plan update of utility studies as the city grows.

Sources of funding include:

- Special assessments
- Enterprise funds (water, sanitary sewer, storm sewer revenue funds)
- Funds that are levied annually to establish a capital improvement fund and equipment fund
- State aid funds, and
- Other sources

V. Growth Areas and Annexation

The City of Osakis, through its comprehensive planning process, has identified land use needs to accommodate additional residential, commercial and industrial development within the existing corporate boundaries to the year 2030. The placement of appropriate land uses, extension of infrastructure; including water, sewer and streets, should be planned for within this area before the growth occurs.

The City has adopted a resolution granting authority to the City to review plats within a half mile radius of the city limits. No joint planning boards between the City of Osakis and the neighboring Townships exist.

Recommendations for Implementation:

1. The City and Townships should continue to work together to develop and adopt Orderly Annexation Agreements for areas that are urban or about to become urban.
2. The City of Osakis should take an active role in the review and provide comments on the future Douglas County and Todd County Comprehensive Plans as they relate to transportation systems, land uses, and regional trail and park plans which may impact the City of Osakis.

VI. Comprehensive Plan Review and Revision

The Comprehensive Plan is intended to guide the growth of the community. As events and circumstances within the community change, the Comprehensive Plan should be reviewed and updated, as appropriate. Amendments to the Comprehensive Plan should not occur without public notice, a public hearing conducted by the Planning Commission and City Council final review and approval.

Amendments to the Comprehensive Plan should be considered if there have been changes within the community or issues which were not anticipated by the Plan.

Recommendations:

1. It is recommended the Planning Commission and City Council review and update the Comprehensive Plan at five year intervals to ensure it is a current reflection of the City's growth patterns, community goals and land use needs.
2. The Comprehensive Plan may be amended upon petition from the public, initiation by the Planning Commission or direction from the City Council. No amendment shall be adopted until a public hearing has been conducted. A 2/3 affirmative vote of the City Council is required to amend the Plan.
3. It is recommended that on an annual basis that staff and the Planning Commission report to the City Council regarding development issues which have occurred as they relate to the Comprehensive Plan, proposed projects which have an impact on the accuracy on the Plan projections, and a list of implementation goals identified within the Plan and the status of implementation.

VII. Comprehensive Plan Implementation Strategies

To summarize, the Comprehensive Plan:

- Includes a summary of the City's demographic profile,
- Projects future housing and population trends,
- Identifies natural resources and goals for preserving natural amenities,
- Inventories current land uses and projects future land use needs with the identification of where appropriate land uses should be located,
- Analyzes the past, current and future housing stock,
- Reviews the current transportation system and includes a plan for future collector streets and policies,
- Inventories current park land and recreational amenities and includes recommendation for future park and recreational facilities,
- Summarizes the community facilities and public services with identification of future needs, and
- Addresses municipal utilities as they relate to current and future land use needs.

In order to implement the goals and policies identified in each of these Chapters, the following implementation strategies have been prepared:

1. **Zoning and Subdivision Ordinances:** Update the City's Zoning and Subdivision Ordinances to ensure consistency with the Comprehensive plan, as noted within this Chapter.
2. **Capital Improvement Plan.** Adopt a capital improvement plan, including major capital expenditures identified in this Plan.

3. **Annexation Plans/Joint Annexation Agreements.** Develop a policy related to when land should become annexed and work with neighboring Townships to develop orderly annexation agreements as areas become urbanized or developed.
4. **Transportation.** Continue to work with Douglas and Todd Counties to develop a regional transportation plan. Require the platting of collector streets identified on the transportation plan.
5. **Utilities.** Address wastewater treatment plant capacity issues as soon as possible and adjust SAC and WAC fees and rates to support required expenditures. Continue to monitor capacity of utilities as plats are submitted.
6. **Education.** Continue to support education in the community, meeting periodically with school administration to discuss joint programming of recreational programs and facilities, and timing on municipal and educational capital projects.
7. **Park and Recreation.** Obtain land, as a part of the subdivision process, in areas in which community and neighborhood parks have been identified as required to support future growth. Continue to seek donations, grants, and other funding to upgrade existing parks.
8. **Housing.** Consider adopting code provisions for the on-going and long-term maintenance of the City's housing stock. Inform builders or housing programs to support the various types of life-cycle housing.
9. **Sense of Community.** Continue to focus on the heritage of the community through design elements and celebrations. Continue community events to assist in retaining the small town feel and sense of community as the population continues to grow. Provide opportunities for involvement by new residents and long-term residents to come together.