

City of Alexandria Alexandria 2040



Comprehensive Plan

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WSB & Associates
701 Xenia Ave S, Suite 300
Golden Valley, MN 55416

www.wsbeng.com
1-763-541-4800

ACKNOWLEDGEMENT

The Alexandria 2040 Comprehensive Plan was created with input from various community leaders and residents, the Planning Commission, City Council and City Staff. Following is a list of participants who participated in the planning efforts for the City of Alexandria:

Mayor:

Sara Carlson, Mayor

City Council Members:

Bill Franzen, Ward I
Roger Thalman, Ward II
Bobbie Osterberg, Ward III
David Benson, Ward IV
Todd Jensen, Ward V

Planning Commission Members:

Deb Parrott, Commission Chair
Adam Barnett
Chris Huether
Kris Chisholm
Todd Jensen, Council Member
Tyler Notch
Susan Anderson

City Staff:

Marty Schultz, City Administrator
Mike Weber, City Planner/Community Development Director
Bill Thoennes, Public Works, Park and Facilities
Dane Bosl, Public Works, Streets and Stormwater
Reed Heidelberger, City Assessor
Brenda Johnson, Administrative Support

GIS Mapping:

Jes Wohlfeil, Alexandria Light and Power

Planning Consultants:

Erin Perdu, Molly Patterson-Lundgren, Breanne Rothstein, WSB & Associates

Special Thanks To:

Dr. Ken Ryan, Planning Commission Member 1995 – 2018, Commission Chair, 2001 - 2018
Karin Tank, City of Alexandria Assistant Administrator and former Assistant Planner
Tracey Miller, Planning Commission Member, 2014-2018

Big Plans, made real over time...

“...I also remain steadfast that humans need to dream big occasionally, and to have a sense of what the big picture could be. It’s a very human quality to have aspirational visions of the future. George Bailey, in *It’s a Wonderful Life*, epitomizes this notion with his constant desire to do big things. That’s a core part of his internal struggle as a character, and one reason I think the movie is so relatable to people in all times and places.



In the planning world, it’s why we are drawn to Daniel Burnham’s famous quote, ‘Make no little plans — they have no magic to stir men’s blood.’

If you turn to the following page on the [Plan of Chicago](#), though, you’ll see Burnham’s qualifier, which says, ‘It should be understood, however, that such radical changes as are proposed herein cannot possibly be realized immediately. Indeed, the aim has been to anticipate the needs of the future as well as to provide for the necessities of the present; in short, to direct the development of the city towards an end that must seem ideal, but is practical.’

In essence, big dreams are really important, but, hey, let’s be practical and work incrementally.”

~ Kevin Klinkenberg, K2 Urban Design ~

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Chapter I Introduction & Demographics

Comprehensive Planning in Alexandria

The City of Alexandria Comprehensive Plan is the principal planning tool intended to guide the long-range and comprehensive decision-making processes involving development, primarily physical, and those actions expected to influence development in the long-term. The Comprehensive Plan provides a view of the future and sets forth public statements that provide direction and guidance in the decision-making process. It lays out a community vision and action plan for priorities. The Comprehensive Plan is based on local and regional data, historic facts, trends and planning principles. It is also informed by the citizens and other stakeholders in Alexandria who choose to participate in the planning process. It includes insight from those who participated in the process most recently in 2018, but also builds upon past planning efforts.

Past Planning in Alexandria

The last Comprehensive Plan was adopted in 2007; a document that provided a wide breadth and depth of information about the community. Many of the baseline details provided in that plan continue to be present today, most notable of these are the geographic features and natural and cultural resources which continue to give the community its sense of place. From an asset based starting point, the Alexandria community has a strong foundation on which to continue to grow. These important resources as a factor in planning is noted in several places in this document without repeating the specifics contained in that earlier plan.

In 2012, the city started a process to update the 2007 plan. A wide variety of community engagement efforts were undertaken at that time. Included in these efforts were a community survey, interviews, public participation and educational meetings, open Planning Commission meetings and a project web site. Many of the goals and themes identified in 2012 continue to be reflected in this most recent plan for the community.

Comprehensive Plan 2018 Update

While much work was done in 2012, a final comprehensive plan was never completed or adopted at that time. This means that the document from 2007, which is now over 10 years old remains the official policy for the City. This 2018 update brings forward the work done in 2007 and 2012 and provides the next rendition of updating to carry the City into the future.

The planning process for this, the 2018 update, included reviewing the 2007 plan and 2012 material along with the 2018 Housing Study, the 2013 Historic Context Study and updated demographic data from several sources. Information from all of these are included and addressed here. Community engagement efforts to inform the process and gauge priority issues were conducted as follows:

- July 28th, 2018 – a community engagement “pop-up” was held at the annual Art in the Park event.
- August 14th, 2018 - Workshop with Transportation Agencies
- August 20th, 2018 - A Steering Committee was held to review the updated demographics & determine drafted goals for the new plan update

- September 25th, 2018 –A public meeting held by City staff to review and prioritize the drafted goals.



PUBLIC MEETING ON SEPTEMBER 25, 2018

Demographics

Planning for the future of a community requires a comprehensive understanding of what the community looks like today, and the forces that have shaped it over time. The community profile provides the foundation to form realistic goals for the future. The demographic data in this study serves to provide broad patterns of understanding of the people who live in Alexandria and help to determine existing and future needs in the community.

There are several sources for estimates and projections available from both government and private sector organizations. These different sources use differing methodologies which provide differing results. Only the U.S. Decennial Census seeks to do an accurate and complete count of everyone in the U.S. and by local jurisdiction. The census however, only takes place once every ten years and thus becomes rather outdated towards the end of each decade. The decennial census is also limited in the detail collected, including population numbers, ages, and gender. The 2010 Census shows a population for the City of Alexandria at 11,070.

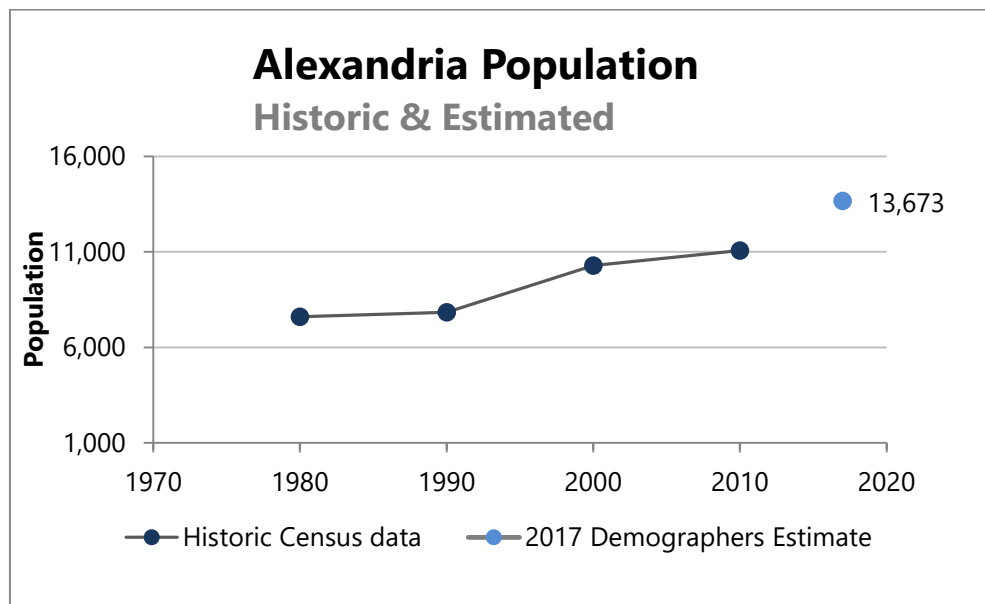
The American Community Survey (ACS) is a nationwide survey and part of the Decennial Census Program of the U.S. Census Bureau. The ACS provides more detailed information about the population of the U.S. The ACS collects information such as income, commute time to work, home value, veteran status, and other important data pertaining to community planning and housing. Unlike the actual Census, ACS provides estimates based on survey questions which are conducted annually. Data from the ACS for areas under population of 65,000 are available in 5-year estimates. The most recent estimate of the population from the U.S. Census Bureau for the City of Alexandria is 13,592 (released July 2018).

At the state level of government, the Demographers Office produces population and household estimates for Minnesota and its counties and municipalities in between the decennial census years. The initial base for their estimates is the most recent decennial

census. The primary input for their estimates is building permit data for the year preceding the estimate. While updated annually and based on local data, the MN State Demographers Office only provides population estimates at the municipal level and does not collect the detailed information found in the ACS. The MN State Demographers Office most recent population estimate for Alexandria is 13,673 (released July 2018).

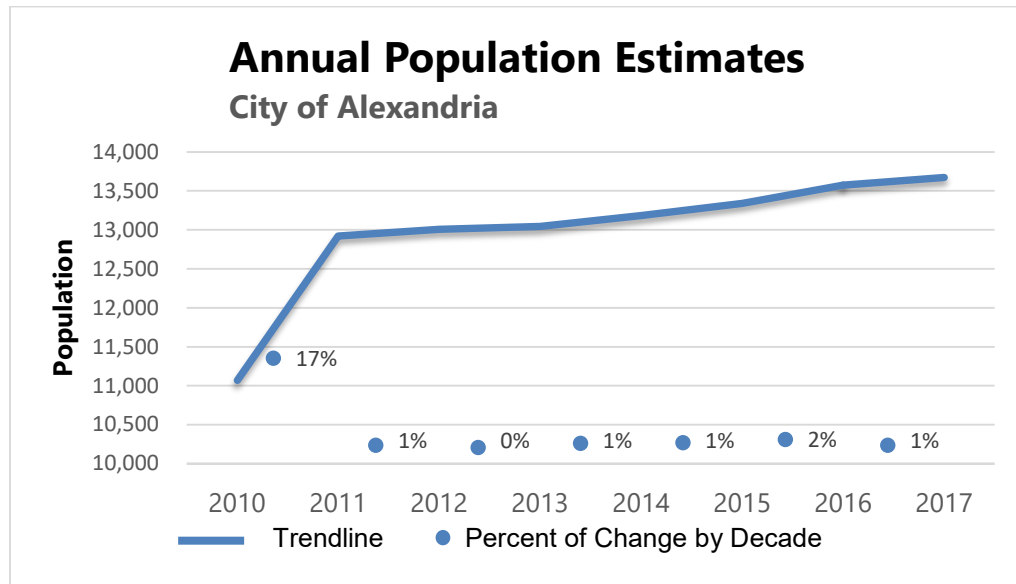
ESRI is a private company and supplier of geographic information system software, web GIS (Geographic Information Systems) and geodatabase management applications. ESRI's business, consumer spending, and demographic data encompasses a wide variety of datasets that are updated quarterly, semiannually, annually, and decennially in the case of U.S. Census data. While not an official/government source of demographic data, ESRI allows for custom mapping queries of different parts of the community and the "Business Analyst" (used here) provides detailed estimates and projections of local economic data which is greatly related to housing markets. ESRI's estimated population for the City of Alexandria in 2018 was 12,044.

The City of Alexandria has seen continued population growth over the past 40 years. The heaviest period of growth occurred between 1990 and 2000 when the increase in population was just over 30% for that ten-year period, or 3% average annually. The following chart illustrates this growth pattern showing the increase in population based on the decennial census data since 1980 and the most current estimate from the State Demographers Office.



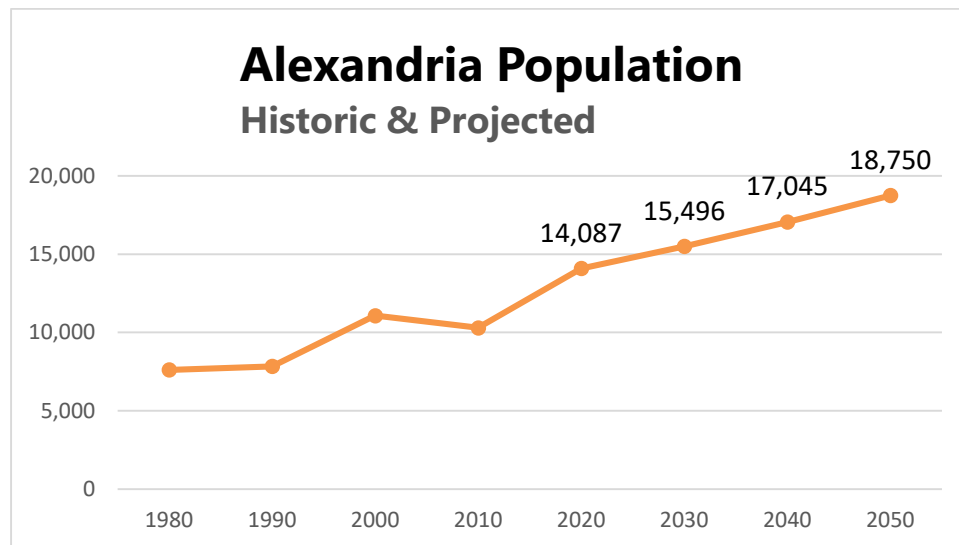
SOURCE: US CENSUS AND MN. STATE DEMOGRAPHIC CENTER

The Minnesota State Demographers office estimates that the population has continued to rise since the 2010 census. The average growth based on State Demographers annual estimates for the City of Alexandria is 3% annually. However, this is offset by an estimated 17% rate of growth in the first year after the census (growth between 2010 and 2011). Since 2012 the estimates show an annual rate of growth of 1% as illustrated in the following chart.



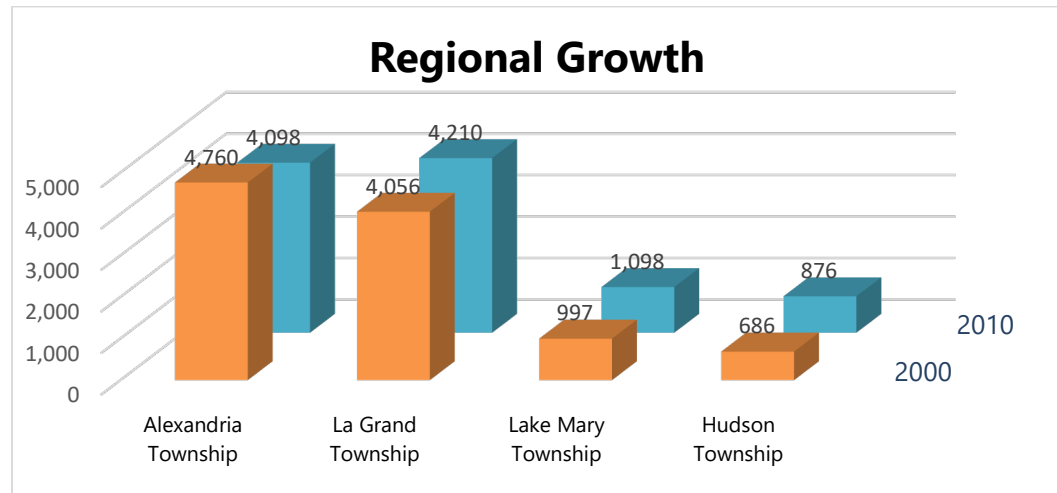
SOURCE: MN. STATE DEMOGRAPHIC CENTER

Applying a 1% annual growth rate, as estimated by the State Demographer, into the future, projected growth over the next 30 plus years is illustrated below.



SOURCE: BASED ON US CENSUS AND MN. STATE DEMOGRAPHIC CENTER DATA

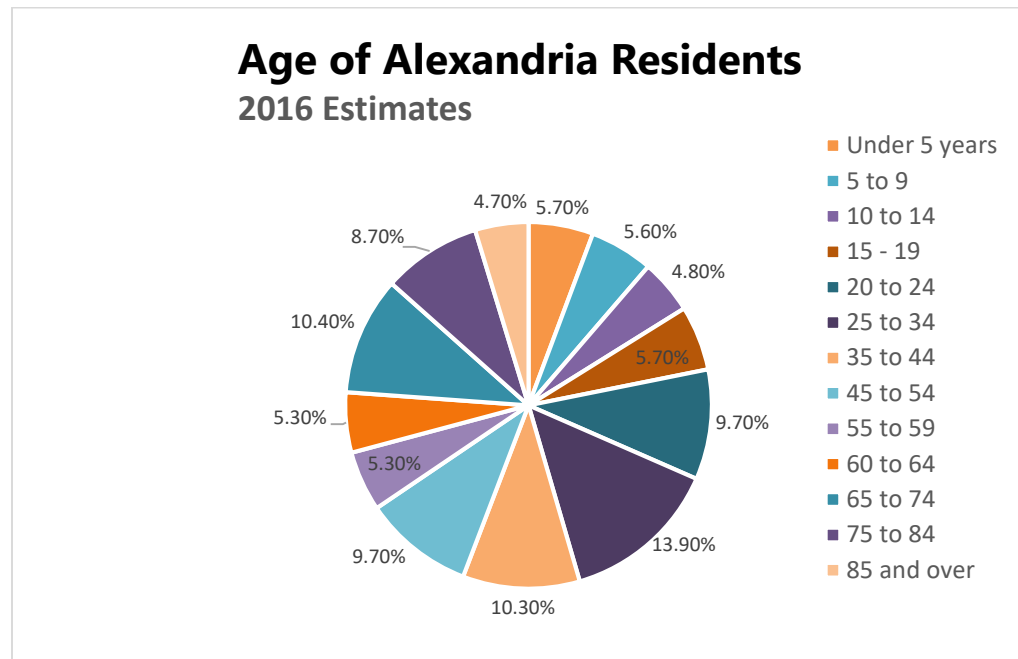
The growth in Alexandria is similar to population growth within the region over the first decade of the 2000's. All but one of the four surrounding townships also saw growth averaging at 7% over all. Douglass County grew by 10% over the same period of time.



SOURCE: US CENSUS 2010

Age

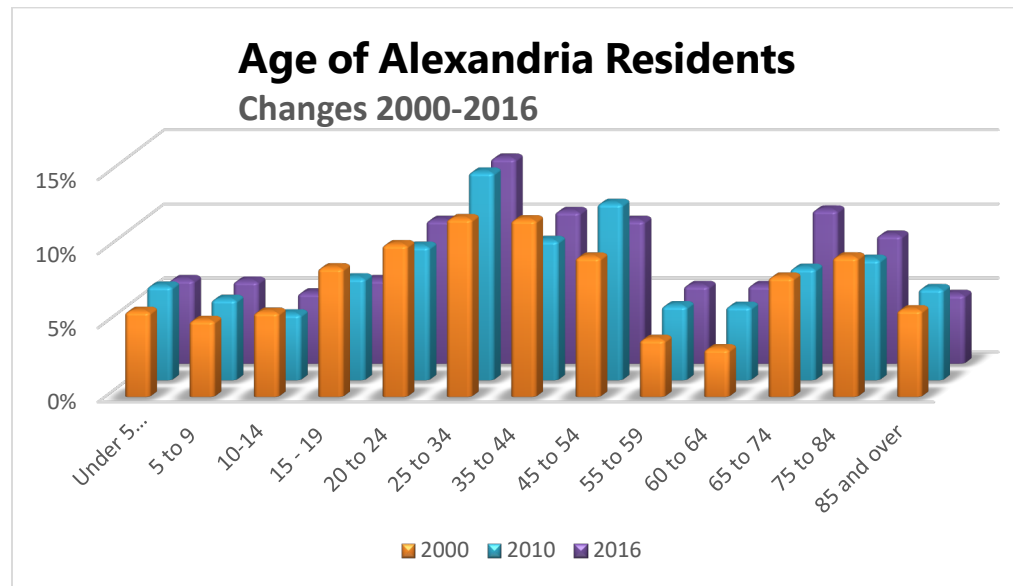
Like many communities in the US, Alexandria is seeing their population age. Median age for the City went from 36.8 in 2000 to 38.8 in 2010. Current estimates (in 2016) from the American Community Survey provide the following breakdown of age groups.



SOURCE: AMERICAN COMMUNITY SURVEY

The following chart shows the increase or decrease of different age groups (cohorts) in the City over a sixteen-year period (based on the cohort's percentage of the entire population). Cohorts that have decreased in percentage of whole include ages: 10-24, 35-44, and 65-84. Those that have increased are: 5 and under, 25-34, and 45-64. Age

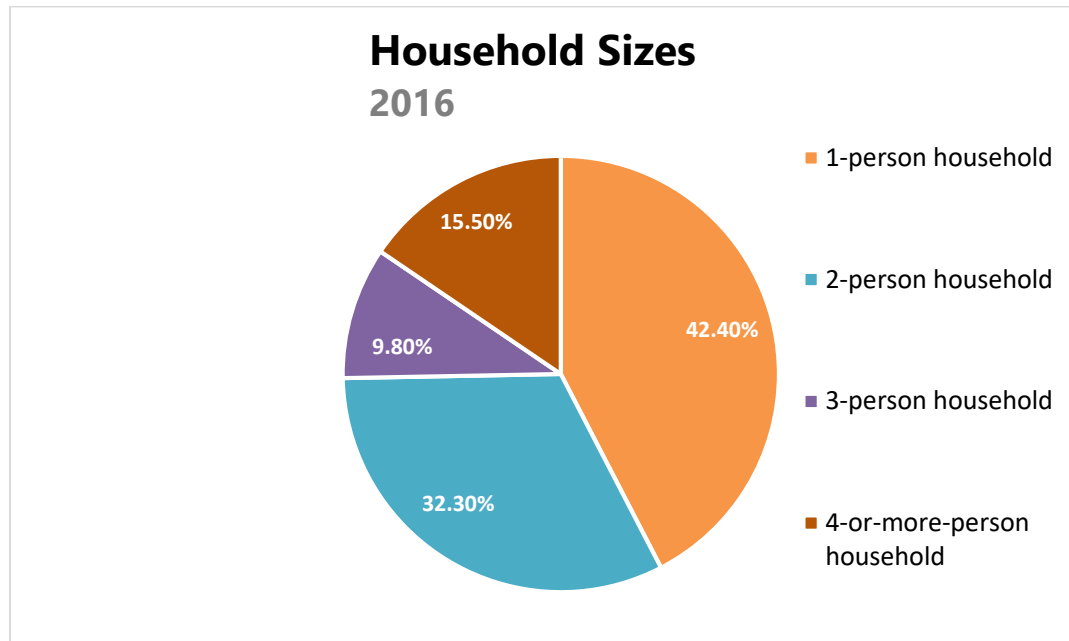
groups 5 -9 and 85 and over remained the same. The largest decrease was in ages 35 to 44 (2.5% fewer) and largest increase was for 45-54 (2.5% more).



SOURCE: U.S. CENSUS & ACS, 2016 (2012-2016 DATA)

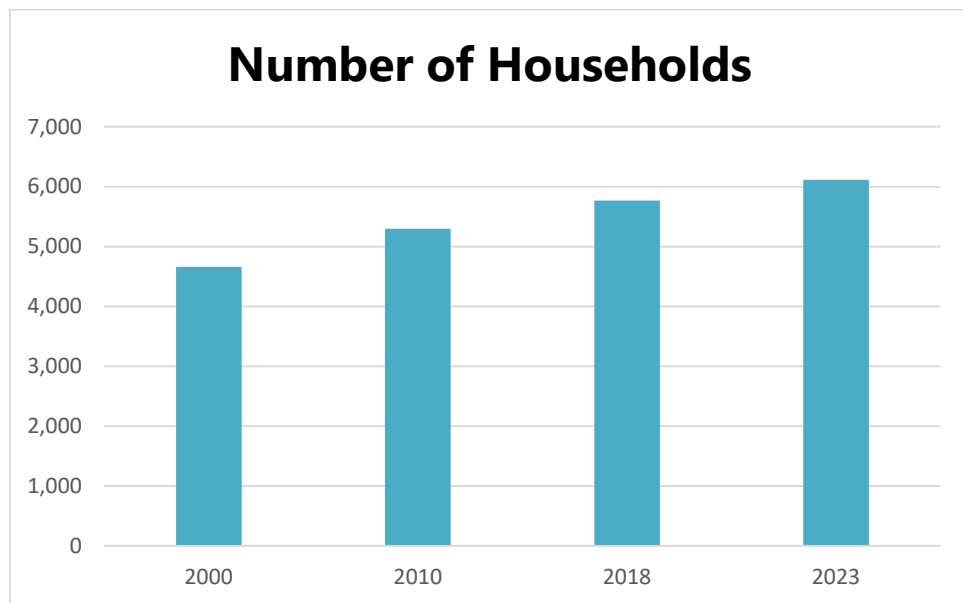
Households and Housing

- Over half (51%) of the households in the City of Alexandria are categorized as families, meaning that groups of two or more people who are related by birth, marriage, or adoption are residing together.
- The remaining households primarily are comprised of individuals living alone (at 42.40%), with 6.6% of the total households being comprised of non-family households with 2 or more (non-related) individuals.
- Of those individuals that live alone, 20% are age 65 and older.
- 72% of non-family households are renters, 28% of renters are families
- 68% of families live in owner-occupied housing
- Average Persons per household were 2.06 (in 2000), 2.02 (2010), 2.04 (2018 ESRI estimate)



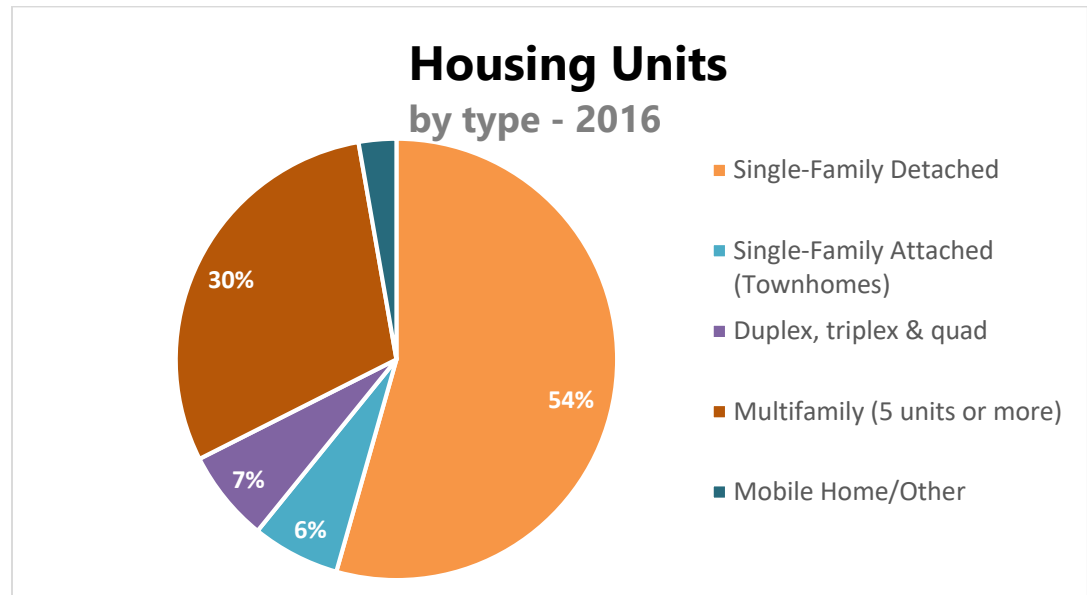
SOURCE: ACS, 2016 (2012-2016 DATA)

Similar to the historic and projected growth of population, the number of households is anticipated to continue to growth at about the rate of 1% annually.



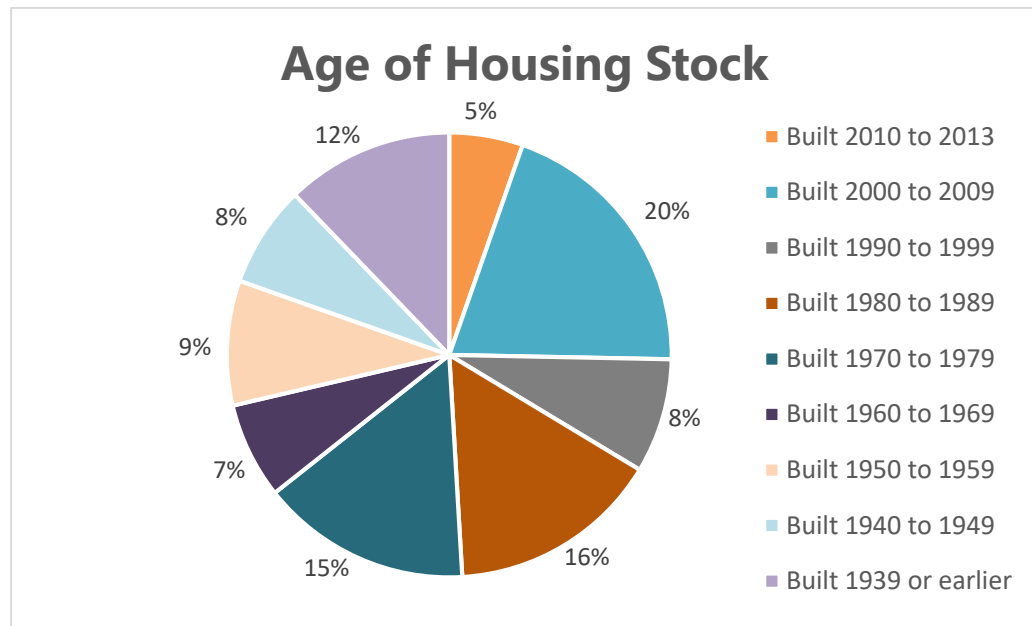
SOURCE: ESRI BUSINESS ANALYST

The majority of housing units available in the City of Alexandria, more than half are single-family detached.



SOURCE: ACS, 2016 (2012-2016)

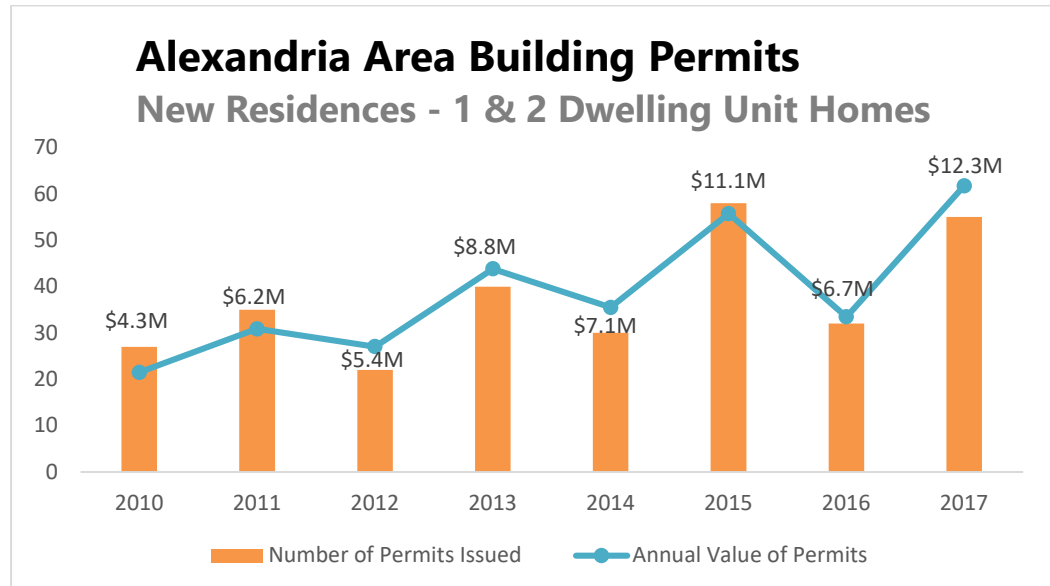
The age of the housing stock in the City is well distributed as illustrated in the most recent national data.



SOURCE: ACS, 2016 (2012-2016)

Local data provides information showing that growth continues to happen in the housing sector. The following chart illustrates building permit data from 2010 to 2017. The City Building Department provides building code administration within the municipal boundaries and its two-mile code administration area. The following shows annual new residential construction for single-family and two-family residences, both the number of permits issued each year and the total value of construction of these units including the

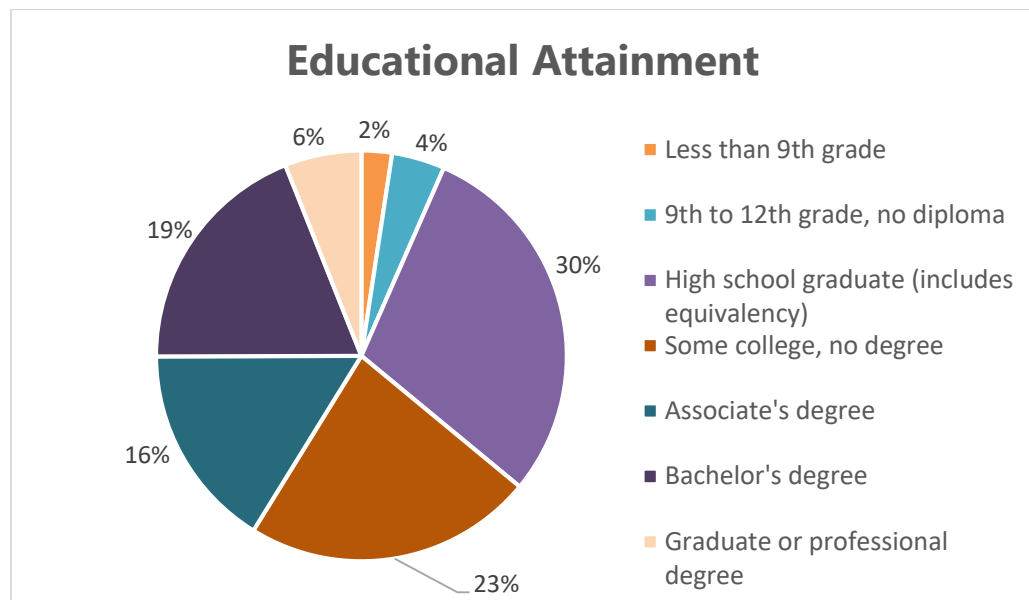
City of Alexandria, and those areas of Alexandria, La Grande, Lake Mary and Hudson Township overseen by City Inspections.



SOURCE: CITY OF ALEXANDRIA BUILDING INSPECTORS ANNUAL REPORTS (2011-2017)

Employment, Education & Income

A quarter of the population of the City has a 4-year degree or higher; over 93% have graduated from high school. The following shows the breakdown of education levels for residents of the City.



SOURCE: ACS SURVEY, 2016 (2012-2016)

The estimated total number of employed Alexandria residents over 15 years of age in 2016 was 6,697 (51% of the city's population). Most of these individuals (23.8%) work in educational services, health care or social assistance. This is similar compared to the statewide average of 24.8%. Alexandria has a higher percentage of individuals working in Arts/Entertainment/Recreation at 13.1% (state average of 8.4%). Unemployment rate at 2.7% is lower than state average of 3.3%.

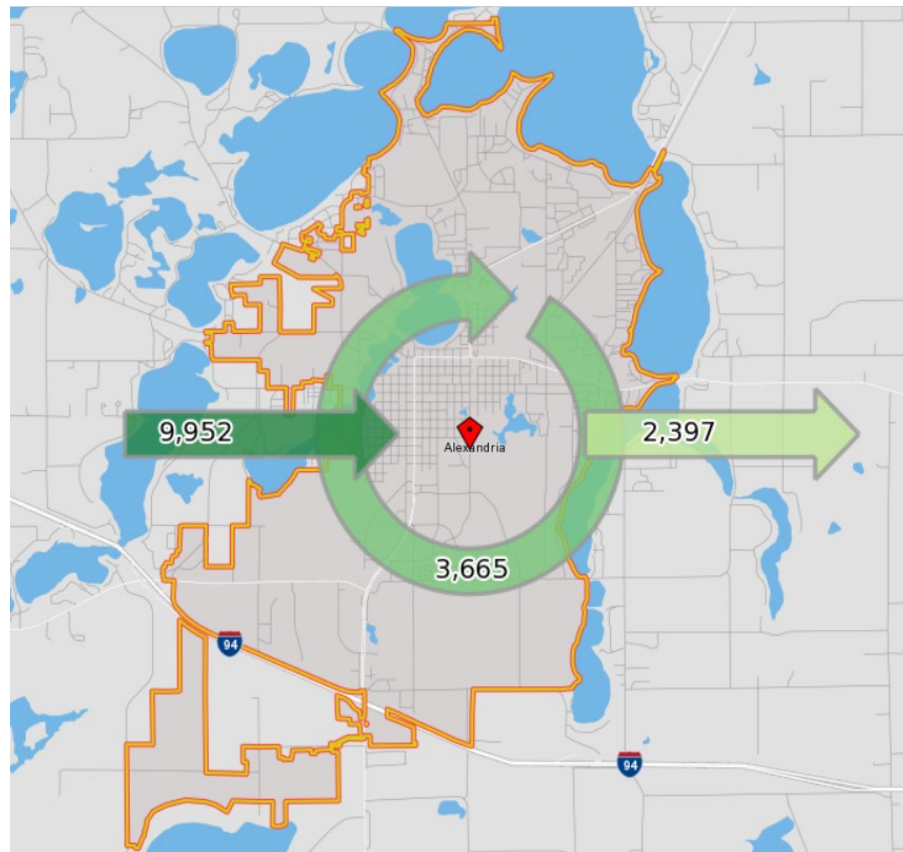
Alexandria Population 16 years and over Employed

INDUSTRY	COUNT	%	MN (%)
Agriculture, forestry, fishing and hunting, and mining	46	0.7%	2.3%
Construction	352	5.3%	5.7%
Manufacturing	849	12.7%	13.5%
Wholesale trade	198	3.0%	2.9%
Retail trade	1,091	16.3%	11.2%
Transportation and warehousing, and utilities	210	3.1%	4.6%
Information	119	1.8%	1.8%
Finance and insurance, and real estate and rental and leasing	370	5.5%	7.2%
Professional, scientific, and management, and administrative and waste management services	586	8.8%	9.8%
Educational services, and health care and social assistance	1,597	23.8%	24.8%
Arts, entertainment, and recreation, accommodation & food services	876	13.1%	8.4%
Other services, except public administration	222	3.3%	4.5%
Public administration	181	2.7%	3.3%

SOURCE: ACS SURVEY, 2016 (2012-2016)

Over half, approximately 60% (3,665), of employed residents of Alexandria work within the City. Approximately 40% of residents (2,397) leave the City to pursue work, but another 9,952 people who live outside of the City come into work there. The following illustrates this including all jobs (meaning that those workers who have multiple jobs are reflected more than once here). While the number of jobs shown here is higher, the breakdown is the same when looking at only Primary Jobs, those that are the highest paying for individual workers.

Inflow/Outflow Jobs in Alexandria



SOURCE: US CENSUS "ON THE MAP" (2015 "ALL JOBS")

Over a quarter (26.9%) of Alexandria workers live within the city limits. Of those individuals coming into Alexandria for work, the following tables shows where they live.

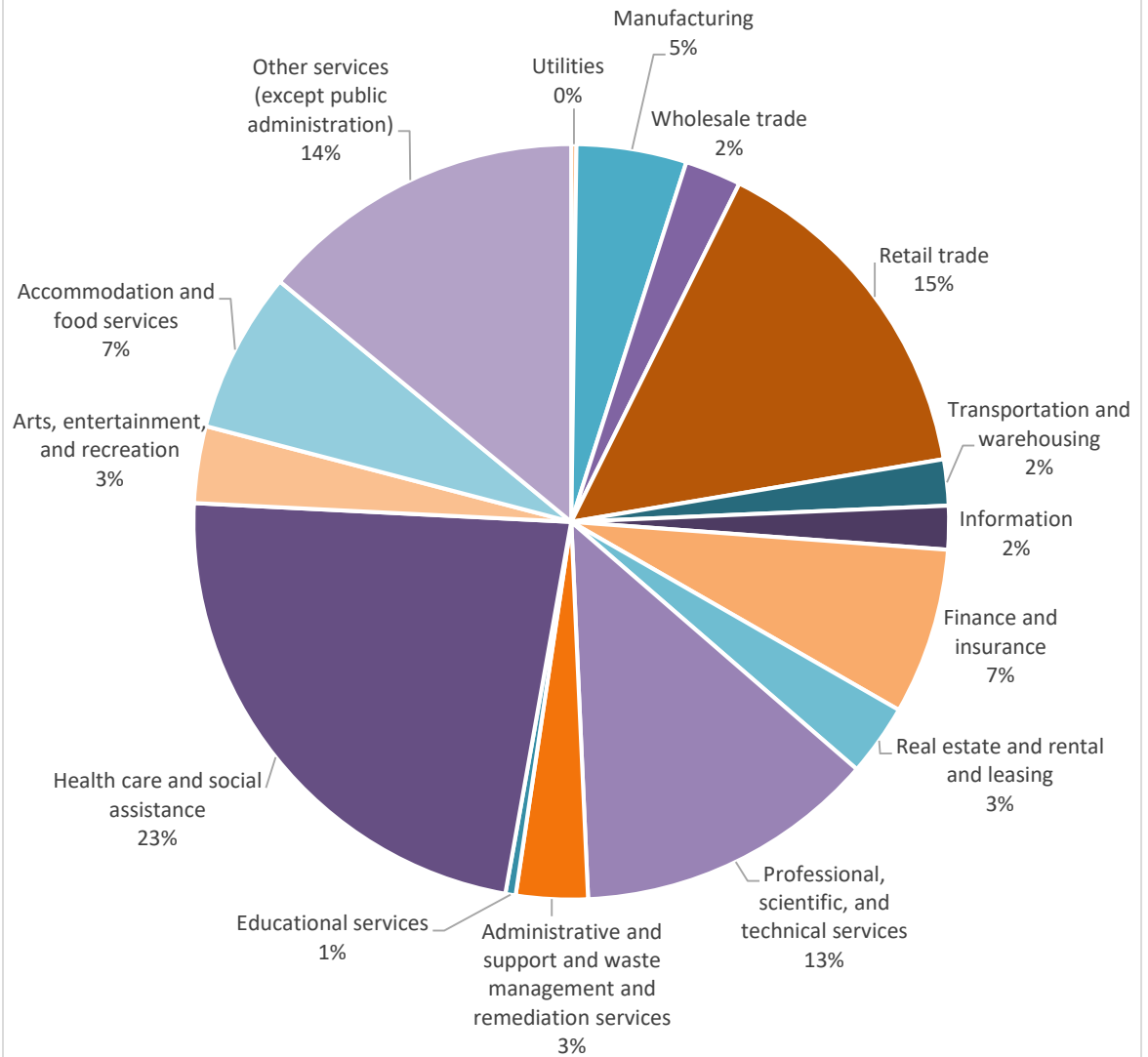
Where Alexandria Workers Live

	COUNT	SHARE
Osakis city, MN	351	2.6%
Glenwood city, MN	219	1.6%
Carlos city, MN	156	1.1%
St. Cloud city, MN	122	0.9%
Evansville city, MN	109	0.8%
Starbuck city, MN	106	0.8%
Parkers Prairie city, MN	100	0.7%
Brandon city, MN	87	0.6%
Garfield city, MN	84	0.6%
All Other Locations	8,618	63.3%

SOURCE: US CENSUS “ON THE MAP” (2015)

Standard Industrial Classification (SIC) codes are assigned by the U.S. government to business establishments to identify the primary business of the establishment. Businesses operating within the city limits are illustrated by SIC code in the following chart. The largest of these is Health Care and Social Assistance representing nearly a quarter (23%) of businesses operating within the City. Other larger sectors include retail trade at 15% and Professional, scientific, and technical services at 13%.

Industry in Alexandria by SIC Code & Number of Establishments



SOURCE: ECONOMIC CENSUS DATA, 2012

Chapter II Vision & Goals

Vision

An aspirational description of the community in the future; it serves as a guide for choosing current and future courses of action

The City of Alexandria is a place where...

- People of all ages are attracted to live and be members of a community that is economically viable now and into the future (economically sustainable).
- Parks, the natural environment and its resources are significant assets of the community and will be preserved and protected as integral to the way of life here.
- A variety of neighborhoods will provide for different needs and lifestyles for year-round and seasonal populations including traditional residential and mixed-use areas with accessible service and recreational amenities available.
- A variety of services, businesses and industries are located in appropriate areas of the city providing jobs and a strong tax base.
- Services and infrastructure provide for sustainable growth of the local economy and housing in a cost-effective manner.
- A local transportation network provides businesses, residents and visitors with multiple options for mobility throughout the Community and connects the City regionally.
- The Central downtown district is a vibrant place for community gatherings, commercial activities and places for people to live and work.

Goals

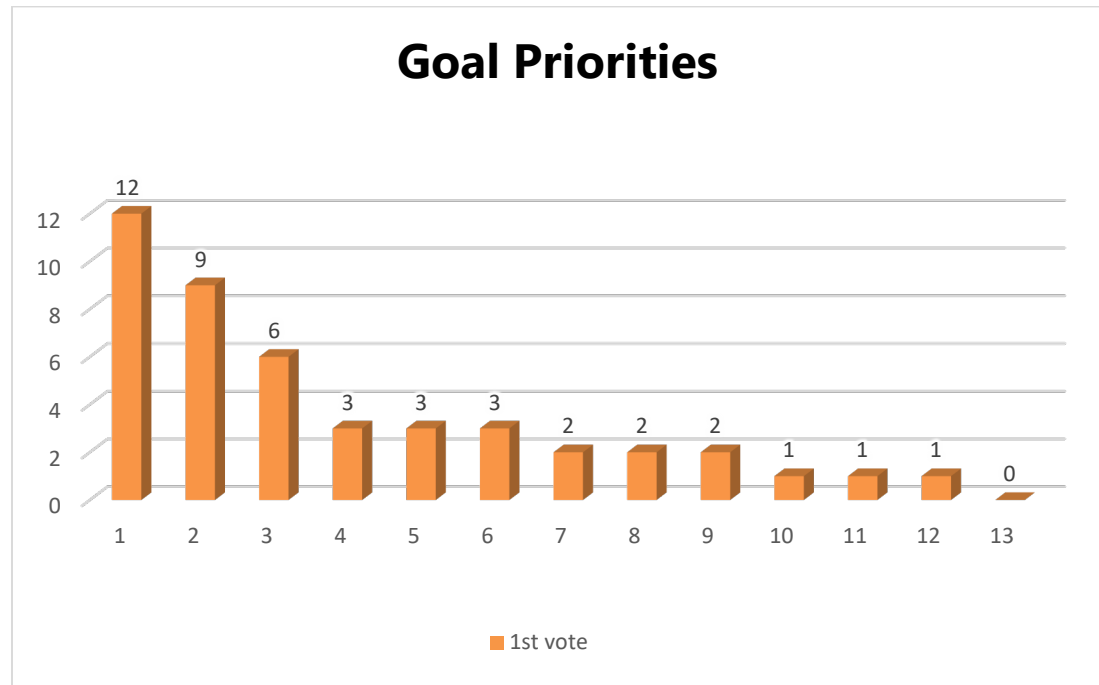
Conceptual aspirations focused on topics which define the appropriate direction to take

The following goals are a continuation of those from the 1995, 2002, and 2007 Comprehensive Plans. They have been refined down to 13 providing a more focused approach. They are all provided here and are repeated in the specific chapters which they relate to along with corresponding policies and strategies to meet these goals.

1. Alexandria's growth will be guided in a thoughtful manner, directed toward areas that will enhance the City's quality of life and not compromise it, and at a pace to establish and sustain the necessary supportive facilities and services for residents (Priority rank #1, 12 of 13 possible votes).
2. New growth and development will be in harmony with and preserve the natural environment and its resources (Priority rank #2, 9 of 13 possible votes)..

3. Downtown Alexandria will retain its status as the center of the community, defined by traditional architecture scaled and oriented to the pedestrian, active at all times of the day through a combination live, work, and play amenities (Priority rank #3, 6 of 13 possible votes).
4. The housing stock will be diverse in type and size, appealing to all income levels, needs, and lifestyles. (Priority rank #4, 3 of 13 possible votes).
5. As valued assets of the Alexandria community, existing parks and recreational amenities will be maintained and improved, which will help retain existing residents and attract new ones. (Priority rank #5, 3 of 13 possible votes).
6. The City's transportation system will continue to diversify its mobility options to improve travel by automobile, pedestrian, bicycle and transit. (Priority rank #6, 3 of 13 possible votes).
7. The City will have land available and planned for economically productive uses (including commercial and industrial). (Priority rank #7, 2 of 13 possible votes).
8. Alexandria will host a mix of businesses that are accessible to both residents and visitors alike. (Priority rank #8, 2 of 13 possible votes).
9. Existing businesses and industries will expand and more will relocate to provide residents solid employment opportunities and the City more revenue. (Priority rank #9, 2 of 13 possible votes).
10. A wide spectrum of residents in terms of ages and education will be active members of the community and participants in the local economy. (Priority rank #10, 1 of 13 possible votes).
11. The City's physical and cultural character will reflect its small-town spirit as areas of growth redevelop into high-quality living environments. (Priority rank #11, 1 of 13 possible votes).
12. Maintain existing Infrastructure to meet the needs of residential diversification and economic growth within city limits. (Priority rank #12, 1 of 13 possible votes).
13. Municipal recreational facilities and operations will continue to adequately serve residents in an efficient, friendly, and cost-effective manner. (Priority rank #13, 0 of 13 possible votes).
14. Existing businesses and industries will expand and more will relocate to provide residents solid employment opportunities and the City more revenue. (Priority rank #14, 0 of 13 possible votes).

The following chart illustrates the priority assigned to the goals at the public meeting on September 25th, 2018 with both their first choices and then choosing the most important of the two highest selected goals.



Source: September 25th, 2018 public meeting

Policies

A course of action adopted by the City

Many policies are located within each of the pertinent chapters relating to their subject. The following pertain to activities, immediate and long term throughout all aspects of the City and might be considered principals guiding the City in its activities, both for land development and also in its programs and services

- Provide citizens the opportunity to participate in local government as well as inform citizens of municipal activities.
- Engage in and support efforts to develop and implement an active living environment throughout all aspects of the City including services, physical development and public programs.
- Incorporate an ethos of Natural & Cultural Preservation and enrichment on behalf of the public.
- Population and economic growth will be harnessed to strengthen the existing community limiting the expansions of physical development in sustainable way.
- Continue, through the City, AEDC and Chamber of Commerce, to take a proactive approach to business retention and expansion.
- Promote quality industrial development that is compatible with the environment and which does not negatively impact the City's infrastructure system such as wastewater treatment ponds.

- Promote industrial development that pays employees a livable wage.
- Promote continuous economic development and redevelopment projects that are conscientiously planned and reviewed so as to induce growth, maximize quality of life and further local employment opportunities while responding to market demands.

Areas of Focus

The following have risen to the top in terms of primary areas of focus for this plan. These themes can be found throughout the goals, policies and general vision of this plan.

Downtown & Lakes

The proximity of the historic downtown to several lakes creates a rich cluster of cultural and natural resources in the core of the community. These resources continue to provide an environment where nature is integrated into the lifestyle of residents and visitors allowing for that “*small town*” and “*Up North*” culture to prevail. While development shifted the focus away from downtown for nearly a generation, the downtown and lakes now draw people back to the city center. Opportunities for this district include Improved multi-modal entrances into the downtown district from adjacent neighborhoods and improved “wayfinding” from the freeway. And, further development of physical and visual links between downtowns main hub and the nearby lakes offers an opportunity to strengthen the community’s culture and economic potential even more.

I-94 Freeway Interchanges

With the new freeway which opened in 1967, development occurred at the interchange and along the corridor between this and the downtown. This expanded the City Limits to the South bringing nearly 1,500 acres into the municipal boundaries.

The development that occurred along MN Highway 29 between I-94 and the previously existing community was more spread out than the old downtown area, a pattern so prevalent in America after World War II. It is these development patterns of the second half of the 20th century that we now see a need to modify due the inefficient use of land and reliance on the use of the automobile for transportation.

Now, another new interchange is proposed, this one at Burgen Lake Rest Area. The new interchange is planned for 2020 and is expected to bring an additional 8,000 to 10,000 vehicles a day into town. It will connect to Pioneer Road near the high school. This brings new opportunity to the City to redirect traffic and capture new business. It also brings a challenge to best develop the new areas while still maintaining the highest and best use of previously developed parts of town.

1965 aerial photo construction of I-94/County 29 interchange.
SOURCE: MN DNR



Reimagining Viking Plaza

With construction of the freeway, development patterns dominated by the automobile became more prevalent in Alexandria. This included the development of the Viking Plaza. Unlike the densely developed zero lot line, mixed-use buildings downtown, the new space was single use, commercial development with large expanses of surface lot parking. The sprawling development pattern catered to shoppers traveling by auto and was not friendly to pedestrian travel.

As technology has now shifted commercial retail practice, the landscape is once again in flux. The mall and many similar “brick and mortar” stores are now out of fashion. With the recent closing of department stores at Viking Plaza, there is a need to reimagine how those spaces might be repurposed. This may include reuse of the existing structure in a manner different than originally intended. It may also include redevelopment of the land such as filling in portions of the parking lot to create a mixed-use district.

Redevelopment Instead of Green Field

There are some additional new areas that may be developed (referred to as greenfield development, such as those closest to the new I-94 interchange, and vacant land already within City limits. The focus in the next several years, however, is to intensify and redevelop existing portions of the City. Continued reuse and where appropriate redevelopment of the downtown core and reimagination and intensification of use at Viking Plaza are the two most prominent examples of this.

Chapter III Land Use Plan

This Section of the Comprehensive Plan will meet the definition of a “Land Use Plan” under State statute. It provides a recommended framework for the development patterns of public and private property within the City. It includes designation throughout the City and by district, providing types of land uses such as residential, commercial, industrial, public and institutional. More than simply designating the types of activity that will occur within any area (land use), this chapter provides guidance for the character of the City through the form of development that is encouraged in different neighborhoods.

This chapter serves as a policy directive which establishes the foundation for City Zoning code for both land use and development forms. As related to zoning, this guidance addresses density (or intensity) of development and the requirements or allowances for how structures sit on a property (i.e. bulk & height requirements). The distinction of the differences between Land Use and Zoning is often confused but important to understand when reviewing this chapter. In general, the Land Use Plan (this chapter) provides broad guidance for the future physical patterns of the City, both changes to previously developed areas and for establishing pattern for those areas which will be built in the future. Zoning is regulatory and adopted by the City as a local law by ordinance. More specifically, the following table highlights the differences:

LAND USE	ZONING
<ul style="list-style-type: none"> ▪ Guides future development ▪ Identifies types of uses appropriate by area/district ▪ Indicates density ranges for residential ▪ Encourages a development form unique to different neighborhoods in the City 	<ul style="list-style-type: none"> ▪ Regulates development ▪ Regulates uses allowed (permitted, conditional or interim) ▪ Regulates development patterns through lot area, setbacks and building height requirements

Community Character

While past comprehensive plans for the City of Alexandria have focused on the land use designation, this plan considers, with the same level of importance, the character of different neighborhoods throughout the City. This character is created not just by the activities that occur, but also the pattern of how structures sit on a property, and how individual properties, and the public realm (streets and parks) form together to create a pattern of development which differs by neighborhoods throughout the City.

In review of the goals and vision statements from Chapter II, it is apparent that there is a desire to maintain the “small town character” of the community. Further, the goals express a want for a variety of different neighborhoods and housing styles with residents having easy access to jobs, services and recreational spaces. The downtown core and the Lakes are shown to be significant amenities in town, places which the community seeks to utilize in sustainable manner and incorporate into the quality of life experience for residents and visitors of Alexandria. What is reflected in these goal statements for future Alexandria can be found in the existing City. Many older areas of town, in

particular, illustrate the goals expressed. Mixed land use and interconnectivity through varied modes and routes of transportation is provided in existing neighborhoods in Alexandria. Where these patterns (which already reflect the goals) currently exist, this plan seeks to preserve them. Where these patterns have eroded, this plan seeks to reestablish them. Where they are lacking, this plan seeks to add these elements, but often in a pattern unique to the specific neighborhood. This land use plan builds on the strengths and successes of past and present Alexandria, acknowledging that the existing form of the City is a strong base on which to build. The form of the City can be seen in a framework of centers, connected by corridors, filled in with neighborhoods in between.

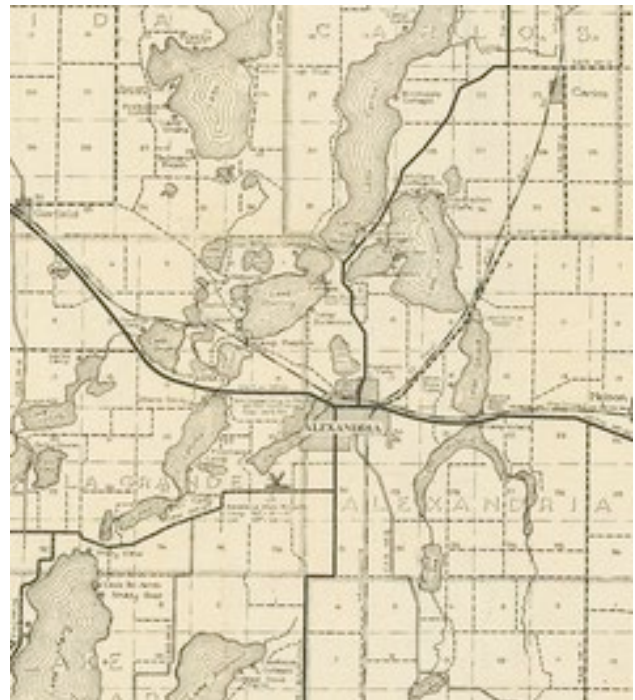
Centers

The downtown is historically, the most significant of these “centers” in the City, the core of the community. It is where the City began, and it served as the meeting point for business, commerce and government activity through most of the city’s history. It continues in much of that capacity today. The Lakes in the City provide other center points, places where people continue to go as a destination both along the shores and on the water’s surface, through boating, fishing and swimming. As the City grew, additional center points were added. After its construction, the freeway pulled activity southward and the shopping malls which grew there form other significant city center points.

Corridors

Extending outward from the downtown core are the main roads that people have used from the city’s earliest days. U.S. 29/ Broadway creates the spine of the City providing north/south connectivity. It extends out of town connecting the City to nearby Lakes and to Interstate 94.

County Highway 82 historically provided the primary east/west access through the City. When I/94 was built, that new corridor pulled activity away from the downtown core. Activity (previously centered in the core) was drawn out along the corridors forming linear development, often comprised of commercial or industrial type uses. New centers formed along the corridors at the more significant crossroads.



***ALEXANDRIA : THE NATION'S VACATION LAND MAP (DETAIL), C. 1930'S.
ALEXANDRIA CHAMBER OF COMMERCE. MINNESOTA HISTORICAL SOCIETY.***

Neighborhoods

The central core neighborhoods of Alexandria grew around the center of the City. As was typical of the time, the streets were laid out in a grid pattern and most lots were

rectangular. Homes were built facing the street; sidewalks provided easy walkability throughout this core. The narrow lots and pedestrian traffic fostered neighborly communication.

As growth occurred along the corridors, neighborhoods expanded outward from the center of the City. Travel relied more heavily on the use of the automobile both because of longer distance and because of the general increase of their use. Sidewalks were deemed unnecessary in many areas. Changes in architectural styles brought homes with front facing garages which needed wider lots and family outdoor recreation moved to the back yard. In Alexandria, the newer neighborhoods developed along the lakeshores. Curvilinear streets followed the lines of the shore, with enough room in between for cabins or lake homes. The use of cull-du-sacs provided private enclaves where only the families who lived there needed to drive. Residents relied on the use of their cars to get to centers of commerce and employment. Unique and separate neighborhoods formed with the transportation corridors and natural features creating the boundaries between them.

Edges

With the downtown as the core for commercial activity and industrial uses forming along the corridors, less intense residential activity radiates outward in the City. Along the edges of the neighborhoods, the use of these properties blend. Low intense commercial (such as small offices and coffee shops), institutional uses and multi-family apartment buildings provide a buffer between the centers and corridors and the more serene residential neighborhoods.

Land Use Designations

As previously mentioned, this Land Use Plan provides the foundation for zoning regulation. When cities first started using zoning as a tool to manage land development, the need to separate different types of uses was paramount (e.g. providing housing away from the pollution created by factories). However, this precise and finite separation of uses did not actually occur in Alexandria (or most communities). Instead, what formed were areas of blended activities (land uses) as described above. Through the goal statements in Chapter II, we see a desire to maintain this pattern with some mix of land use activities and the continued expansion of a well-connected transportation system. Each of the following categories and their placement on the Future Land Use Map (see page 30)¹ takes these factors into consideration. They provide opportunity for and support the use of many of the zoning districts within the existing code but may also spur the creation of new zoning needs and opportunities.

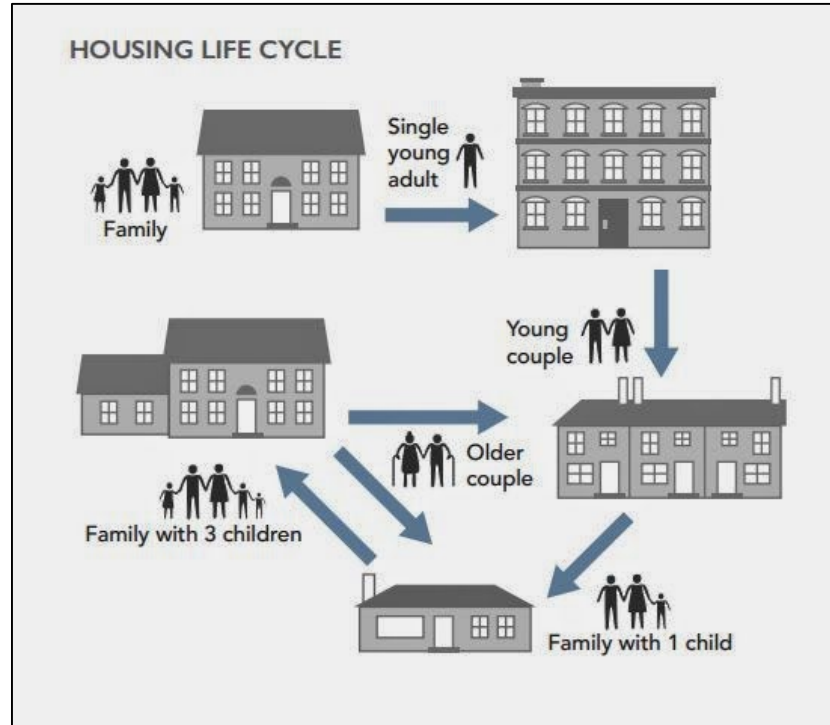
Residential

The Housing Study adopted by the City in January, 2019 provides the data which supports recommendations for future housing development. It confirms that Alexandria captures the majority new household growth in the region and is projected to do so in the future. However, the study area extended beyond the municipal boundaries of Alexandria including the City of Forada, and the Townships of Alexandria, Carlos, Hudson, Lake Mary and LaGrand. This Greater Alexandria area experienced average annual growth of up to 120 households each year during current decade with annual new construction

¹ Verify page number reference in final

exceeding 150 units in an average year. Greater Alexandria should expect **demand for 775 to 850 housing units over next 5 years** to keep pace with household growth. Many of these units will be within the City, but some growth will continue outside of the municipal boundaries as well.

One community goal is to provide a housing stock that is diverse in type, size, and location, thereby appealing to all income levels, needs, and lifestyles. The housing stock within a community must be responsive to the needs of its residents. Those needs are not static but change over time as people move through different stages of their lives. The following image illustrates how the variety of housing provides for residents at those different life stages.



SOURCE: BREAKFASTONBIKES.BLOGSPOT.COM, "ECONOMIC OPPORTUNITIES AND HOUSING NEEDS ANALYSIS MEETS TODAY", 2014

As the population and number of households continue to grow in number, there is also a change in the makeup of these. Like Minnesota and the U.S. population, Alexandria residents are aging. 51% of all Greater Alexandria area households in 2018 were headed by a person age 55 or older, up approximately 3% since 2010. The 65-74 age cohort shows the greatest numeric increase. This cohort is generally considered to be active, with the younger of the group continuing to work nearing the end of raising their families. As their children leave, they become "empty nesters" who typically seek smaller homes requiring less maintenance. However, many within this group prefer to remain home owners. Twin and Townhome house styles are particularly desirable to these households. The Housing study projects the need for 23 to 31 additional Townhouse or Twin Home units over the next five years (by 2023). These represent 25% to 30% of the demand for

new owner-occupied housing. It is anticipated that all of these would be built within the City.

By 2023 the leading edge of the baby boom generation will begin entering the age ranges of 75 years or older. Various types of senior housing will be needed including: Light service, Assisted living and Memory care facilities. The Housing Study projects that an additional 50-60 units of Assisted Living and 20-30 units/beds of Memory Care will be needed by 2023. It is anticipated that all of these would be built within the City limits.

The Housing Study predicts the need for an additional 465 to 510 owner occupied homes within the Greater Alexandria area by 2023. Some of these include the twin/townhomes mentioned above and it is further assumed that some of these will be built outside of City Limits. On an annual basis, 93-102 needed new owner-occupied units (including the twin and townhomes mentioned above) are projected. Taking into consideration building permit activity since 2010 and the projections of the housing study, to accommodate the projected residential development, we are estimating the need for land to provide space for 100 single-family homes over the next five years (Mid and higher priced homes will likely be most of the new housing construction activity for the next 5 years as current HRA programs have adequate land to provide for anticipated new affordable housing needs.

Based on the future land use designation descriptions which follow and the densities they include, the following are recommended vacant land use amounts that should be designated to provide for projected housing needs up until 2023.

PROJECTED LAND NEEDED FOR RESIDENTIAL USE TO 2023		
	NET DENSITIES	GROSS ACRES
Low to Medium Density	3-5 d.u./acre	45
Medium to High Density	8-20 d.u./acre	65
General Mixed Use	10/20 d.u./acre	50*
<i>* 50 acres for housing, more will be needed for other uses</i>		

While the housing study only looks out for a five-year period, this plan considers the development needs well after that. With the aging population, residential growth after 2023, is anticipated to continue to shift toward more assisted living and multi-family needs which are higher density developments which require less land per unit. However, with the regional influence that the City has, we estimate a continued need for additional housing of all types through the next 15 years. Following is a guideline for 10 and 15 years from the adoption of this plan.

PROJECTED LAND NEEDED FOR RESIDENTIAL USE GROSS ACRES		
	2029	2034
Low to Medium Density	35	30
Medium to High Density	65	60
General Mixed Use	45	45

Commercial & Industrial

Alexandria has and continues to be a regional magnet. As such, it has provided commercial service and retail offerings to the region and attracted manufacturing. It has long been a tourist destination and many businesses catered to that market. When I-94 was constructed and the shopping centers (Viking Plaza Mall, Walmart, Menards & Fleet Farm) were developed, these larger chain stores attract even larger numbers of shoppers into the City. Now, retail practices are changing. Several large-name stores within the Viking Plaza Mall have closed, including GNC and the anchor department store Herberger's.

These retail trends are not unique to Alexandria; many communities are faced with vacant big box and smaller chain retail stores. In response to this burgeoning issue, some of those communities are proactively addressing these vacancies before they become an unmanageable blight. For instance, some have found success by filling in spaces with other non-retail uses. Examples range from entertainment options (paint ball shooting ranges and trampoline "jump" parks) to post-secondary education facilities and manufacturing. Some shopping centers and their immediate environs are being redeveloped to incorporate residential and office elements to mimic the vertical mixed-use of historic downtown centers.

Immediate plans for the Viking Plaza Mall area should include encouraging non-retail and entertainment-based tenants to fill vacancies. Medium- to long-term plans for the area should consider redevelopment opportunities to add residential units throughout that neighborhood. The broader area already boasts components that, with added residential uses, would create an attractive walkable, mixed-use environment, such as a grocery store, pharmacy, restaurants, and recreation. Also, as described above, there is an existing need for housing that addresses affordability, anticipates an aging population, and satisfies the changing preferences of residents for different lifestyles. New housing development in the vicinity of Viking Plaza Mall could help to meet these needs.

The past land use plans, adopted in 1995, 2002 and 2007, assumed a 60% residential to 40% Commercial/Industrial ratio. Generally, communities have seen commercial development follow new housing, therefore, holding land for future commercial use, has typically been an appropriate planning methodology. However, because of the shift in commercial retail away from "bricks and mortar" locations, the amount of commercial land needed by a community in the future is in question. Also, with the strong desire expressed by the community fill vacancies caused by closing retail operations within the past few years and to maintain downtown with a strong mix of uses, this plan takes a cautious approach to the designation of future commercial areas, in particular those that will be retail in focus.

Land Use Designations

Open Space, Parks & Recreation (Public & Private)



Publicly or privately-owned lands and/or facilities including parks, playgrounds, golf courses, wildlife management areas, wetlands, waterways, recreation centers and similar uses. While private recreational uses are included here, the character of these areas are defined by open spaces (e.g. golf courses) and do not include more intense commercial recreational business.

Low to Medium Density Residential



This category depicts those areas that are now developed, or appropriate to be developed, in a low to moderate density residential manner and to recognize such areas as primarily well suited for residential uses. Public neighborhood parks, schools, churches or similar institutional uses along with necessary utilities and infrastructure are also appropriate in these areas when they meet conditions integrating them into the neighborhood. Such conditions may include size, design, site access, parking and screening. Density typically ranges from 3 to 5 dwelling units per acre net. The character of this district provides for a mix of street, lot and block patterns including cul-du-sacs and curvilinear patterns where appropriate, in particular to avoid and protect pre-existing resources such as lakes and wetlands.

Traditional Neighborhood Mixed Use



The Traditional Neighborhood Mixed Use is primarily residential but also allows suitable locations for institutional and limited commercial uses. This district includes the core of the community, surrounding the Central Business Commercial district but could also apply to new areas developed in a more traditional neighborhood design. The character of the district is typified by the grid pattern as present in the originally platted City. Predominantly completed of Single-family homes which face the streets on narrow regular shaped lots. Garages and other accessory structures and uses are typically in the rear of the lot; some areas include alleyways providing secondary access to the property.

Residential density of the district ranges from 4-10 dwelling units per acre net. Multi-family structures, parks, churches and schools are incorporated throughout the neighborhood, typically on larger parcels. Commercial uses in this district are limited to smaller scale establishments that are consistent with the existing character (building and lot size and configuration) and are located toward the outside edges of the district.

Medium to High Density Residential



This category depicts those areas that are now developed, or appropriate to be developed, in a medium to high density residential manner; and to recognize such areas as primarily well suited for higher density residential uses along with recreational or open space to serve the residents. Schools, churches or similar institutional uses along with necessary utilities and infrastructure are also appropriate in these areas when they meet conditions integrating them into the neighborhood with elements such as size, design, access, parking and screening. Densities range upwards from 8 dwelling units per acre.

General Mixed Use



General Mixed Use depicts those areas appropriate to be developed, as dynamic areas of mixed residential, commerce and employment. These areas include a consolidated, concentrated array of typically more intense retail and commercial uses along with higher density residential as in an “Urban Village” development. It includes the broadest mix of uses, including light industrial, office and commercial with performance standards to ensure compatibility. These areas require access to multiple modes of transportation including consideration of access to both local pedestrian and regional vehicular routes.

Recreation Commercial



This category contains waterfront-related entertainment and lodging facilities, meeting facilities, and open space uses typically associated with resorts and other businesses unique to the tourism industry. It includes smaller family owned and operated businesses which are “legacy” uses within residential neighborhoods. If these businesses cease to exist in the future, uses, densities and development patterns similar to adjacent properties are appropriate for redevelopment.

CBD Commercial



The purpose of this district is to preserve and perpetuate an intensive and cohesive downtown characterized by zero lot line development with a focus of commerce, community, governmental and cultural activities. The Central Business District (CBD) is intended to provide a district accommodating those retail, service and office functions which are characteristic to a traditional “downtown” area and to allow the present downtown area to expand, develop and redevelop, with emphasis on specialty shops and office uses. Residential apartments are present as part of vertical mixed-use buildings or separate apartment buildings as are, government facility, churches and other institutional uses.

General Commercial



The General Commercial District is to provide space for concentrated general business and commercial activities where the vehicular-oriented activities can be maximized with minimal infringement on residential neighborhoods and with minimal conflicts with uses allowed in the Central Business District. It is intended that this District provide opportunities for neighborhood-service commercial, office, governmental, general retail and other low impact commercial uses.

Highway Commercial



This district provides for community and regionally wide commerce and big box retail development, with associated surrounding retail and service uses, along with ancillary office uses. It is oriented primarily to the motorist, with planned internal circulation patterns while still accommodating pedestrian movement and is situated along arterial roads.

Industrial



The Industrial land use classification identifies areas of the city where distribution, research and development, warehouse, assembly, light processing and manufacturing uses are appropriate.

Government, Utility, & Transportation



These areas are designated for uses and facilities where government or privately-operated utility, transportation or similar necessary services for the public are conducted, created, processed or overseen.

Institutional

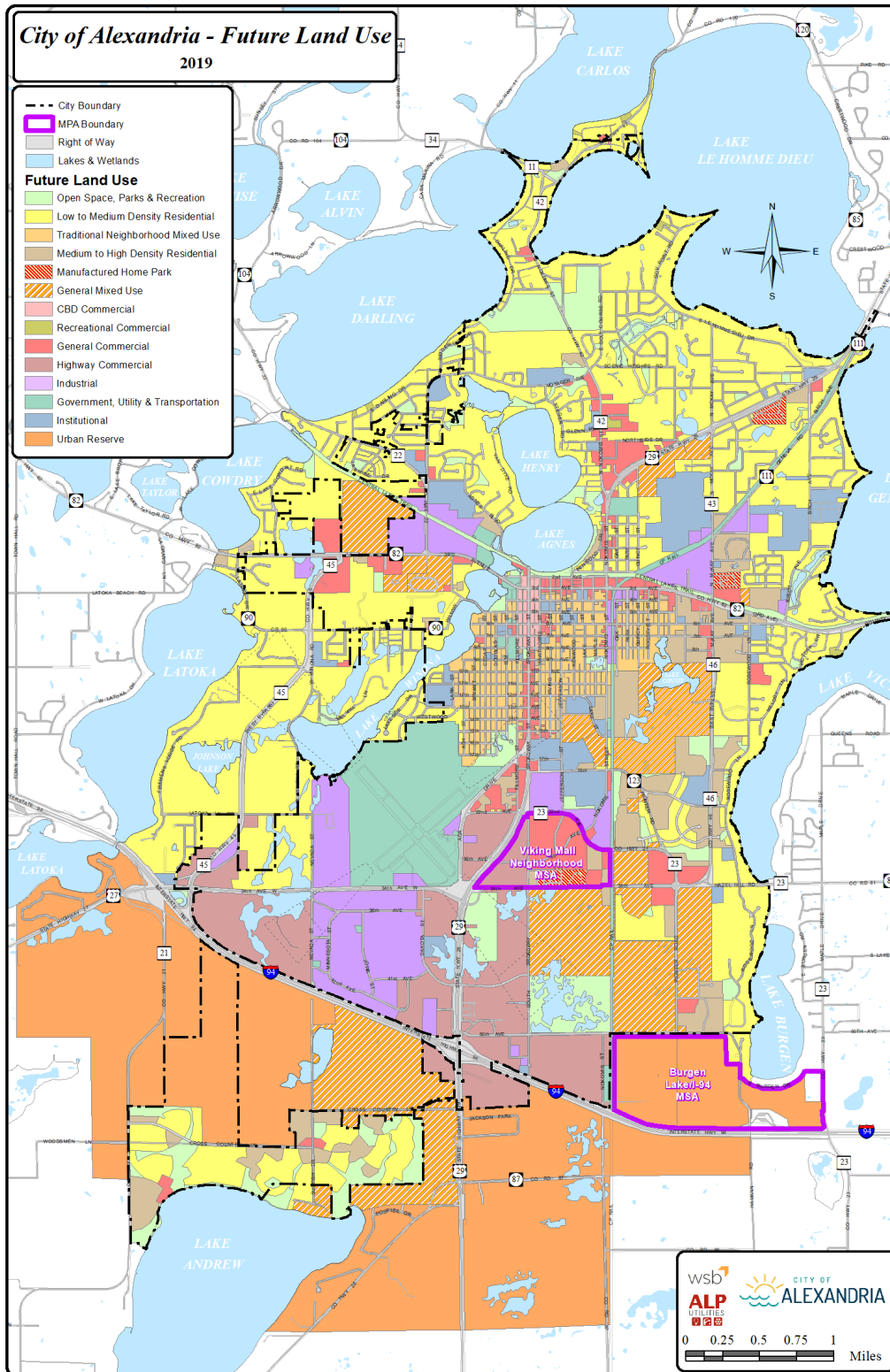


Institutional land uses identify community facilities and institutions. These lands may include: churches, hospitals and health care facilities, schools and colleges and similar not-for-profit facilities arranged in a campus setting.

Urban Reserve



The urban reserve district may include property that is currently unoccupied, vacant or utilized for low density residential or agricultural purposes located within the urban fringe of the City and not anticipated to be required for urban development during the term of this plan.



Master Planning Areas

Master planning areas are used to recommend a deeper study to understand issues and consider options within the highlighted area of the City. Based on the findings, a broader planning process is used to determine solutions which may be innovative or somewhat unusual for the City. The Master Planning Areas exhibit one or more of the following conditions:

- Uncertainty about or extensive changes to market conditions, ownership patterns or infrastructure capacity.
- Lands involved with controversial projects within a highly political environment.
- Areas which would benefit from site specific decisions on preferred forms, design themes, and resolutions for transitions between the designated area and adjacent existing land uses

Lake Burgen Interchange

The new I-94 interchange planned for the Lake Burgen Rest Area will bring new opportunity for the City but also has the potential to shift land use and development patterns as other newly developed interchanges have in the past. A study and master planning effort should consider the best future use of land near this new entrance to the City. While past development patterns would point to the area being optimal for new highway commercial development, the drastic changes in retail over the past decade create a level of uncertainty over the type and amount of commercial space that will be needed in the City in the future.

Viking Plaza Neighborhood

Across the Country, communities are dealing with the vacancies in previously vibrant shopping malls and Alexandria has its own such case with the Viking Plaza. Not just the mall building itself, but also the expanse of surface parking surrounding the edifice and nearby vacant out lots provide opportunity for redevelopment efforts.



**VIKING PLAZA FROM 30TH AVENUE WEST. IMAGE FROM AUGUST 2018
SOURCE: GOOGLE STREET VIEW**

Approved Master Plans and Studies

Master Plans & Studies can be found at: alexandriamn.city/master-plans-and-studies/

Zavadil Master Plan – 2009
2030 Transportation Plan – 2011
Johnson Family Master Plan – 2011
Historic Context Study – 2013
Enterprise JHS Master Plan – 2015
East Watershed Trail Plan – 2015
Missing Link Study – 2016
Douglas County Fairgrounds Area Master Plan – 2016
Roth Family Master Plan – 2017
18th Avenue Corridor Master Plan – 2018
2018 Housing Study Update

Development Constraints

The land use designations above provide for the planned development patterns broadly across the city. Other factors will also directly impact these patterns. City development regulations already address many development constraints, but they are included here as they should be considered in terms of the impact they have on the pattern of development within the city as a whole and for the uniqueness they can bring to different neighborhoods. Such features include lakes, soils, wetlands, flood prone areas, potential archeological sites and regionally significant ecological areas. Several of these significant natural features/areas exist in the proposed growth area of the city.

Alexandria has an abundance of surface water features. In the past, these have often been considered roadblocks to development. It was not uncommon to drain wetlands and divert streams or to clean the lake shores of natural vegetation. Now, we recognize these natural resources as amenities that enhance the quality of life for residents and support tourism. Integrating the value of these resources in land-use decision-making is essential to the successful growth and management of the city.

The Shoreland zoning overlay regulates the development of lands within 1,000 feet of the lake (ordinary high water level) and provides some elements for surface water quality protection. The City stormwater management Plan (further addressed in Chapter V, page 83) further provides guidelines and resources for water quality protection. With the level of importance given by the community to the area surface water features, Stormwater management should be incorporated into both new development and also redevelopment projects where possible.

Alexandria does not participate in the National Flood Insurance Program (NFIP) as there has not been a demonstrated benefit to the residents or the city, however, the City does regulate floodplain areas through a locally established floodplain ordinance (Section 10.18 of the City Code) which was originally adopted in 1983 and subsequently amended in 1990. There are areas of similarity and overlap between the local ordinance and the NFIP regulations. Residents are still able to purchase flood insurance through local agents, however they are not able to participate in the NFIP. All water control structures in the city's Floodplain District are under the jurisdiction of the Joint Floodwater Control Board, a multi-jurisdictional organization including Alexandria, Douglas County,

Alexandria Township, La Grand Township and the Alexandria Lakes Area Sanitary District.

The airport property, which includes the runways is city owned. 'Safety zones' are approach areas for the airport runways and regulations are in place limiting the development that can occur in these areas. The amount of vacant land in the safety zones is just over 217 acres. Some portions of these are public, while others are privately owned. Restrictions include types of land uses that can be located in these zones and the height of that development. For all intents and purposes, the areas in "Safety Zone A" that are vacant will remain vacant. Those areas in "Safety Zone B" may develop with height and density restrictions. For parcels (particularly in the A zone) which are only partially covered by a safety zones, the underlying land use category provides the guidance for the use in the remaining land. For these properties, clustering or a transfer of development rights may be appropriate development methods to consider².

The history of people living in and around the Alexandria area extends to prior to European development and it is likely that archeological resources are present on undeveloped lands. Special attention should be given to archaeological investigations of Native American sites between Lakes Carlos, Darling and Le Homme Dieu where archeologists have previously identified native mounds. Any proposed developments within this area should be reviewed for potential impacts to these resources.

Goals

- Alexandria's growth will be guided in a thoughtful manner, directed toward areas that will enhance the City's quality of life and not compromise it, and at a pace to establish and sustain the necessary supportive facilities and services for residents.
- New growth and development will be in harmony with and preserve the natural environment and its resources.
- The housing stock will be diverse in type and size, appealing to all income levels, needs, and lifestyles.
- The City will have land available and planned for economically productive uses (including commercial and industrial).
- Alexandria will host a mix of businesses that are accessible to both residents and visitors alike.
- The City's physical and cultural character will reflect its small-town spirit as areas of growth redevelop into high-quality living environments.

² the Waterhouse property just west of Broadway within the A zone is an example of where this could apply.

Policies

General Land Use & Development Policies

- Provide linkages between highway commercial areas and the downtown or general business district.
- Maintain and improve the character of all aspects of the lake with respect to future residential lakeshore development.
- Improve access and linkages between housing, employment and retail centers in Alexandria.
- Provide adequate amounts and locations of public land for facilities and staff to operate and maintain the essential services for current and future residents and businesses in the community.
- Ensure proposed parkland dedication or fee-in-lieu of dedications meet the needs of the City.

Downtown

- Continue promoting downtown Alexandria as an important retail center.
- Promote the expansion of the downtown on sites identified for potential redevelopment.
- Continue to promote downtown as the center of the community as a focal point for government, community social activities and commerce.
- Provide and enhance convenient and aesthetically pleasing parking areas for customers and employees.
- Promote a mix of uses in the downtown which reflect historic physical and cultural character of the community.

Commercial

- Promote land uses that will reinforce business synergy.
- Provide commercial areas for businesses which are more vehicle oriented, versus pedestrian traffic oriented, and which require larger sites.
- Minimize traffic conflicts within commercial areas.

Residential

- Minimize the development of incompatible land uses adjacent to and traffic through residential neighborhoods.
- Promote safe, healthy and attractive residential environments by offering a broad choice of housing options including sufficient life-cycle housing options, sizes and values conducive to a diverse population and various income levels.
- Promote on-going maintenance of owner-occupied and rental housing units.
- 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.

Strategies

Code Review & Updating

The Zoning Ordinance should be reviewed for consistency with the newly adopted Land Use Plan. Issues to look at include:

- How the regulations impact forms of development, not just the type of uses allowed in different zones. It may be appropriate to consider a form-based code, or a hybrid of this and standard zoning.
- Keep in mind the intended “flavor” of the land use districts in modifications to the zoning ordinance. Consider allowing variation of standards and requirements so that developers and the City can be creative in achieving both multiple and various goals.
- Consider the appropriate mixes of use based on the land use districts. Mixed use developments are most likely to produce a pattern of development that is consistent with the goal of maintaining the original character of the community. Utilize conditional uses permits and planned unit developments to maintain high standards of development based on the intent/purpose of the zoning district.
- Make sure there are methods to identify and consider development constraints in the review process for proposed development.

Single Family Rentals and Small Resort Accommodations

Continue to work toward a balance of providing tourist friendly accommodations and maintaining neighborhoods where year-round residents feel comfortable. Utilize the recently adopted ordinances for management of single-family homes for rent by owner as tourist accommodations and continue to monitor the lodging industry for potential future changes that may affect the community.

Master Planning Areas

Lake Burgen I-94 Master Planning Area

A study of the area to determine the appropriate types, style and time frame of future development near the interchange should be undertaken. Consideration of existing adjacent land uses and resources including Burgen Lake, the existing homes already developed, and wetlands present in the vicinity should be included. Proposed road alignment options (based on the study previously conducted) and connectivity these will provide to other areas of the City should further be addressed. Consideration should also be given to the type of land uses which will be most appropriate. New retail should be considered with consideration of vacancy rates seen in other commercial areas of town. Consider need, potential location and general ideas for a park and ride facility near the interchange and recent land use plans for mixed use development north of this area as well.

Viking Plaza Master Planning Area

A study of the area which engages the different property owners, considers zoning and building code constraints, existing infrastructure and other resources available should be undertaken for the Viking Plaza area. The need and opportunity for different types of housing in the City and the locations proximity to nearby employment centers along with pedestrian connectivity and open space needs of the neighborhood should be considered in a study and planning process.

Property Maintenance Standards

Research, create and implement property maintenance and code enforcement programs

Chapter IV Transportation

The City of Alexandria's multimodal transportation system includes facilities for vehicles, walking, bicycling transit, and aviation. Facilities are operated by a number of agencies, including the City of Alexandria, Douglas County, the Minnesota Department of Transportation (MnDOT), and Rainbow Rider Transit.

This transportation chapter has been prepared in compliance with Douglas County, the West Central Minnesota MnDOT Region, and the State of Minnesota Statutes. As part of this Plan, the City has reviewed existing and future conditions for each mode and identified safety, operational, and network improvements that will be important to address over the 2040 planning horizon.

Transportation Definitions

CIP: Capital Improvement Plan – five-year plan for capital investments in the transportation system and in other capital assets owned by the City (equipment, buildings, etc.).

CR: County Road – county-owned roadway that does not receive State funding.

Critical Crash Rate: Statistical indicator of a safety problem at a location. If crash rates at a location are above the critical crash rate, it indicates that the location has a crash rate that is statistically significant compared to similar roadways.

CSAH: County State Aid Highway – county-owned roadway that receives State Aid funding.

MnDOT: Minnesota Department of Transportation.

TH: Trunk Highway – State highway owned and operated by MnDOT.

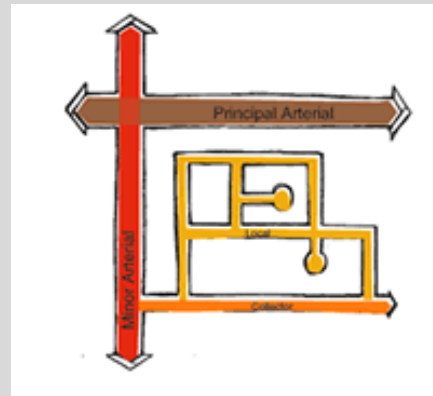
Existing Roadway System

The sections below provide information about the existing roadway system in the City of Alexandria, including existing number of lanes, existing roadway jurisdiction, existing functional classification, existing traffic, existing safety, and access management. This chapter also includes summary recommendations from recent plans and corridor studies.

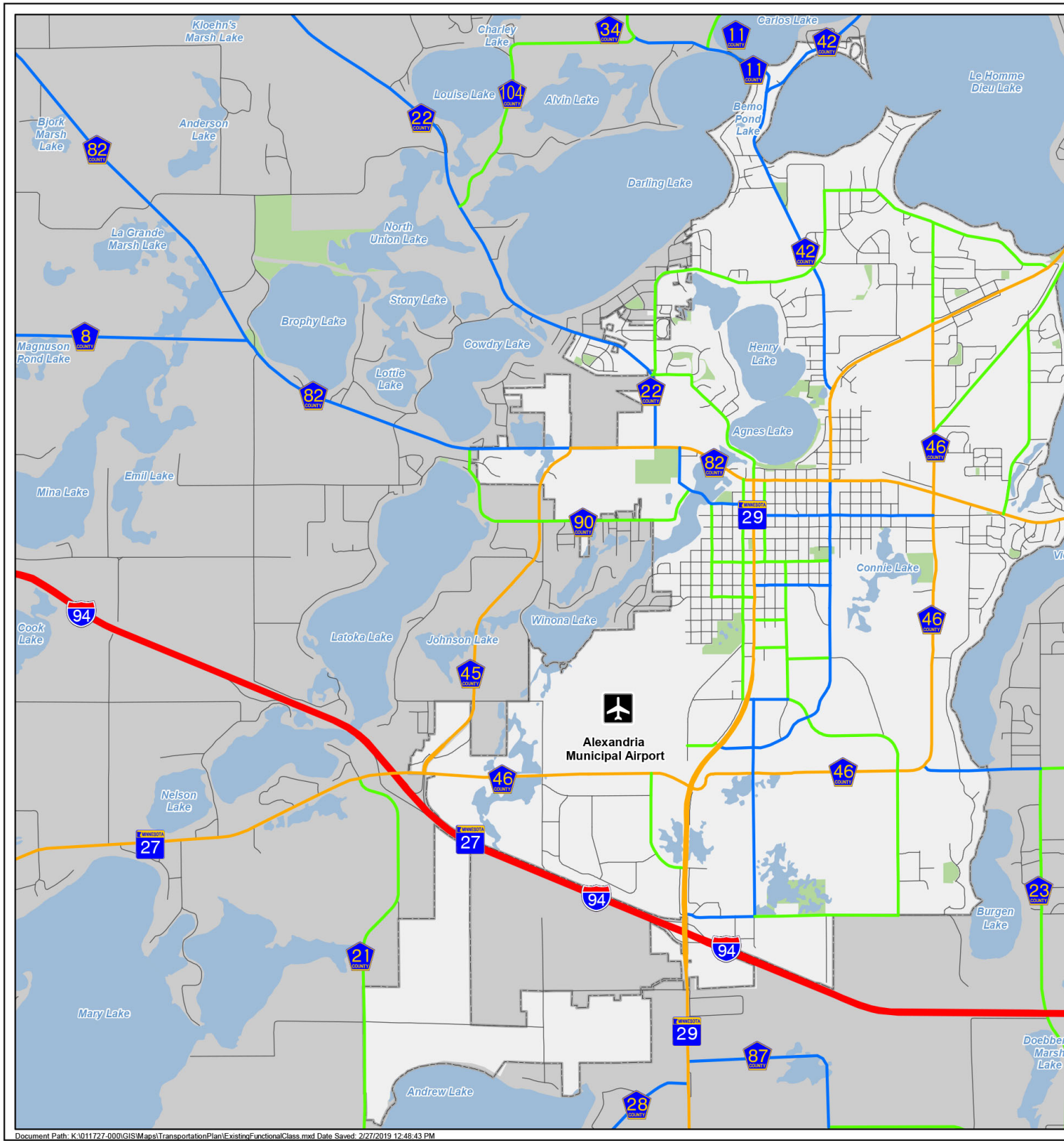
Functional Classification

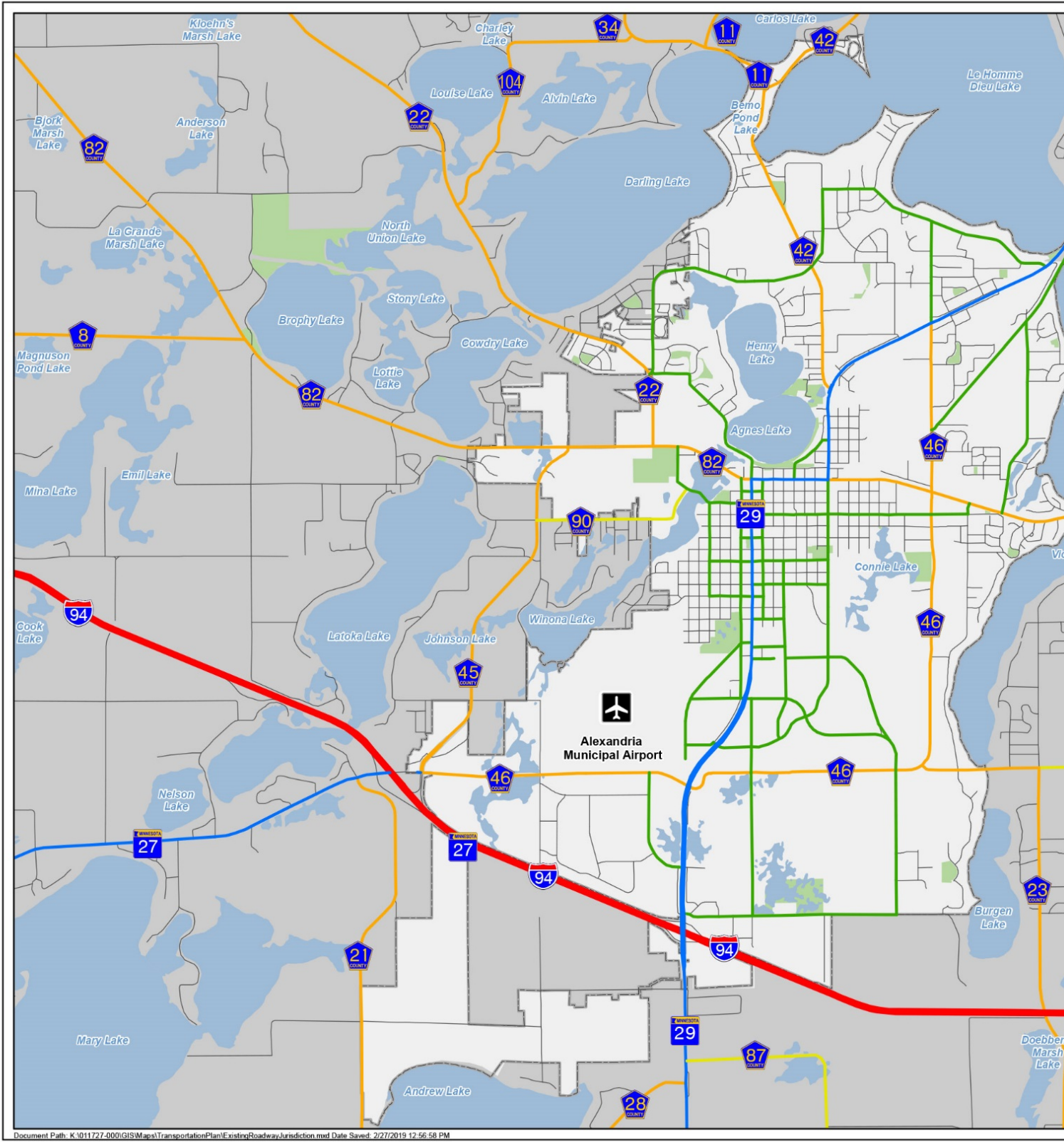
The functional classification system groups roadways into classes based on roadway function and purpose. Functional classification is based on both transportation and land use characteristics, including roadway speeds, access to adjacent land, connection to important land uses, and the length of trips taken on the roadway.

The **functional classification system** organizes a roadway and street network that distributes traffic from local neighborhood streets to collector roadways, then to minor arterials and ultimately the principal arterial system. Roads are placed into categories based on the degree to which they provide access to adjacent land and mobility for through traffic. Functional classification gives an indication of the relative hierarchy of roadways in the transportation network.



There are four classes of roadways included in the MnDOT functional classification system: principal arterials (including interstates), minor arterials, collector roadways, and local streets. **Map 2** shows the existing functional classification of each road in the City of Alexandria and **Map 3** shows the existing roadway jurisdiction. The following sections describe each functional class in greater detail and indicate which roadways fall into each classification.





Principal Arterials

Principal arterials are roadways that provide the greatest level of mobility and access control. These facilities are intended to serve trips greater than eight miles and express transit trips. Spacing of interstates varies within developing areas of the state. Typically these facilities are spaced between two and six miles apart. These facilities connect regional business and commercial concentrations, transportation terminals, and large institutions within the metropolitan area. Interstates also connect to other cities, regions, and other states.

Principal arterials are intended to maintain average speeds of 60 mph during peak traffic periods. To maintain mobility and speeds on principal arterials, land access and transportation system connections are limited. There is little to no direct land access from principal arterials. Intersections are limited to interstate freeways, other principal arterials, and "A" minor arterials. Access points are typically grade-separated or controlled with a signal and are spaced one to two miles apart.

There is one principal arterial that passes through the City of Alexandria. Interstate 94 (I-94) crosses through the southern City of Alexandria. I-94 provides a northwest-southeast connection through Minnesota, connecting Fargo, ND with the Twin Cities. There are no proposed additional principal arterials within the City.

Minor Arterials

Minor arterials maintain a focus on mobility but provide more land access than principal arterials. Within the City of Alexandria, minor arterials are under the jurisdiction of MnDOT or Douglas County. Minor arterials are intended to serve trips of four to eight miles in length. Within developing areas of the metro, these facilities are spaced between one and two miles apart. Minor arterials connect cities and towns within the region and link to regional business and commercial concentrations. Access points along minor arterials are generally at-grade and typically controlled with signals or stop signs.

During peak traffic, minor arterials in developing areas are intended to maintain 30 mph average speeds. As a result, transportation system connections are limited to interstate freeways, other principal arterials, other minor arterials, collectors, and some local streets. Land access is limited to concentrations of commercial and industrial land uses.

The following minor arterials are identified in the City of Alexandria:

- MN Highway 29
- County State Aid Highway (CSAH) 45
- CSAH 46
- CSAH 82

Major and Minor Collectors

Major and minor collector roadways provide linkages to larger developments and community amenities. They generally do not link communities to one another. Collector roadways generally favor access to the system over mobility but try to balance the two competing needs. Collector roadways are generally lower speed than the principal or minor arterial routes. Collector roadways are often owned and operated by cities, although counties operate some of these facilities. Within the City of Alexandria, there are multiple collector roadway, operated by the City of Alexandria and Douglas County.

Collectors are intended to serve trips of one to four miles in length. Collectors link minor arterials, other collectors, and local streets.

Major collectors typically serve higher density residential areas and concentrations of commercial and industrial land uses. These facilities tend to serve longer trips than minor collectors. Major collectors within the City include:

- CSAH 11
- CSAH 22
- CSAH 23
- CSAH 42
- CSAH 82 NW
- 5th Avenue West
- Willow Drive
- Fairgrounds Road
- 6th Avenue East
- 12th Avenue East
- 22nd Avenue East
- 30th Avenue
- 50th Avenue
- South Broadway Street
- Nokomis Street

There are no proposed additional collector roadways within the City.

Local Roadways

The primary function of local roadways is land access. Local roadways connect individual land parcels with other local roadways and collectors. Trips on local roadways are typically under two miles. Speeds on local roadways are typically low. Longer trips are facilitated by local roadway connections to the collector and arterial systems. Local roadways are under the jurisdiction of the City of Alexandria. Local roadways are all roadways that are not arterials or collectors.

Planned Functional Classification

The City of Alexandria is currently working with Douglas County and MnDOT to make functional classification changes on two roadways.

- CSAH 42, between CSAH 11 and TH 29: to change to a Minor Arterial
- CR 120, between CR 42 and TH 29: change to a Minor Collector

County Road 120 is just outside of the City limits in Carlos Township. Functional classification changes on CR 120 will impact CR 42 and TH 29, which are both in the City of Alexandria.

Existing Roadway Capacity and Safety

Roadway capacity and roadway safety are two key indicators of how well the roadway system is meeting the City's transportation needs. The sections below provide information to better understand capacity and safety issues within Alexandria.

Existing Roadway Capacity

A roadway's capacity indicates how many vehicles may use a roadway before it experiences congestion. Capacity is largely dependent upon the number of lanes. Shown in the table below are planning-level thresholds that indicate a roadway's capacity (measured in annual average daily traffic, AADT). Additional variation (more or less capacity) on an individual segment is influenced by a number of factors including: amount of access, type of access, peak hour percent of traffic, directional split of traffic, truck percent, opportunities to pass, and amount of turning traffic, the availability of dedicated turn lanes, parking availability, intersection spacing, signal timing and a variety of other factors.

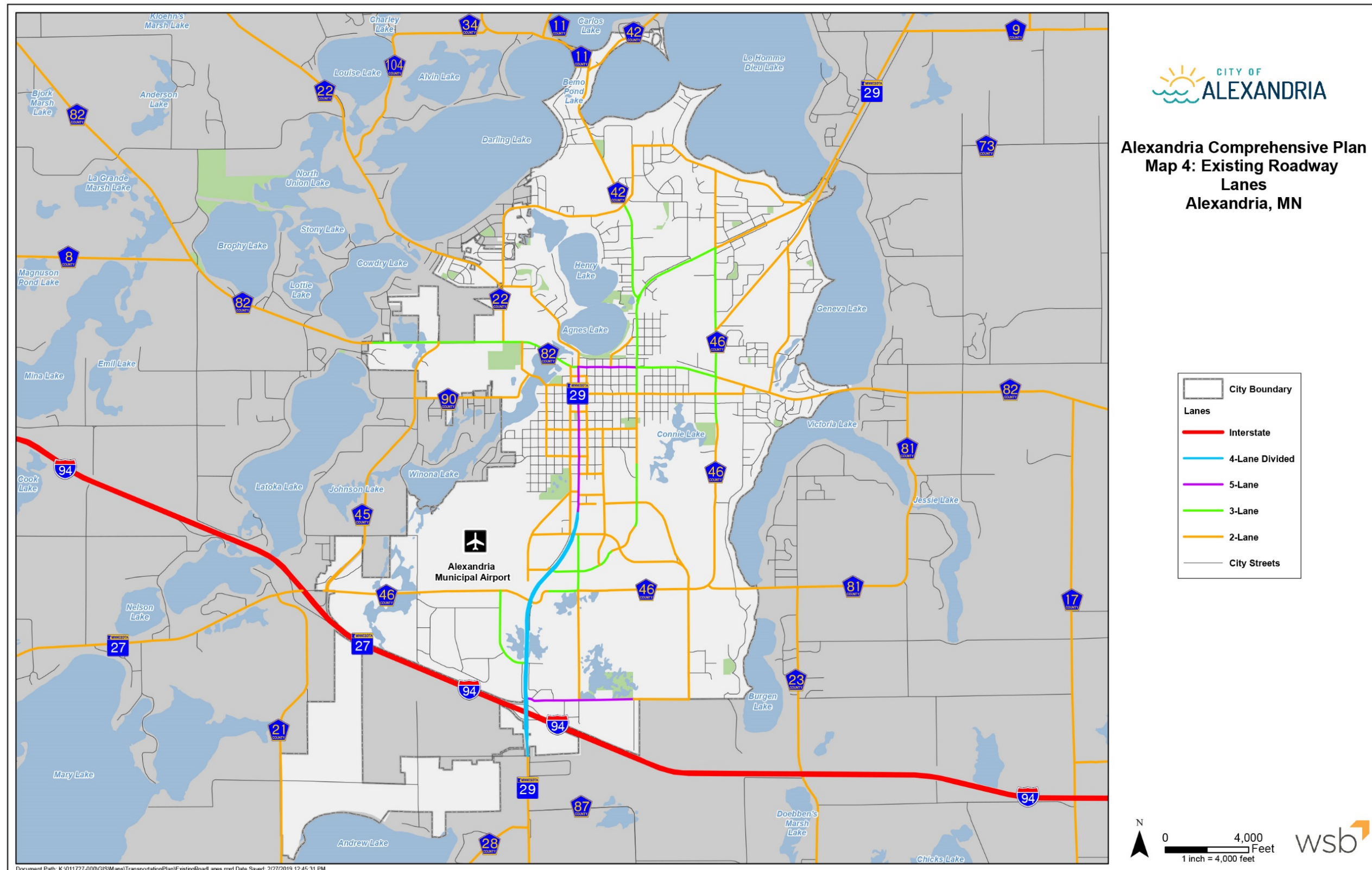
PLANNING – LEVEL URBAN ROADWAY CAPACITIES

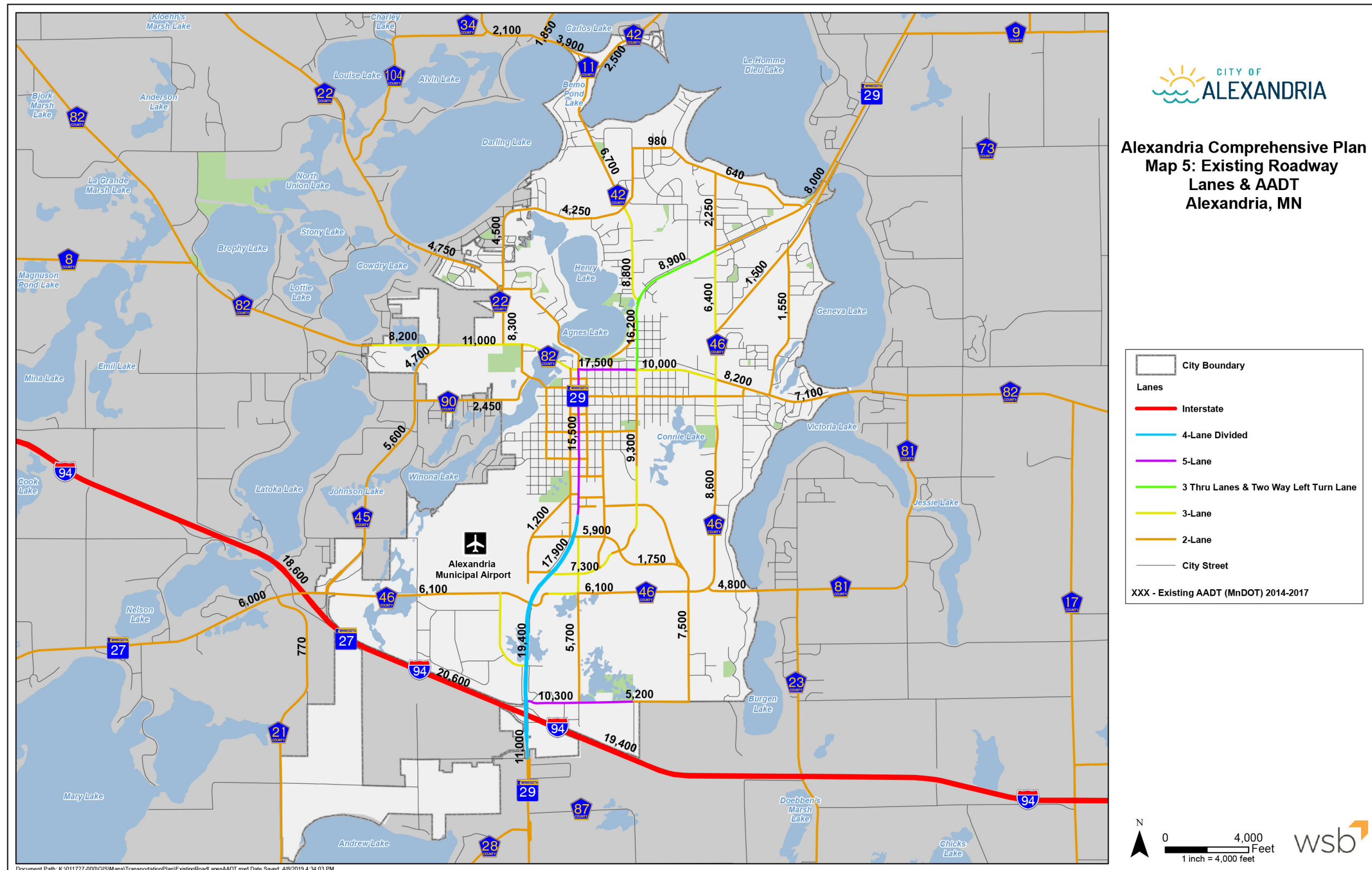
		DAILY TWO-WAY VOLUME	
		Lower Threshold	Higher Threshold
FACILITY TYPE			
Arterials	Two-lane Undivided	10,000	12,000
	Two-lane Divided or Three-lane Undivided	15,000	17,000
	Four-lane Undivided	18,000	22,000
	Four-lane Divided or Five-lane Undivided	28,000	32,000
Freeways	Four-lane Freeway	60,000	80,000
	Six-lane Freeway	90,000	120,000
	Eight-lane Freeway or Higher	Calculated on a segment-by-segment basis	

Existing Capacity Problems on Arterial Roads

At the planning level, capacity problems are identified by comparing the existing number of lanes with current traffic volumes. **Map 4** illustrate the existing number of lanes on collector and arterial roadways within the City. **Map 5** illustrates existing traffic volumes on Interstate, State, County, CSAH and MSAS roadways within the City.

Existing traffic volumes are below or within the range of the planning level capacity thresholds shown in the table above. This indicates that these roadways are typically not experiencing high levels of congestion today.





Access Management

The purpose of access management is to provide adequate access to adjacent land development while maintaining acceptable and safe traffic flow on higher level roadways. Access management consists of carefully controlling the spacing and design of public street intersections and private access points to the public roadway system. Because they are designed for higher speed, longer distance trips, arterials generally have restricted access, while local streets can accommodate much greater access. Collector roadways fall in between arterials and local roadways regarding the amount of access that is permitted.

The agency with jurisdiction over a roadway sets access management guidelines. Access to I-94 must meet MnDOT access management guidelines, which are shown on the following pages.

Douglas County has established access management guidelines for county roadways, as shown on page 48. It should be noted that there are existing access points within the City that do not meet Douglas County access spacing guidelines. In many cases, these access points were established prior to county access spacing guidelines/policies. In other cases, the county has granted an exception to the existing guidelines. As roadways are reconstructed or if redevelopment occurs, the county will generally work to modify and/or relocate access points that do not meet current access spacing guidelines, recognizing that this may not be feasible in all instances.

**MNDOT ACCESS MANAGEMENT MANUAL - SUMMARY OF RECOMMENDED
STREET SPACING FOR IRCS**

Category	Area or Facility Type	Typical Functional Class	Public Street Spacing		Signal Spacing
			Primary Full-Movement Intersection	Secondary Intersection	
1 High Priority Interregional Corridors & Interstate System (IRCs)					
1F	Interstate Freeway	Principal Arterials	Interchange Access Only		⊘
1AF	Non-Interstate Freeway		Interchange Access Only (see Section 3.2.7 for interim spacing)		See Section 3.2.5 for Signalization on Interregional Corridors
1A	Rural		1 mile	1/2 mile	
1B	Urban/Urbanizing		1/2 mile	1/4 mile	
1C	Urban Core		300-660 feet dependent upon block length		
2 Medium Priority Interregional Corridors					
2AF	Non-Interstate Freeway	Principal Arterials	Interchange Access Only (See Section 3.2.7 for interim spacing)		See Section 3.2.5 for Signalization

ALEXANDRIA 2040 COMPREHENSIVE PLAN

2A	Rural		1 mile	1/2 mile	on Interregional Corridors
2B	Urban/Urbanizing		1/2 mile	1/4 mile	
2C	Urban Core		300-660 feet, dependent upon block length		¼ mile
3	Regional Corridors				
3AF	Non-Interstate Freeway	Principal and Minor Arterials	Interchange Access Only (see Section 3.2.7 for interim spacing)		Interim
3A	Rural		1 mile	1/2 mile	See Section 3.2.5
3B	Urban/Urbanizing		1/2 mile	1/4 mile	1/2 mile
3C	Urban Core		300-660 feet, dependent upon block length		1/4 mile

SOURCE: MNDOT

SUMMARY OF RECOMMENDED STREET SPACING FOR NON-IRCS

Category	Area or Facility Type	Typical Functional Class	Public Street Spacing		Signal Spacing
			Primary Full-Movement Intersection	Secondary Intersection	
4Principal Arterials in the Twin Cities Metropolitan Area and Primary Regional Trade Centers (Non-IRCs)					
4AF	Non-Interstate Freeway	Principal Arterials	Interchange Access Only (see Section 3.2.7 for interim spacing)		Interim
4A	Rural		1 mile	1/2 mile	See Section 3.2.5
4B	Urban/Urbanizing		1/2 mile	1/4 mile	1/2 mile
4C	Urban Core		300-660 feet dependent upon block length		1/4 mile
5Minor Arterials					
5A	Rural	Minor Arterials	1/2 mile	1/4 mile	See Section 3.2.5
5B	Urban/Urbanizing		1/4 mile	1/8 mile	1/4 mile

ALEXANDRIA 2040 COMPREHENSIVE PLAN

5C	Urban Core		300-660 feet, dependent upon block length	1/4 mile	
6 Collectors					
6A	Rural	Collectors	1/2 mile	1/4 mile	See Section 3.2.5
6B	Urban/Urbanizing		1/8 mile	Not Applicable	1/4 mile
6C	Urban Core		300-660 feet, dependent upon block length		1/8 mile
7 Specific Area Access Management Plans					
7	All	All	By adopted plan		

SOURCE: MNDOT

DOUGLAS COUNTY ACCESS SPACING GUIDELINES

TYPE OF PUBLIC ACCESS REQUESTED	Type Of Roadway And Adt Affected By Access				
	Controlled Access Arterial Freeway Facility	Multi-Lane Divided Arterial Or Collector Over 10,000	Two-Lane Arterial Or Collector 2,000 – 10,000	Two-Lane Arterial Or Collector Less Than 2,000	Two-Lane Local Roads
Local: Low-Volume, Non-Continuous Streets	No direct access	¼ mile spacing with no median opening	1/8 mile spacing with turn lanes	1/8 mile spacing with turn lanes	1/6 mile spacing
Local: Medium-Volume, Non-Continuous Streets	No direct access	½ mile spacing with signals and turn lanes	1/4 mile spacing with turn lanes	1/4 mile spacing with turn lanes	1/8 mile spacing with turn lanes
Collector: Low and Medium Volume Through Streets	No direct access	½ mile spacing with signals and turn lanes	1/4 mile spacing with turn lanes	1/4 mile spacing with turn lanes	1/8 mile spacing with turn lanes
Collector and Arterial: High Volume Through Streets	1 Mile Spacing (Interchange)	½ mile spacing with signals and turn lanes	1/2 mile spacing with turn lanes	1/2 mile spacing with turn lanes	1/4 mile spacing with turn lanes
Arterial: High-Volume Streets and Expressways	1-2 Mile Spacing (Interchange)	1 mile spacing with signals and turn lanes	1 mile spacing with turn lanes	1 mile spacing with turn lanes	1/2 mile spacing with turn lanes

Recommendations from Recent Plans and Studies

2011 Douglas County Comprehensive Plan: Monitor Freight

In 2011, Douglas County released the county's Comprehensive Plan. The Comprehensive Plan created strategies that impact the City of Alexandria. The plan included recommendations to cooperate with MnDOT and the City to monitor at-grade railroad crossings at CSAH 46 (34th and McKay Avenue) and County Road 106 (50th Avenue). There are other at-grade railroad crossing at the Soo Line Railroad that should be monitored, including:

- 22nd Avenue
- 18th Avenue
- 8th Avenue
- 6th Avenue
- Birch Avenue

2011 Douglas County Comprehensive Plan: Monitor Congestion

The 2011 Douglas County Comprehensive Plan created recommendations that impact the City of Alexandria. The plan included recommendations to work with the City of Alexandria to monitor roadway congestion on the following roads:

- CSAH 21
- CSAH 22
- CSAH 42
- CSAH 45
- CSAH 46
- CSAH 82

Additionally, in 2010, Douglas County released the 3rd Avenue Bicycle – Pedestrian Study. This report analyzed the pedestrian crossing on 3rd Avenue between Broadway and Nokomis Street.

2013 Regional Transportation Plan West Central Initiative: Highway Expansions

Douglas and Pope Counties have discussed potential support of expanding MN Highway 29 from two to four lanes between MN Highway 55 to I-94 in the future. There is currently a planned four-lane expansion of MN Highway 29 just south of Alexandria.

2010 Pedestrian/Bicycle Crossing Enhancements Study – 3rd Avenue Focus

In 2010, Douglas County released the 3rd Avenue Bicycle – Pedestrian Study. This report analyzed the pedestrian crossing on 3rd Avenue between Broadway and Nokomis Street.

In the report, a design was completed for an enhanced pedestrian crossing of 3rd Avenue between Broadway and Nokomis Street. The design incorporated low cost improvement measures such as a pedestrian refuge island, enhanced signing, and a more visible crosswalk.

Highway 27/County Road 46 Corridor Study (Current Study)

The Highway 27/County Road 46 Corridor Study analyzes potential roadway improvements to mitigate issues identified by local stakeholders, Douglas County staff and Minnesota Department of Transportation (MnDOT) staff.

The segment of the TH 27/CSAH 46 corridor under study is near the outskirts of the city limits of Alexandria. The land varies from commercial industry to rural farm land in the immediate vicinity of the corridor. There are three intersections with TH 27/CSAH 46 within the corridor; which include CSAH 21, I-94 EB, and CSAH 45/I-94 WB.

Specific issues that have been identified in the study area include performance issues (current intersection configuration and traffic control) at the TH 27/I-94 EB and TH 27/CSAH 46/CSAH 45/I-94 WB intersections as well as issues with access control and signing along the corridor. These three major issues have led to user dissatisfaction and safety concerns for the corridor.

When completed, this study will identify preferred alternatives to address the stakeholder's concerns for the TH 27/CSAH 46 corridor that balance the safety enhancements, efficiency improvements, project costs and user impacts.

TH 29 Corridor Study (3rd Avenue to CSAH 73) (Current Study)

The Trunk Highway (TH) 29 study area is a 2.9-mile segment of the corridor between County Road (CR) 82/ Third Avenue East and CR 73 in Alexandria. The corridor connects downtown Alexandria to the northern outskirts of Alexandria and serves as an important route for local traffic, commuters, pedestrians and bicyclists.

The corridor segment between CR 82/Third Avenue East and CSAH 42/Nokomis Street is within the urban core of Alexandria and is fully developed, having several intersections with local roadways and commercial access points. Between CSAH 42 and CR 73, the corridor is the urbanizing transition area between the core of Alexandria and rural areas outside of the city (see Map 2).

Interstate 94/Burgen Lake Rest Area (Current Study)

The Interstate 94 Burgen Lake Rest Area is located in the northeast quadrant of the interchange along Interstate 94, southeast of the City Alexandria. The Interstate 94/Burgen Lake Rest Area Study objective is to design and prepare a preferred conceptual layout for a future interchange at I-94 and Pioneer Road, including an extension of the Interstate 94 north frontage road and an extension of Pioneer Trail to the new interchange. The interchange will be located approximately two miles east of TH 29. Improvements to the rest area will serve as a major contributing factor for how the interchange geometrics will be developed. Project goals related to the rest area include the following:

- Maintain direct access to and from the rest area for westbound I-94 traffic, meaning that westbound motorists will not have to travel along Pioneer Road to return to westbound I- 94, but they may have to cross it.
- Provide convenient access to the rest area from eastbound I-94 that minimizes turning movements to get to the rest area.
- Accommodate 67 vehicles.
- Accommodate intercity bus vehicle movements. This should include bus access from westbound and eastbound I-94 with a bus loading area at the rest area.

- Minimize high power transmission line impacts.
- Provide future maintenance site for MnDOT.

Future Roadway System

This section addresses future roadway improvement needs and roadway design guidelines.

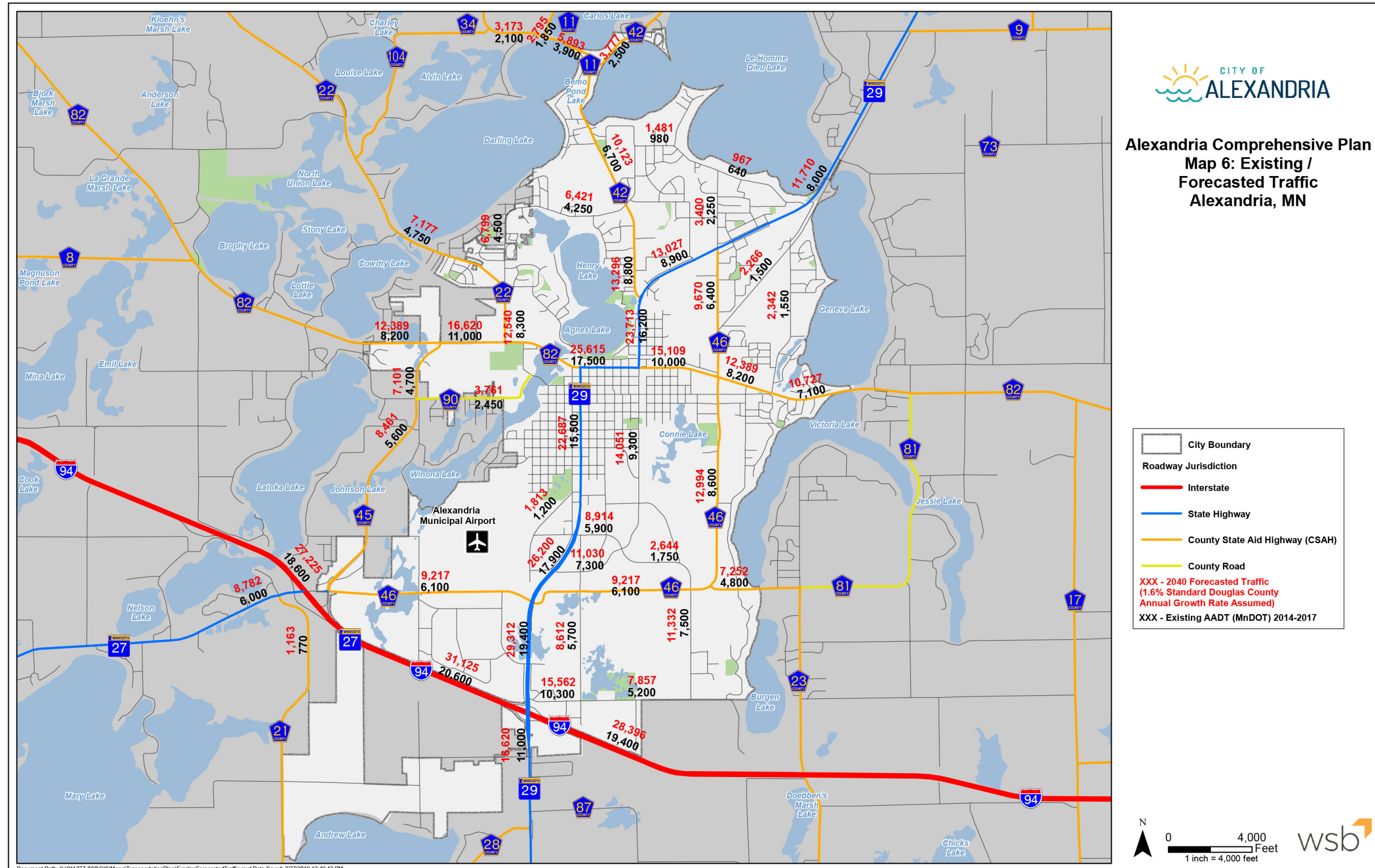
Roadway Capacity – Traffic Forecasting

To determine future roadway capacity needs, year 2040 traffic forecasts were prepared. The 2040 projections were compared to the expected 2040 roadway capacity or various roadway links to identify where capacity deficiencies may result. The 2040 roadway network assumed for this analysis is the same as the current roadway network, as the City and County Capital Improvement Plans (CIPs) do not include any projects that add significant capacity to the roadway network.

An annual growth rate of 1.6 percent was used to develop traffic forecasts for the year 2040. While growth rates are a valuable tool for identifying future traffic based on the proposed land use impacts, they are not meant for use in detailed traffic operations studies. For a more accurate representation of the transportation impacts from specific developments, detailed traffic studies should be conducted to determine the operational impacts on adjacent roadways and intersections.

The results of the forecast analysis for Alexandria are summarized in **Map 6**, which displays 2040 forecasted Average Daily Traffic (ADT) volumes compared to the existing (2014–2017) traffic volumes.

The Alexandria population is forecasted to reach 17,045 by the year 2040. Most of the forecasted growth for high density residential, commercial, and multi-optional development is expected to occur in the central portion of the City. For more information about the demographic allocation and associated land use forecast, please refer to the Alexandria Land Use Plan in Chapter III of the Alexandria Comprehensive Plan.



2030 and 2040 Future Roadway Capacity

To identify the need for potential future capacity improvements, the City forecasts were compared to planning-level roadway capacities for Alexandria roadways. Planning-level roadway capacities used for this analysis are illustrated below to show congestion forecasted in both 2030 and 2040.

PLANNING-LEVEL FORECASTED CONGESTION

Location	2030 Forecast	2040 Forecast	# Of Existing Lanes	Planning Level Los D Capacity	2030/2040 Forecasted Congestion
CSAH 46/34th Avenue West (east of Broadway Street)	7,500	9,217	2 Lane	10,000 AADT	Under/ Approaching Capacity
CSAH 46/34th Avenue West (west of TH 29)	10,500	9,217	2 Lane	10,000 AADT	Over/ Approaching Capacity
South Broadway Street (north of 50th Avenue)	n/a	8,612	2 Lane	10,000 AADT	Approaching Capacity
22nd Avenue East (east of TH 29)	8,000	8,914	2 Lane	10,000 AADT	Approaching Capacity
CSAH 45 (South of CR 90)	9,600	8,461	2 Lane	10,000 AADT	Approaching Capacity
Pioneer Road SE	6,600	11,332	2 Lane	10,000 AADT	Under/ Over Capacity
CSAH 42 (North Nokomis)	17,900	13,296	3 Lane	15,000 AADT	Over/ Approaching Capacity
CSAH 42 (N. of Voyager Drive)	10,800	10,123	2 Lane	10,000 AADT	Over Capacity
CSAH 82 (E. of McKay Avenue)	10,700	12,389	2 Lane	10,000 AADT	Over Capacity
CSAH 82 (E. of Birch Avenue)	8,600	10,727	2 Lane	10,000 AADT	Approaching/Over Capacity
Nokomis Street (S. of 3rd Avenue)	11,000	14,051	2 Lane	10,000 AADT	Over Capacity
S. McKay Avenue/CSAH 46 (S. of CSAH 82)	8,500	12,994	2 Lane	10,000 AADT	Approaching/Over Capacity
CSAH 82 (west of CSAH 22)	14,000	16,620	3 Lane	15,000 AADT	Approaching/Over Capacity

CSAH 22 (N. of CSAH 82)	10,300	12,540	2 Lane	10,000 AADT	Over Capacity
TH 29 (N. of McKay Ave NE)	12,000	11,710	2 Lane	10,000 AADT	Over Capacity
TH 29 (north of 3rd Avenue)	22,000	23,712	3 Thru/TWLT L	20,000 AADT	Over Capacity
TH 29 (S. of 22nd Ave.)	22,000	26,200	4 Lane Divided	28,000 AADT	Under/Approaching Capacity
TH 29 (N. of I-94)	21,000	29,312	4 Lane Divided	28,000 AADT	Under/Over Capacity

Based on these planning level roadway capacities, there are 11 roadways that will be over capacity in 2040. These roadways are highlighted in gray in the table. Most of the roadways are two-lane roadways with a current capacity of 10,000. CSAH 42, north of Voyager Drive is a two-lane undivided roadway with a current capacity of 10,000; by 2040 CSAH 42 has a forecasted volume over 10,123. CSAH 82 is also a two-lane roadway with forecasted volume over 12,389. Pioneer Road SE will exceed the 10,000 AADT with 11,332 by 2040. CSAH 22, north of CR 82, will exceed the 10,000 capacity by 2040, will volumes forecasted at 12,540. TH 29 north of 3rd Ave. is projected to have 11,710 by 2040.

Nokomis Street south of 3rd Avenue has the greatest 2040 volume that exceeds the current roadway capacity. Nokomis Street currently has a capacity of 10,000 but will reach volumes of 14,051 in 2040.

TH 29 north of 3rd Avenue is the only three-lane roadway that will exceed the current capacity by 2040. The roadway has a current capacity of 20,000 AADT, but will reach 23,712 by 2040. When TH 29 becomes a four-lane divided roadway, the capacity increases to 28,000. This segment of TH 29 also exceeds the capacity at 29,312 AADT.

Non-Motorized Transportation Network

This section addresses network needs for walking and bicycling within the City of Alexandria. This section also addresses the needs of people using wheelchairs and assistive mobility devices such as mobility scooters, as they are considered pedestrians.

Enhancing the non-motorized elements of the Alexandria transportation system is a key goal in terms of improving transportation sustainability in the City and in the region. This approach gives residents an alternative to driving, supports transportation options for people who do not have consistent access to a personal vehicle, and encourages healthy activities and lifestyles.

This section includes information on the existing non-motorized transportation network within the City of Alexandria, connections to land use planning, the planned local non-motorized transportation network, and the planned regional non-motorized transportation

network. This section also includes recommendations for intersection improvements and design best practices.

Existing Non-Motorized Transportation Network

The non-motorized transportation network in Alexandria is comprised of sidewalks, on-street bicycle lanes/shoulders, local multi-use trail, and regional trails. As shown in **Map 7**, there are existing sidewalks on a number of the streets, both on the main roadways as well as on many local roads. The most robust sidewalk network within the City is in downtown. Bicycle travel in Alexandria occurs along the roadway and is designated with bicycle routes. Currently there are no striped bicycle lanes within the City. A more complete non-motorized network will encourage more pedestrian and bicycling activity.

There are also multiple city trails, as highlighted in **Map 8**, which are largely paved with asphalt and primarily adjacent to roadways, connecting parks, schools, lakes, and other destinations within the City. There is one regional multi-use trail located in the City of Alexandria. The Central Lakes Trail is an existing Douglas County regional trail that crosses through the City of Alexandria east-west. This trail covers 55 miles through the communities of Alexandria, Osakis, Nelson, Garfield, Brandon, Evansville, Melby, Ashby, and beyond to Fergus Falls. The trail connects to the Lake Wobegon Trail.

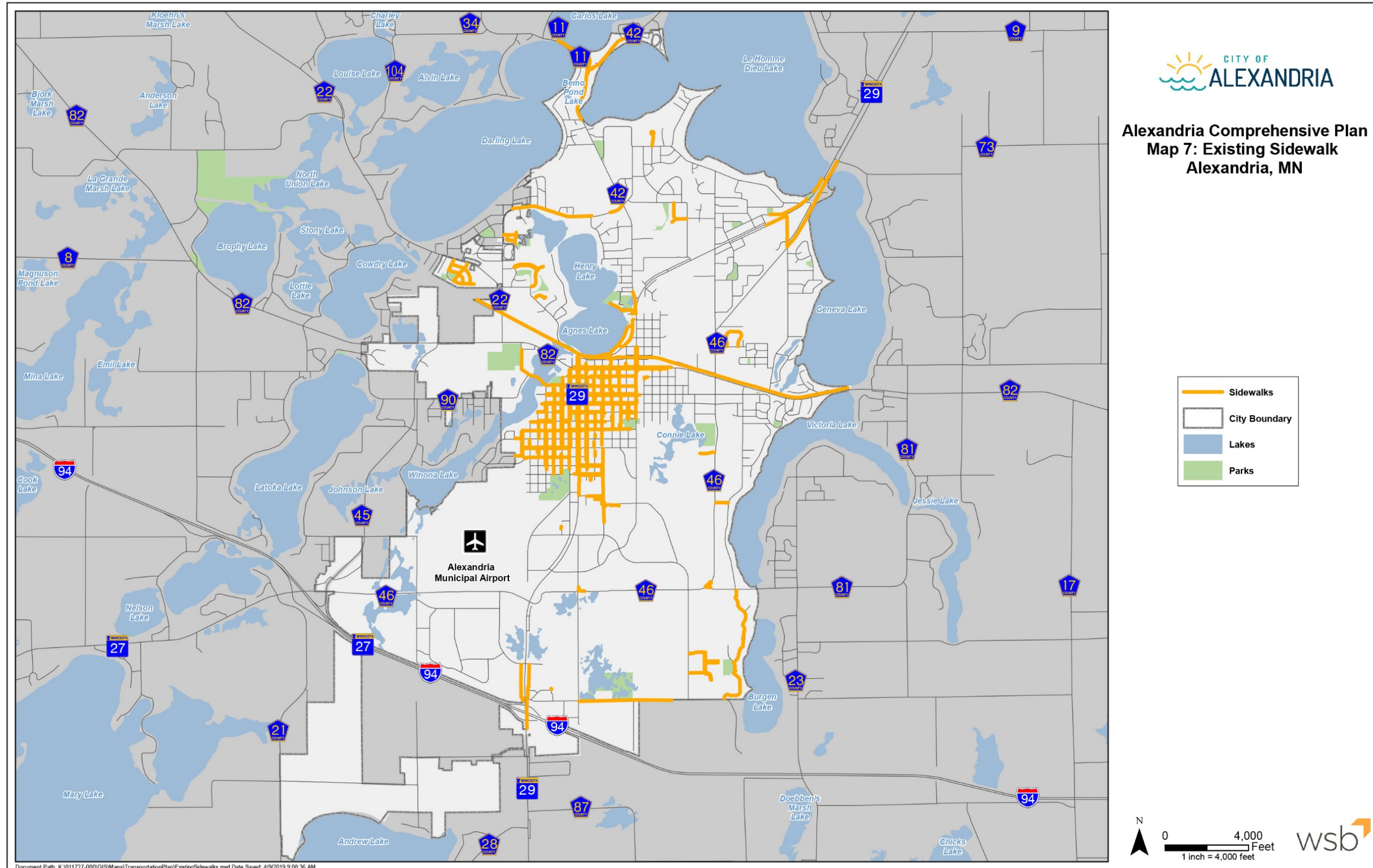
Connections to Land Use Planning

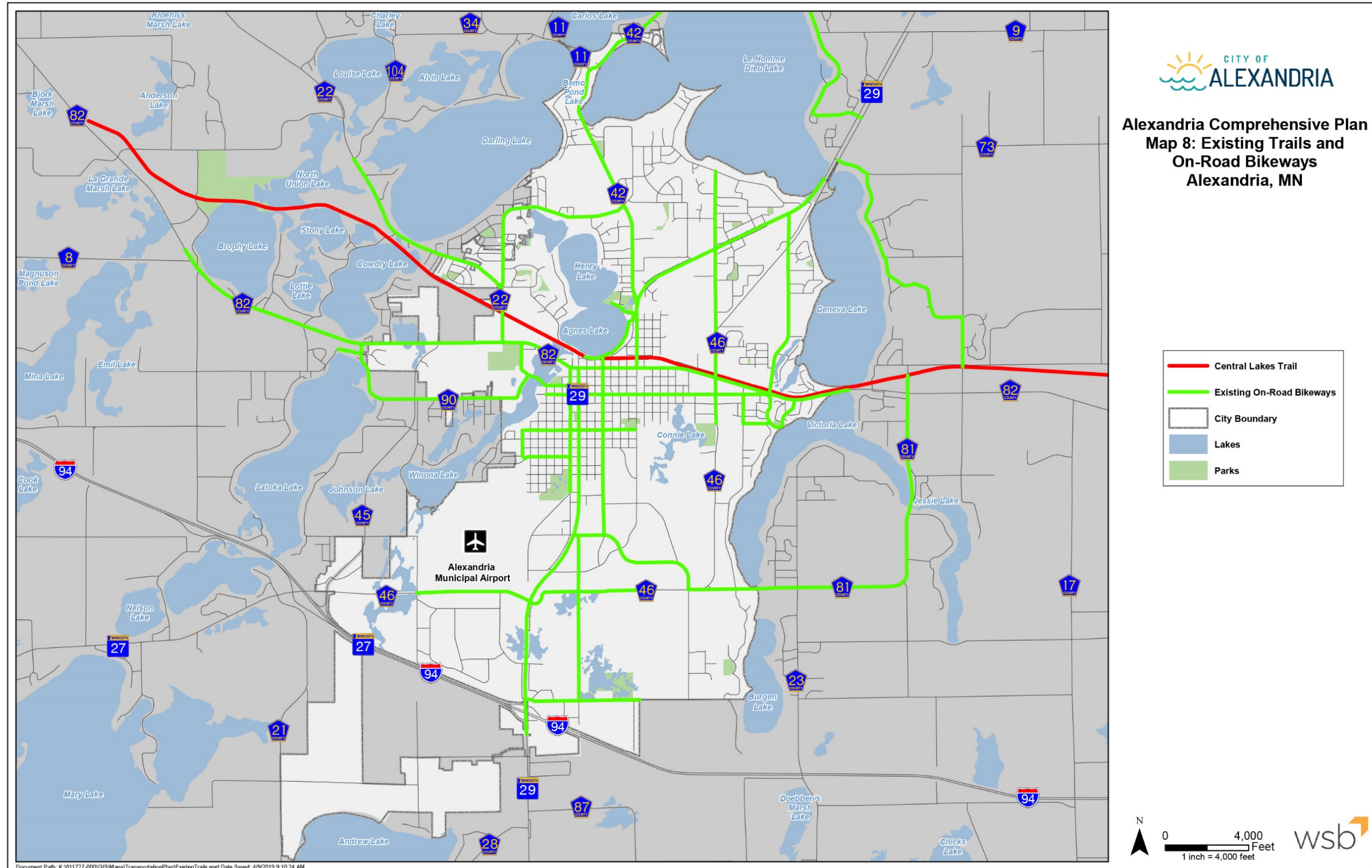
In this Plan, the City of Alexandria evaluates the existing transportation system, identifies transportation challenges and sets goals and priorities to meet the transportation needs of current residents while accommodating the City's anticipated growth. The City of Alexandria also strives to coordinate land use and transportation decisions.

The City of Alexandria has land development patterns largely consistent with a small city and regional center. Existing residential development is higher in density compared with suburban or rural areas, but portions of the community reflect the transition toward development patterns influenced by the rise of the automobile, with Interstate-focused commercial and industrial land uses separated from largely single-family residential land uses, particularly in the southern portions of the community. This means that, in these areas, people walking, and bicycling must cover greater distances to reach commercial areas from their homes.

Development patterns in many areas of the City are well-suited to bicycling and walking, due to a largely regular street grid, relatively short blocks, and convenient connections to regional trails, parks, and schools. There are also commercial destinations throughout Alexandria that lie within walking or biking distance of many city residents, including the TH 29 (Broadway Street) corridor and several smaller areas such as 3rd Avenue.

The City's land use planning and coordination with developers can help improve opportunities for walking and bicycling for transportation. The City can encourage mixed-use development that situates residents within a short walk of commercial destinations. The City can also work with developers to construct sidewalks and trails within developments. Additionally, the City can require pedestrian and bicycle connections in areas where the roadway network does not connect, such as cul-de-sac connector trails that provide shortcuts for people walking and bicycling.





Planned Local Non-Motorized Transportation Network

The City's planned local non-motorized transportation network includes sidewalk and paved multi-use trails. The existing network is shown in **Map 7** and the existing and proposed network is shown in **Map 8**. The City of Alexandria has a good bicycle and sidewalk network, particularly near downtown Alexandria. The majority of the bicycle network is along roadways. There are currently no striped bicycle lanes within the City but are accommodated by designating bicycle routes.

Alexandria has the potential to create a more robust non-motorized transportation network. A complete network can provide safe, convenient linkages between residential areas and commercial, institutional, and recreational areas within the City. This includes filling existing network gaps and adding facilities adjacent to developing areas. The network will improve options for people to walk and bicycle for transportation within the City and facilitate regional connections.

Roadway Crossing Improvements for Bicycling and Walking

A number of intersections and other locations throughout the City have been identified for potential improvements based on safety issues for crossing pedestrians and bicyclists. In these locations, potential improvements could be made by adding or improving pavement markings or signals, constructing traffic calming elements, shortening crossing distances, and/or providing pedestrian refuges. In most cases, addition of these features would be evaluated and conducted as opportunities arise. For example, crossing improvements would be considered in concert with adjacent roadway improvements or if redevelopment occurs in an area.

In 2010, Douglas County released the 3rd Avenue Bicycle – Pedestrian Study. This report analyzed the pedestrian crossing on 3rd Avenue between Broadway and Nokomis Street.

Non-Motorized Transportation Design Considerations

Design dimensions for sidewalks are recommended to be five feet or wider, with a minimum of a four-foot-wide boulevard between the sidewalk and the curb. Increased separation improves pedestrian comfort and provides space for street signs and snow storage.

Design considerations for bicycle facilities are somewhat more complicated due to the hierarchy of facility types. In order of their ability to provide a comfortable bicycling environment from largest improvement to smallest, facilities include: off-street facilities, protected bikeways, buffered bicycle lanes, conventional bicycle lanes, bicycle boulevards, and wide paved shoulders. Visual examples of these facility types are shown on the following page.

Multi-use trails are recommended to be a minimum of eight-feet wide. Regional trails are recommended to be a minimum of ten-feet wide due to higher use and the design requirements to comply with federal funding. Trails must have a two-foot wide clear zone on either side to reduce hazards for bicyclists and provide a recovery zone if a bicyclist leaves the edge of the trail. The clear zone can be paved or turf surface. No signs, furnishings, trees, or other obstructions can be in the clear zone.

Paved shoulders should be a minimum of four-feet wide if intended for bicycle and pedestrian use. Four-foot wide shoulders are adequate on streets with traffic volumes below 1,000 vehicles per day. Six- to eight-foot shoulders are recommended when traffic

volumes exceed 1,000 vehicles per day. A wider shoulder improves pedestrian and bicyclist safety and comfort when vehicle traffic speeds and volumes are higher.



Off-street Facility

Source: www.pedbikeimages.org / Laura Sandt



Conventional Bicycle Lane

Source: www.pedbikeimages.org / Jennifer Compos



Protected Bikeway

Source: NACTO Urban Bikeway Design Guide



Bicycle Boulevard

Source: NACTO Urban Bikeway Design Guide



Buffered Bicycle Lane

Source: www.pedbikeimages.org / Lyubov Zuyeva



Wide Paved Shoulder

Source: www.pedbikeimages.org / Laura Sandt

Examples of Bicycle Facilities

As non-motorized facilities are planned and designed, the City should consult additional planning and design resources, including:

- Minnesota's Best Practices for Pedestrian/Bicycle Safety, MnDOT
- Bikeway Facility Design Manual, MnDOT
- Minnesota Manual on Uniform Traffic Control Devices, MnDOT
- NACTO Urban Bikeway Design Guide, Second Edition, National Association of City Transportation Officials
- Guide for the Development of Bicycle Facilities, American Association of State Highway and Transportation Officials
- Guide for the Planning, Design, and Operation of Pedestrian Facilities, American Association of State Highway and Transportation Officials
- Complete Streets Implementation Resource Guide for Minnesota Local Agencies, MnDOT
- Public Rights of Way Accessibility Guidelines (PROWAG), US Access Board

A Complete Streets approach to planning and implementing non-motorized facilities, as described in the MnDOT Complete Streets Implementation Resource Guide, can provide a helpful framework for creating a community-supported, safe, comfortable, and convenient transportation network that serves all modes. A Complete Streets policy or process is intended to provide design guidance and implementation clarity, allowing the community and project designers to advance individual projects in a collaborative and cost-efficient manner.

Accessibility is a very important consideration for non-motorized design. All new pedestrian and bicycle facilities must meet the ADA accessibility guidelines established in PROWAG. The guidelines in PROWAG address the design needs of people with physical and/or visual impairments. Accessibility will become increasingly important over the next 20 years due to demographic changes. Baby boomers are aging and the population over age 65 is increasing. People over 65 are more likely to have physical and/or visual impairments that affect their ability to get around.

Transit

Public Transit

The City of Alexandria offers public transit through the Rainbow Rider Transit. Rainbow Rider provides public transit for Douglas, Grant, Pope, Stevens, Todd and Traverse Counties. The City of Alexandria is the only city within Rainbow Rider's system that has a fixed deviated route and operates on Saturdays.

Fixed deviated route bus service in Alexandria stops at various locations within the City at scheduled times. The service operates during weekdays from 11:00 am until 3:00 pm. Scheduled stops occur at the following locations:

- Wal-Mart
- Target
- Alexandria Clinic
- Viking Plaza
- Aagard (formerly Kmart)
- Cub Foods (formerly Pete's County Market)
- Alexandria Technical & Community College
- Sanford Clinic
- Bethany on the Lake
- Vikings Towers

The complete roundtrip on the route takes one hour and costs \$1 for unlimited trips.

Rainbow Rider Transit provides door-to-door service with extra care provided for children and senior citizens. Door-to-door services enables drivers to 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). All Rainbow Rider buses are handicapped accessible and equipped with an infant safety seat, two-way radio, and cellular phone. This service is provided throughout Douglas County on weekdays from 6:30 am to 7:45 pm. Additional service for Alexandria is provided on Saturdays from 8:00 am until 4:00 pm.

Rainbow Rider provides handicapped accessible buses through 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. Rainbow Rider is governed by the Rainbow Rider Transit Board.

Private Transit

Private transit service is also available to the City of Alexandria. Other services include Peoples Express, Greyhound, and Jefferson Lines. The Greyhound Bus Company has a daily route to Minneapolis/St. Paul and the Fargo-Moorhead, Grand Forks and Winnipeg areas. Taxi service within the City of Alexandria is offered by three private services, one of which has charter service and shuttle service to and from the Minneapolis International Airport and operates up to nine trips per day from Alexandria. The City also has one medical transportation service that serves the area.

Aviation

Existing Airport Overview

The Alexandria Municipal Airport (Chandler Field) is located in the southwest quadrant of the City. The airport is located approximately two miles from the downtown. The airport is an important part of the community's transportation system, occupies significant acreage, and impacts adjacent land uses. The airport consists of 2,200 acres and includes over 5,000,000 square feet of pavement surfaces for aircraft operations and 360,000 square feet of roadways and vehicle parking areas.

Map 9 illustrates the layout of the airport and its facilities. Airport services include 100LL Jet-A fuel, parking hangars and major airframe and power plant services. Flight services available at the airport include airfreight, charter flights, flight instruction and aircraft rental. While the municipal airport facility does not have a control tower, an attendant is on duty daily. Navigational aids include a lighted wind indicator, a segmented circle, lighted runways and a white-green beacon. No landing fee is applicable. The airport elevation is 1,424 feet as surveyed.

There are 53 aircraft based on the field including 43 single-engine, 9 multi-engines and 1 ultra-light aircraft. The airport reports an average of 76 aircraft operations per day with an estimated 50 percent transient general aviation operations, 38 percent local general aviation flights, 11 percent air taxi and less than 1 percent military in nature.

The airport features two runways. Information on each follows:

Runway 4/22

Dimensions: 4099 x 75 ft. / 1249 x 23 m

Surface: asphalt, in good condition

Weight limitations: Single wheel: 35,000 lbs.
 Double wheel: 60,000 lbs.

Runway edge lights: medium intensity

	<u>RUNWAY 4</u>	<u>RUNWAY 22</u>
Traffic pattern	Left	Left
Runway heading	044 magnetic 049 true	224 magnetic 229
Markings	Non-precision instrument	Non-precision instrument
Markings Condition	Good	Good
Latitude	45-51-45.334N	45-52-11.720N
Longitude	095-23-58.806W	095-23-14.902W
Elevation	1424.3 feet	1417.5 feet
Runway end identifier lights	Yes	Yes
Touchdown point	Yes	Yes

Runway 13/31

Dimensions: 5100 x 100 ft. / 1554 x 30 m

Surface: asphalt, in good condition

Weight limitations: Single wheel: 35,000 lbs.
 Double wheel: 60,000 lbs.

Runway edge lights: medium intensity

	<u>RUNWAY 13</u>	<u>RUNWAY 31</u>
Traffic pattern	Left	Left
Runway heading	134 magnetic 139 true	314 magnetic 319
Markings	Non-precision instrument	Non-precision instrument
Markings Condition	Good	Good
Latitude	45-52-17.876N	45-51-39.705N
Longitude	095-24-07.473W	095-23-20.491W
Elevation	1410.7 feet	1421.3 feet
Runway end identifier lights	Yes	Yes
Touchdown point	Yes	Yes

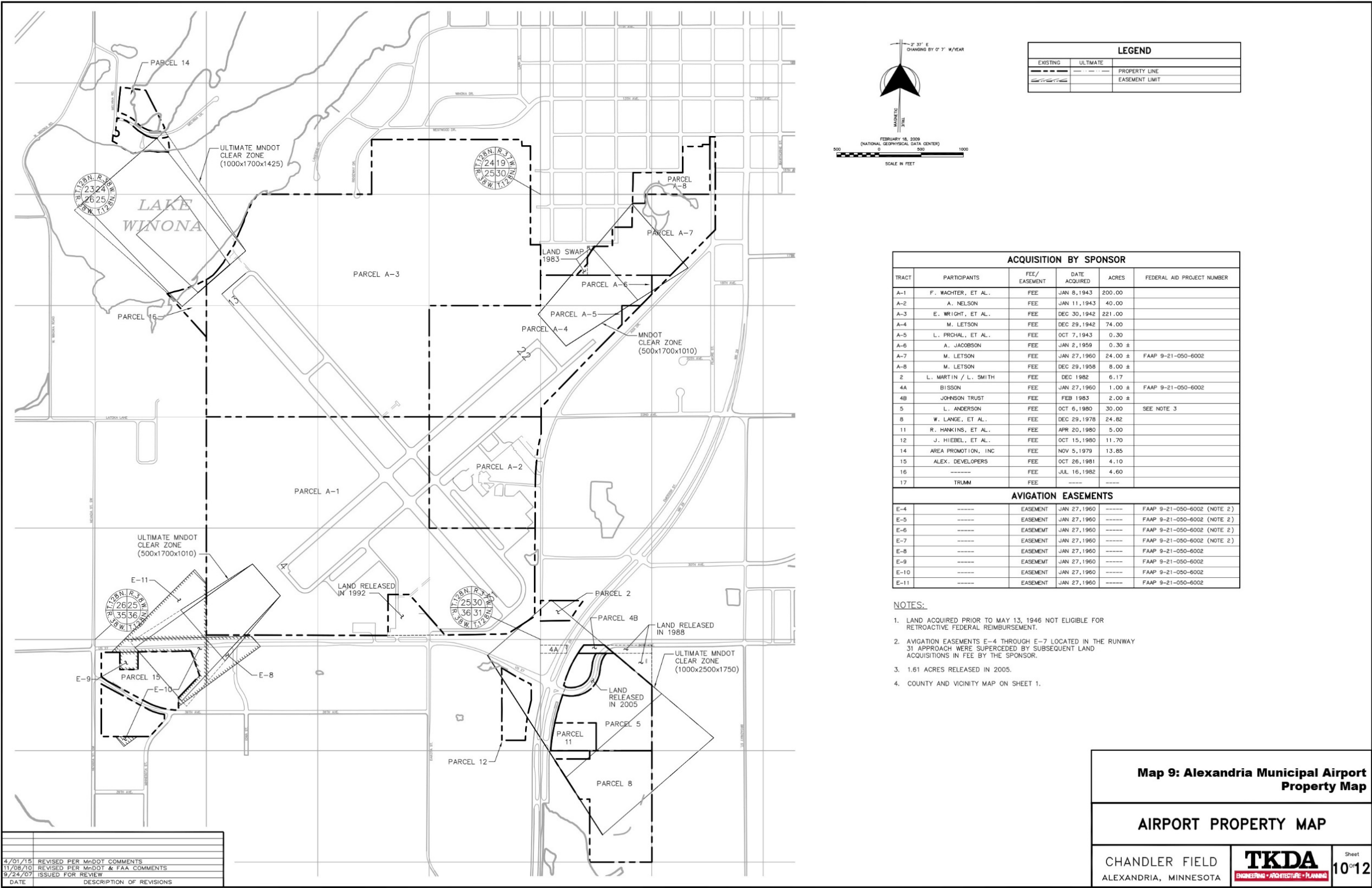
An Airport Manager conducts day-to-day operations of the airport. An Airport Commission is charged with the duty of administering the airport, making all decisions relative to airport use and capital improvements. The Airport Commission, consisting of three members appointed by the City Council for three-year terms, generally holds its regular meeting once a month, with special meetings concerning items that need immediate attention held on an as needed basis. In addition, a Joint Airport Zoning Board is responsible for adopting, administering, and enforcing airport zoning regulations in the airport hazard zone. The Board consists of two members appointed by the City Council and two members appointed by the Douglas County Board of Commissioners for two-year terms.

The City of Alexandria protects low altitude airways in the regional airspace from tall structures. Current City of Alexandria local controls allow a maximum building height of three stories. Building heights in excess of those standards contained in each district may be permitted variance. The City has adopted an Airport Zoning Ordinance, in addition to the City's Land Use Regulations (Zoning), which regulates development and the subdivision of land near the airport.

Future Airport Needs

The Airport's longest runway length is 5,100 and is capable of serving the majority of the aircraft operations. However, to meet the 20-year aviation needs, a runway length of 5,510 feet to 8,140 feet is needed depending on the critical aircraft group's percentage of fleet, useful load factor, and runway length adjustments. The extension cannot be accommodated at the airport's current location.

The Cities of Alexandria and Glenwood, Douglas and Pope Counties, and the Alexandria Area Economic Development Commission partnered together to create a Regional Airport Taskforce (RAT). RAT will work with the local agencies and Alexandria residents to develop surveys and conduct a fiscal analysis outlining the costs for land acquisition, repayments to the state, facility relocation or construction as well as the potential revenue from the redevelopment of the airport land and opportunities for adjacent businesses to expand. As the City continues to grow, the feasibility of adding commuter service to the Minneapolis-St. Paul International Airport should be reviewed. If the airport remains in its current location, enforcement of setback regulations will be important to protect the integrity of the airport.



The Introduction and Demographics, Chapter II of this document, overviews a series of vision and goal statements for the overall comprehensive plan. It addresses all topic areas of the plan. Goals and specific strategies have been identified collaboratively by the City, Douglas County, the West Central Minnesota region, and members of the public. The vision and associated strategies outlined here were established by considering existing and forecasted conditions, City of Alexandria priorities, regional travel patterns and a variety of other factors. Pertaining specifically to the Transportation Plan (chapter IV), the following vision and goal statements have been identified. As with other items in this document, this chapter provides these for a 20-year period, the time frame which will be guided by these transportation goals.

Vision

- The City of Alexandria will be a place where a local transportation network provides businesses, residents and visitors with multiple options for mobility throughout the Community and connects the City regionally.

Goals

- The City's transportation system will continue to diversify its mobility options to improve travel by automobile, pedestrian, bicycle and transit.
- Existing Infrastructure will be maintained to meet the needs of residential diversification and economic growth within city limits.

Policies

1. Promote fiscally responsible infrastructure construction conducive to continued development and redevelopment.
2. Ensure existing infrastructure is maintained and upgraded in a cost effective and timely manner that provides optimum service to the community.
3. Promote and sustain an affordable, safe and convenient transportation network including local, county and state roadways and amenities.
4. Provide a safe and efficient transportation system that is cost effective.
5. Ensure that the transportation system, in the implementation phases, is as environmentally sensitive as possible.
6. Provide a coordinated transportation system with respect to regional and county plans.
7. Provide a transportation system that supports multi-modal transportation whenever and wherever feasible and advantageous.

Strategies

The multimodal strategies listed in this section are specific, actionable steps that the City can take in support of the goals of this Plan. These strategies are based upon existing and future transportation needs as described in detail in the previous sections of this Plan. Each strategy is tied to one or multiple goals; however, not all goals are associated with a specific strategy. In these cases, the City's goals apply across individual projects, and the City will identify opportunities to achieve them throughout its existing project and policy development processes. **Map 10** following the lists illustrates the location-specific strategies geographically.

General Strategies

- Hold an annual coordination meeting with State, County and Townships to better plan upcoming projects.
- Develop an “Active Transportation Plan” for the City including:
 - Design standards (trails, crossing, signage)
 - Routes and associated destinations – coordinate with transit
 - Including accessibility standards
 - Consider complete streets
 - Conduct a “walkability study” to identify areas where safety improvements, access and ADA upgrades are needed.
- Update the Capital Improvement Plan (CIP), looking 5 years out or more to identify timing and funding sources for the projects contained within this plan. Review the CIP on an annual basis to incorporate project budgets over the next fiscal year.

Roadway Strategies

- Consider roadway extension projects to improve connectivity on city roads. Possible locations include:
 - 18th Avenue Easterly Extension to CSAH 46
 - Dakota Street/44th Avenue Extension
 - Wal-Mart Drive Extension between Hardee’s and Subway
- Consider capacity expansion projects to improve safety and reduce delays. Possibly locations include:
 - CSAH 42 (3 Lane/4 Lane Expansion)
 - Nokomis Street (3 Lane Expansion)
- Identify future Functional Classification changes to discuss with MnDOT
- Work with Douglas County to establish an interconnected network of 10-ton roadways
- Identify road impacts if airport is relocated
- Conduct a multimodal corridor study on MN Highway 29 (*Currently Underway*)
- Conduct a Burgen Lake Rest Area Interchange Study, including an analysis of the Pioneer Trail Extension and I-94 North Frontage Road (*Currently Underway*)
- Conduct an Interchange Study at I-94 and MN Highway 27 (*Currently Underway*)
- Evaluate intersection improvements at the following locations:
 - CSAH 22/Voyager Drive/Curt Felt Drive
 - Twin Boulevard and 50th Avenue

Non-Motorized Transportation Strategies

- Identify new east-west and north-south trail connections in the City
- Fill gaps in the sidewalk and trail network, especially in the southern portion of the City
- Improve pedestrian safety and access throughout the City, including crossings of busy roadways

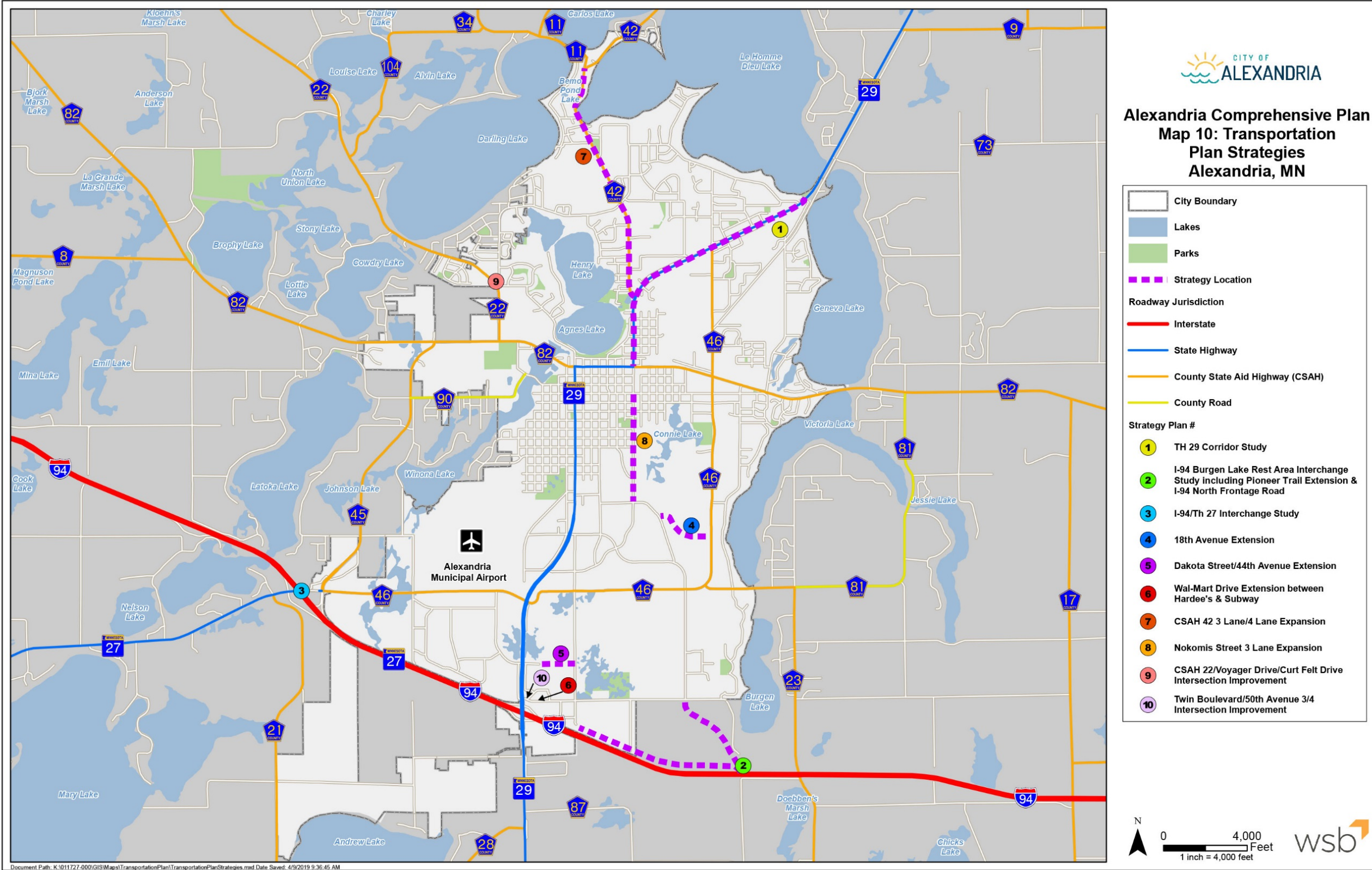
- Encourage biking and walking and incorporate ADA improvements

Transit Strategies

- Continue to support Rainbow Rider Transit service
- Determine need for a park and ride facility near the I-94 interchange

Aviation

- Continue to analyze possible locations for the Alexandria Municipal Airport



Proposed Short- and Long-Range Roadway Projects

The sections below identify proposed short- and long-range roadway projects identified in the City's CIP and based on the proposed land use and redevelopment activities described in previous sections of this Plan.

Proposed Projects from the 2013 West Central Initiative Regional Transportation Plan

The West Central Initiative Regional Transportation Plan identifies a few roadway expansion projects within Alexandria. Based on the plan's recommendation, MN Highway 29 may be expanded to four lanes from MN Highway 55 in Glenwood to I-94 in Alexandria. The plan also identifies MN Highway 29 as a candidate for expansion to four lanes from CSAH 42 in Alexandria to Parkers Prairie.

Proposed Projects from CIPs

The City's CIP identifies multiple roadway projects. These projects are local street reconstruction projects intended to improve and maintain the roadway surface on the following roadways:

- 18th Avenue from Jefferson Street to Nokomis Street (2019)
- Hawthorne Street from 11th Avenue to 22nd Avenue (2020)
- Nokomis Street from 3rd Avenue to 22nd Avenue (2021)
- 18th Avenue New Road/Reconstruction from Broadway Street to Jefferson Street (2022)

The City's CIP also identified several aviation projects. Improvements include a new 8-unit T-hangar, renovations to two existing 6-unit T-hangars, and reconstruction of one of the runways.

Proposed Projects Based on Forecasted Land Use Growth and Redevelopment

While the City does not have any planned major development or redevelopment, transportation needs in the City may shift as a result of land use changes or demographic changes. The relocation of the Alexandria Municipal Airport is one example of how a land use change may impact transportation. There may be areas where redevelopment occurs and requires modifications such as intersection traffic controls, turn lanes, or changes in access. Similarly, land use changes may increase demand for non-motorized transportation facilities to provide safe access to the transportation system for pedestrians and bicyclists. Consideration of roadway modifications, intersection traffic control improvements, and non-motorized facilities will continue as individual proposals for redevelopment move forward.

Funding Sources

There are a number of various funding sources available to support transportation projects in this plan, including the following:

Federal Formula Funding: Alexandria may apply for federal funds for highways through the Surface Transportation Program of the Federal Highway Trust Fund, through MnDOT's District 4. 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.

Federal INFRA Grants Program: The Infrastructure for Rebuilding America (INFRA) Grants program provides dedicated, discretionary federal funding for projects that address critical issues facing our nation's highways and bridges. INFRA grants support the Administration's commitment to fixing our nation's crumbling infrastructure by creating opportunities for all levels of government and the private sector to fund infrastructure, using innovative approaches to improve the necessary processes for building significant projects, and increasing accountability for the projects that are built. INFRA grants are awarded through a national competitive selection process through the United States Department of Transportation (USDOT).

Federal Build Grants Program: The Better Utilizing Investments to Leverage Development, (BUILD) Transportation Discretionary Grants program provides a unique opportunity to invest in road, rail, transit and port projects that promise to achieve national objectives. These grants are awarded through a national competitive selection process through USDOT. Previously known as Transportation Investment Generating Economic Recovery (TIGER) Discretionary Grants, Congress has dedicated nearly \$7.1 billion for ten rounds of National Infrastructure Investments to fund projects that have a significant local or regional impact. The eligibility requirements of BUILD allow project sponsors at the State and local levels to obtain funding for multi-modal, multi-jurisdictional projects that are more difficult to support through traditional DOT programs. BUILD can provide capital funding directly to any public entity, including municipalities, counties, port authorities, tribal governments, MPOs or others in contrast to traditional Federal programs which provide funding to very specific groups of applicants such as State DOTs and transit agencies.

State TED/TEDI Grants Program: The Transportation Economic Development (TED) Grants program provides competitive grants to construction projects on state highways that provide measurable economic benefits. The Minnesota Department of Transportation (MnDOT) in partnership with the Minnesota Department of Employment and Economic Development (DEED) administer the program. DEED also administers a parallel Transportation Economic Development Infrastructure (TEDI) Program that funds projects on local roads and for other types of transportation. Projects may combine funding from both the TED and TEDI Programs. The TED Program specifically targets transportation improvements that will lead to measurable economic benefits. For a project to be eligible, it must contribute to job creation or retention or other measurable economic benefit. Eligible applicants are any governmental entity as defined by state law. The TED program will provide funding for up to 70 percent of the total transportation infrastructure cost of the project or the state's maximum allowable share as determined by MnDOT's cost participation policy or MN State Statute 174.12 Subdivision 7, whichever is less.

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 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.

MnDOT Cooperative Funds: The State of Minnesota has funds available to assist with cooperative projects which increase safety and mobility.

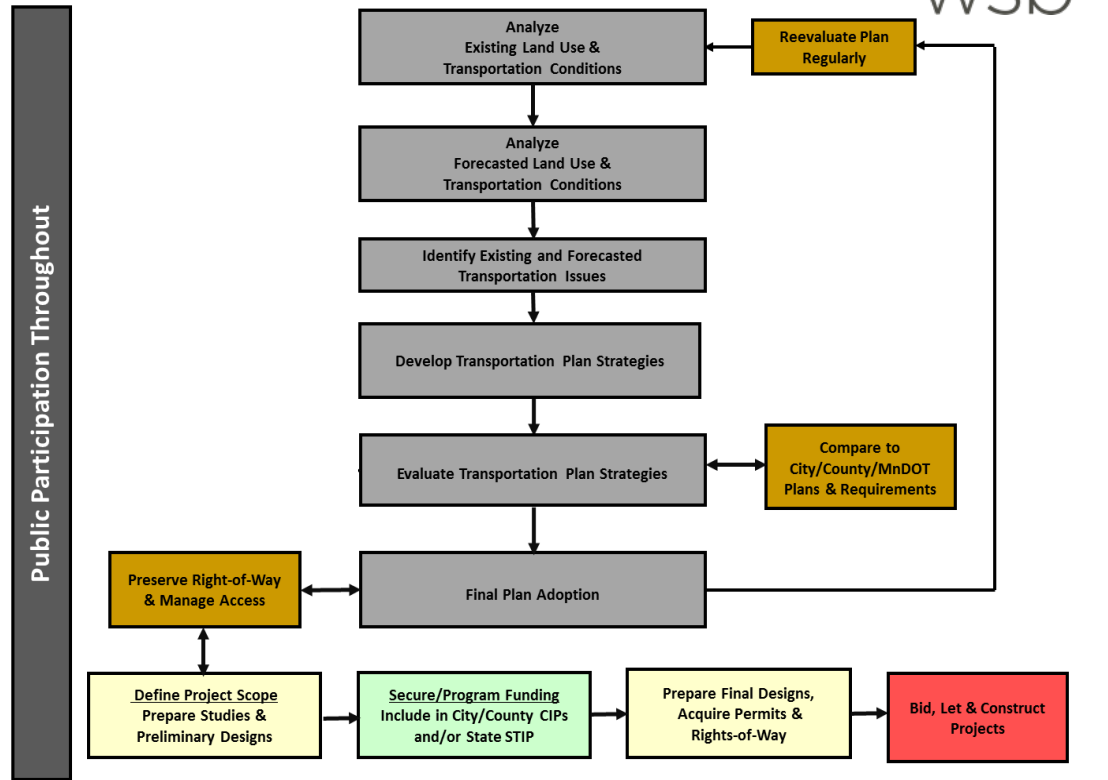
Minnesota Railroad-Highway Grade Crossing Safety Improvement Program: This program is available to increase the safety at at-grade railroad crossings. Funds may be used for the installation of warning devices, signal installation and upgrades, signs and pavement markings, crossing closures, roadway relocations, lighting, crossing alignments and grade improvements and grade separations.

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.

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.

As the owners of the transportation network in Alexandria (i.e. City of Alexandria, Douglas County, and MnDOT) advance their respective Capital Improvement Programs (CIPs), this Plan is intended to serve as an important resource and reference in establishing priorities and advancing transportation projects for implementation. Advancing these projects from a planning to implementation phase will require collaborative discussions among facility owners, adjacent communities, residents and others to conduct traffic studies, finalize designs, preserve rights-of-way, obtain environmental clearances and leverage necessary financial resources. The following diagram outlines the entire planning and project development process required for transportation projects from concept plans to construction implementation.

Transportation Planning Process



Chapter V Community Facilities & Resources

Municipal Facilities

Community facilities are those public or semi-public places and the organizations associated with them that provide service to people in the community. These places include sites, buildings and structures and are operated by the City government. While the concept of these facilities is somewhat broad and open ended, their role in growth and functioning of a community is extremely significant. Special community events and daily life activities occur within these spaces which help to create the unique sense of place for the Alexandria community.

As the County Seat and a regional center, there are a multitude of such facilities and services located in the City of Alexandria. Along with City facilities, there are state and county government, school districts and non-profit organizations. Our focus of this section is on the facilities that are owned or operated in whole or in partnership by the municipality as follow.

A Space Needs Analysis is being conducted to determine proper staffing and service levels over the 2020-2040 period. The results of this study may indicate that changes in the following facilities are warranted.

City Government Buildings & Organizations

City Hall - 704 Broadway

Along with Council Chambers and conference rooms, the building houses the Administration, Finance, Communications, City Clerk, City Assessors, Community Development, Planning, Building, and City Engineering Departments. The facility was constructed in the late 1960's as a joint Police Department/Fire Hall. It was converted to "City Hall" in 1995. The structure is ADA compliant notwithstanding the basement.

City Hall's location is significantly within the center of the city and on the primary north/south route into and through the city. It is located on a prominent corner at the southern edge of the traditional downtown commercial district and serves as a gateway between the historic commercial district (distinct with its zero-lot line commercial blocks to the north) and the highway strip development lining Broadway Street/MN Trunk Highway 29 to the south. It is adjacent to the Douglass County Offices and Court House, creating a small governmental district on the south side of the downtown.

Fire Hall - 302 Fillmore Street

Built in 1994 the facility is 17,000 square feet. It includes five doors (bays) with two drive-throughs, a SCBA cascade room, backup generator, maintenance shop, meeting/training room, library, decontamination shower, sleeping quarters and, kitchen facilities.

The Fire Hall houses the Volunteer Fire Department which includes over 30 members. The Fire Chief is elected by the members and confirmed by the City Council. The fire department is regulated by state statutes and provided a budget which is approved by city council. Full time staff include a fire marshal and maintenance technicians. Salaries, payroll and supplies are funded through the City general fund (from tax levy). Fire equipment is funded with half from township contracts and half from City appropriations.

The Fire Department service area is about 116 square miles, with about 20,189 people or 65% of Douglas County. It includes all of The City of Alexandria and Alexandria Township as well as portions of Carlos, Holmes City, Hudson, Ida, La Grande and Lake Mary Townships.

The City has identified the potential need for a new substation in the southern part of the City as that part of the community expands.

Police Department Headquarters - 501 3rd Avenue West

Constructed in 2011, the Alexandria Police Department Headquarters is home to a modern, full service police agency with 24 licensed officers and 4 full-time support staff³. Alexandria Police serve the community in patrol, investigations, as school resource, West Central Drug Task Force, and tactical team. They respond to over 14,000 calls per year and patrol 17.9 square miles. ⁴

Oversight of the department is provided by the Police Civil Service Commission. The commission has absolute control and supervision over the employment, promotion, discharge, and suspension of all officers and employees of the police department.

Public Works – Streets & Parks 212 Agnes Blvd.,

The public works department is located on a 7.75-acre tract of land just west of Lake Agnes. Housed in two buildings, built in 2002 and 2005 which also store streets and parks maintenance equipment. The department maintains streets and street signs, sidewalks, parks, and the public storm water system. The department manages snow removal and community special events.

City Parks

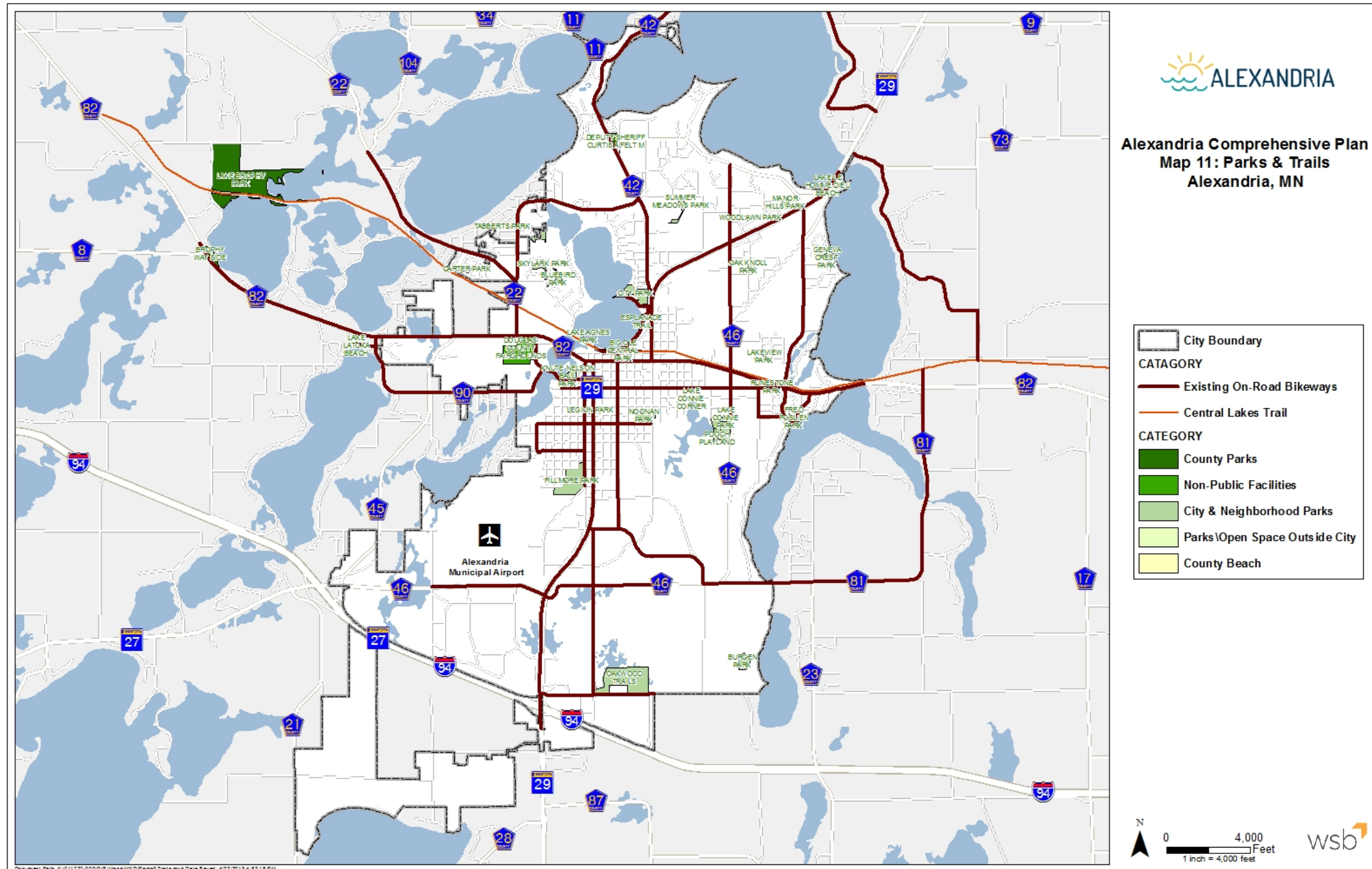
The City of Alexandria Parks amount to nearly 100 acres of space for recreational use by residents and visitors. The City has individual plans for some of the facilities within the park system and incorporates these into the Capital Improvements Plan and annual budgeting process. The City Park Board's duties shall consist of advising the City Council on matters pertaining to the City Parks. ⁵

Lakes Area Recreation Board is a non-for-profit joint powers organization that provides recreation and leisure time activity to the community. It is comprised of the City, School District 206, and Alexandria and La Grand Townships and programs are offered at these organizations facilities.

³ 2017 data

⁴ <https://www.facebook.com/pg/Alexandria-Police-Department-Alexandria-MN>

⁵ (<https://alexandriamn.city/wp-content/uploads/2018/11/2019-BCC-descriptions.pdf>)



Liquor Stores

The City of Alexandria owns and operates two municipal liquor stores. One is located on the north side of downtown at 214 Broadway, the other at 400 34th Ave west, near Viking Plaza.

Alexandria Light & Power (A.L.P.)

ALP is a municipally owned utility which provides water and electrical power as well as business communications to the community. Overseen by The Board of Public Works, ALP has 9,750 electrical meters (7,993 Residential and 1,757 Commercial) and 4,077 water meters (3,099 Residential and 978 Commercial). Alexandria draws its water from a groundwater source using seven wells which draw from a glacial drift aquifer at depths of greater than 82 feet below the surface. a Wellhead Protection Plan (WHP) completed by ALP found that the aquifer can provide an adequate yield for the city's use. The WHP also provides strategies for maintaining and improving water quality. The aeration/filtration at the treatment facility and constant monitoring of the water quality insure the safety and adequacy of the supply well into the future.

Sanitary Sewer Services

in the City are provided through the Alexandria Lake Area Sanitary District, a regional sanitary sewer district. The district is operated with 21 employees overseen by a Board of Directors comprised of individuals from all of the local government members including the City of Alexandria and surrounding areas including portions of Alexandria, Carlos, Hudson, Ida, LaGrand and Lake Mary Townships. The City of Alexandria appoints four directors to the 12-person ALASD Board of Directors. ALASD treats wastewater from over 100 square miles which has a population of 25,000 with 10,200 service connections.

The district operates and maintains 226 miles of gravity sewer, 55 miles of pressure sewer and 4,522 manholes, a treatment facility 120 lift stations, 51 residential or mini-lift stations, 121 residential grinder stations and all interceptor sanitary sewer facilities along with the treatment facility located west of the airport at 2201 Nevada Street. The ALASD Comprehensive Plan for the treatment facility and interceptor sanitary sewer was updated in 2005. ALASD owns and operates a 4.7 million gallon per day advanced wastewater treatment facility.

Alexandria Municipal Airport - 2604 Aga Drive

Alexandria Municipal Airport or Chandler Field has served the greater Alexandria and Douglas County area for almost 70 years. Originally a stop for World War II aircraft en route to Alaska and Russia, Alexandria Municipal Airport is now a bustling airport home to more than 50 airplanes. The airport is used by both locals and a wide variety of visitors including vacationers, businesses, doctors and medical staff, politicians, The MN DNR, plus many more. Equipped with two runways, multiple approach systems, snowplow equipment, 100LL Aviation Gasoline, Jet Fuel and multiple mass storage hangars Alexandria Municipal Airport is able to handle a wide variety of air traffic in all weather conditions. Five aviation businesses are currently based at the Alexandria Municipal Airport. Flight training, fuel sales, hangar rent, and other general servicing is handled by Alexandria Aviation. Weber's Aero Repair performs aircraft maintenance on the field. Other businesses include LifeLink III, Alexandria Aircraft, and CVI Unmanned. Experimental Aircraft Association (EAA) Chapter 702 and the Civil Air Patrol are also based at the airport.

Operations of the Airport is overseen by the Airport Commission, a contract Airport Manager and with staff support from the Public Works Department.

Runestone Community Center -802 3rd Ave W

Built in 1977, the center includes two sheets of ice and is home to community hockey, figure skating and curling clubs as well as the Alexandria Blizzard, a North American 3 Hockey League team. Along with ice sports, the center provides space for community events. There are plans for expansion of this facility to add an additional floor/sheet of ice but source of funding and a specific timeline for this has not yet been determined.

The Runestone Community Center Commission along with City staff oversees the facilities to assure they maintained in good repair and working condition and operated in an efficient manner at reasonable cost. They also are charged with making sure all needed repairs, renewals and replacements are completed.

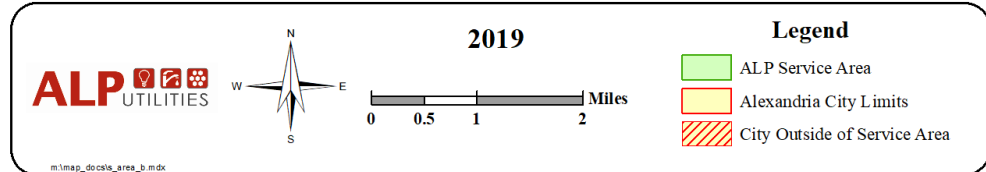
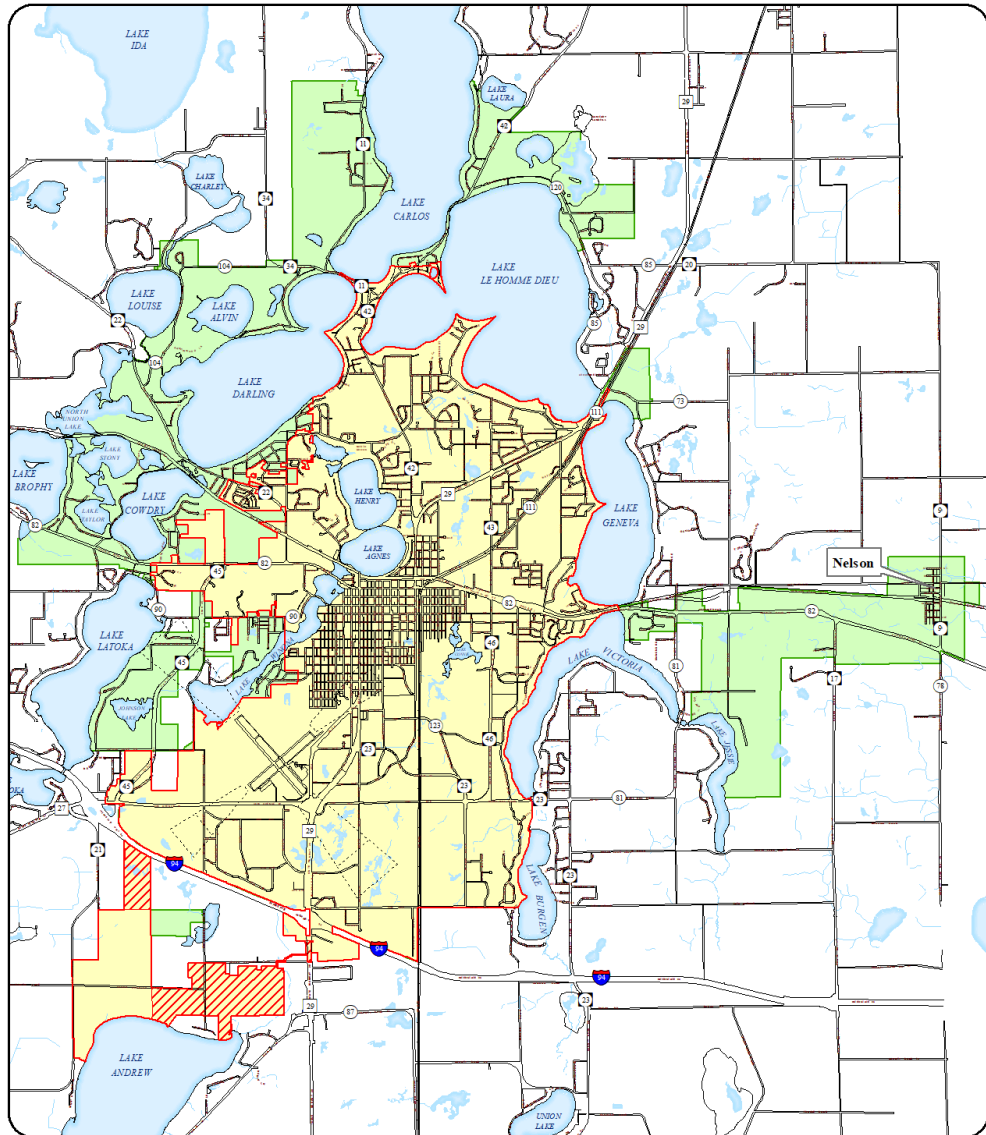
CTV Public Television

The City of Alexandria operates a public access channel. Programming airs on channel 181 on the Charter cable system. Live Streaming of Channel 181 and Video-On-Demand is available through the City website.

Charter and the City of Alexandria have a Cable Services Agreement which requires Charter provide a public access channel to the City.

The Cable TV Commission consists of five members and a representative of School District 206. The duties of the Cable TV Commission include monitoring the performance of the cable television franchisee, guaranteeing access to public channels, and keeping abreast of developments in the cable communications industry.

ALP Utilities - Electric Service Territory



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⁶ https://www.alputilities.com/wp-content/uploads/2018/10/ALP_ServiceArea-1.pdf

Community Resources

Along with the City owned public facilities, there are significant resources in the City which greatly affect the sense of place and are related to community development. While some of these are publicly owned, others might be considered within the realm of “public commons”. These are parts of shared resource systems on which many within the community rely. Public waters and historic properties are two such community resources that are directly related to the physical environment of the City and which are reflected in the goals and policies that have been identified during public engagement efforts for this plan as significant.

Surface Waters

Clearly, the Alexandria area lakes are an important resource to the community, arguably the centerpiece for the community and region. The Alexandria area lakes provide scenic beauty, sources of recreation and environmental function to its residents and visitors and are therefore also an important aspect of the tourism economy. Alexandria is unique in the sense that most of Douglas County’s deep-water lakes virtually surround the city of Alexandria including Lake Carlos, Le Homme Dieu, Geneva, Darling and Latoka.

With the importance of the lakes as resources to the community, the need for managing and protecting them is quite significant. As part of a larger hydrological cycle, water quality issues in one area will affect water resources in other areas. The water system within the City includes the lakes and wetlands which are public waters as well as the public and private adjacent lands and drainage systems that carries water into these basins.

The City of Alexandria adopted a Stormwater Management Program, “Water At Heart” which is comprised of various program elements and activities designed to reduce stormwater pollution and eliminate prohibited non-stormwater discharges. The comprehensive program includes a full spectrum of strategies such as public education, standards adopted by ordinance and permit requirements⁷.

In 2009, the city adopted a Comprehensive Stormwater Management Plan (SWMP). The SWMP adds innovative techniques that treat stormwater as a resource instead of a waste product. Following the adoption of the SWMP, the city adopted a comprehensive stormwater management ordinance that requires erosion control measures be taken to prevent sediment from washing into the streets, storm sewers, private property or water bodies.

A Storm Water Utility Committee serves as an advisory body to the City Council in matters relating to the Storm Water Utility Program and the surface water management program including, but not limited to storm sewers, surface drainage, wetlands, on-site drainage, lake water control and quality, related capital improvements and various financing or funding options. The committee advises the City Council on services, programs and improvements related to the City’s storm and surface water management program.

⁷ This section referenced in LUP under development constraints. Verify page number in that section after all formatting is complete.

Natural Resources

Along with surface waters, other natural resources including sensitive plant and animal habitats, soils and topographic features and are located in and adjacent to the city of Alexandria. The nature and locations of these resources are important as they have an impact on the developable nature of current open space in the City and many of these are shown on the future Land Use Map (see page 28) as development constraints. Douglass County GIS provides mapping of these features showing the areas directly adjacent to the City in their Sensitive Features Mapping. These mapping sources provide important information when considering development of previously undeveloped land.

Historic Resources

An Historic Context Study was completed for the City in 2013. The report provides both a broad pattern of development of the community over time as well as identification of the buildings, sites, structures and objects that might be considered historic resources within the city. These local resources include both the built environment such as buildings and other structures as well as archeological resources which are often not visible and their existence, is largely unknown.

The themes identified within the study help to explain the significance of these resources to the city in our present time. As with natural resources, historic and cultural resources are often a part of a shared resource system, even though many aspects of that system are held in private ownership. Similar to the presence of lakes in the City of Alexandria, the community relies on these cultural resources. They are important to the public for historic and artistic education and appreciation, as part of a common and unique community identity, and as an economic component which provides an attractive environment for residents and visitors. Two examples of historic resources held (at least partially) in private ownership include the downtown commercial district and the Indian mounds between Lakes Carlos, Darling and Le Homme Dieu.

Because of their importance to the public realm, the preservation and sustainable use of historic resources are often incorporated into public government which include education and regulatory programs. Historic preservation programs based on the following principles:

- Significant historic properties are unique and irreplaceable
- Preservation must often go forward, even without complete information
- Planning can be applied at any scale
- History belongs to everyone

Minnesota State Statute provides to municipalities, local authority for conducting heritage preservation in Section 471, Section 193. The programs authorized by the statute allow for a range of activities to be conducted by the City including research, education, promotion and enactment of rules governing construction, alteration, demolition, and use of the resources.

Historic Places

The historic context study identifies several historic properties within the City, some of which are listed on the National Register of Historic Places. The following places within the City which are in public or non-profit ownership and should be considered partners with the City in furthering a community historic preservation program.

Runestone Museum is located at 206 Broadway. It is operated by the Runestone Museum Foundation a not-for-profit 501(c)(3) overseen by a Board of Directors. The museum's primary attraction is the Kensington Rune Stone, but it also provides a broader program of education about Minnesota's natural heritage, and First Peoples, Scandinavian heritage, early European exploration and settlement.

The Legacy of the Lakes Museum and Gardens located on the northern end of the downtown at 205 3rd Ave West. The facility celebrates the shared memories and experiences of Minnesota lake life and preserves that legacy for future generations. Originally known as the Minnesota Lakes Maritime Museum, the Legacy of the Lakes is located on City property and is operated by a not-for-profit organization.

Douglas County Historical Society & Museum is housed in the Knute and Nicolina Nelson Home, the historic residence of Senator Knute Nelson. It is located at 1219 Nokomis St. The center provides a research library with local and genealogy information and is the home of Douglas County Cemetery Association.

Goals

The following goals were reaffirmed for City facilities and community resources during the 2018 plan process.

- Downtown Alexandria will retain its status as the center of the community, defined by traditional architecture scaled and oriented to the pedestrian, active at all times of the day through a combination live, work, and play amenities
- As valued assets of the Alexandria community, existing parks and recreational amenities will be maintained and improved, which will help retain existing residents and attract new ones.
- The City's physical and cultural character will reflect its small-town spirit as areas of growth redevelop into high-quality living environments.
- Municipal recreational facilities and operations will continue to adequately serve residents in an efficient, friendly, and cost-effective manner.

Policies

The following policies are hereby adopted or reaffirmed from previous planning efforts.

Natural Resources

- Protect the quality and use of surface water through support and coordination with the County Soil and Water Conservation District (SWCD), Lake Associations and state and federal agencies.
- Protect and preserve groundwater supply and quality through support and coordination with County SWCD, Lake Associations and state and federal agencies.
- Preserve the environment as a sustainable resource to insure both present and future generations a good quality of life.
- Identify and protect prehistoric and historic sites which meet national, state, or local criteria for historic designation from destruction or harmful alteration.

Parks & Recreation

- Expand the quality of life offered by parks and recreational amenities in the City of Alexandria as it continues to grow.
- Improve the quality of Alexandria's City's parks.
- Provide park and recreation opportunities for all ages of the population.
- Promote other public facilities including parks, trails and open space that favorably impact the quality of life for all residents.
- 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.
- The City Council should continue to maximize recreational opportunities available to residents and tourists through cooperative ventures which are mutually beneficial for the City, school district, Douglas County, Department of Natural Resources and civic organizations.
- Utilize a variety of funding sources for the acquisition, development and renovation of park and recreation facilities; including but not limited to grant applications, collaboration with civic organizations, use of volunteer labor, and collection of user fees to reduce the tax impact of park and recreational (re) development projects.
- Trails should connect new residential areas to the heart of the City (downtown).

Public Works & Services

- Promote adequate and affordable public wastewater treatment facilities and water supplies that sustain current and future development while securing the public's health and safety.
- Update and maintain facilities and operations.
- Facilities to will be barrier free and provide other accommodations for people with disabilities, in accordance with ADA requirements.
- The capital improvement plan shall be reviewed annually to address items identified within the Comprehensive Plan.

Strategies

Capital Improvement Plan

Update the Capital Improvement Plan (CIP), looking 5 years out or more to identify timing and funding sources for the projects contained within this chapter. Review the CIP on an annual basis to incorporate project budgets over the following fiscal year.

Park Planning

Develop a park & recreation plan that considers a system wide approach to include natural and cultural resources, facilities, recreation systems (trails and waterways) and collaborative providers of the recreation programs within the community. Include within

or coordinate this plan with an active transportation plan (identified within the Transportation Chapter IV).

Historic Preservation Plan

The Historic Context Study called for the development of a community Historic Preservation Plan, stating that it would add to the effort of strengthening the community's small-town character. Such a plan would be created in cooperation with city residents, business owners and policymakers.

A Historic Preservation Plan would explore different aspects of historic preservation, identify the city's preservation challenges, determine preservation goals and prioritize preservation efforts. Public participation efforts could include enlisting an appointed steering committee to help guide the planning process, conducting open houses to solicit community feedback, using the city's website and working with the local newspaper to highlight the planning process and publicize the Open House dates.

While this strategy (the development of a community Historic Preservation Plan) remains within the toolbox for the City to use, we recognize here that it may not be feasible to occur in one document or under one planning process. Instead, focusing on one geographical or theme area of the City at a time to explore the history and preservation of that focus will be more achievable and may help to build community support for an ongoing program of preservation

Downtown Strategic Planning

The City of Alexandria already recognizes that the well-being of its downtown, the heart of the community, is paramount to the economic success of the city. This is evidenced by the fact that the city has undertaken several initiatives to improve the commercial center including establishing a Revolving Redevelopment Loan for downtown businesses and the redesigning and improving Broadway Street in recent years are examples.

A Strategic Planning process for downtown Alexandria should include a strong historic preservation component but also should consider realistic economic development and current local cultural needs of the community. A study that includes local and regional commercial market analysis along with other trends and needs, such as arts and culture of the community should be part of this effort. A historic property survey that identifies the significant historic resources (buildings and sites) will highlight what should be preserved and could also start to identify reuse options for these places. The planning process should utilize an approach that considers the historic setting, existing businesses and people who are assets to the downtown and should identify opportunities for collaboration and innovation. Issues that might be considered include:

1. SWOT (Strengths, Weaknesses, Opportunities & Threats) analysis for downtown Alexandria.
2. Designation of a downtown district (national or local historic or cultural in nature).
3. Establishment of a standing board or committee to focus on downtown development and/or preservation issues and activities.
4. Existing and future events and activities that can be established or strengthened through collaborative efforts.
5. Additional or modified design elements and programing for public gathering spaces and within a multi-purpose public rights of way.

Past planning efforts have called for the designation of historic sites and districts and the development design standards for both historic and new development districts. It is important to note that there are a multitude of options in these areas.

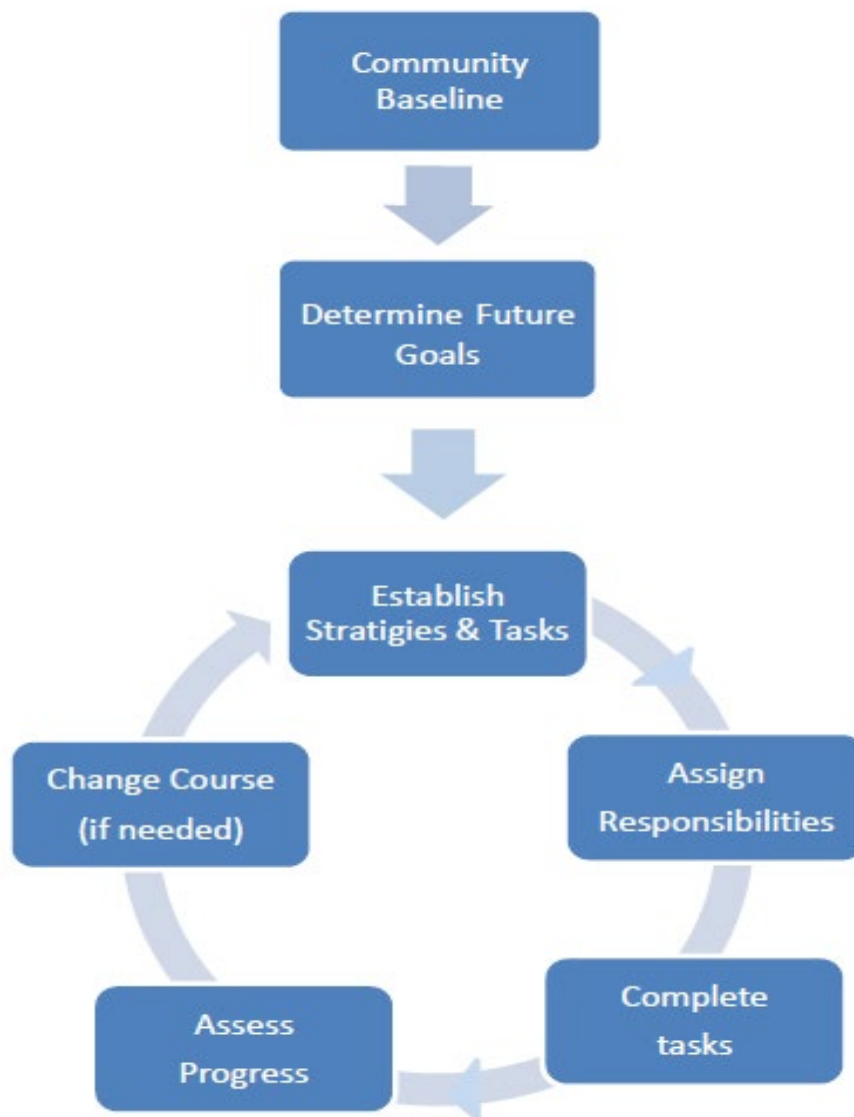
Historic Resource Surveys

Uncovering and understanding resources which are present in the community is an ongoing process. As time passes, sites thought to be insignificant may take on a greater importance than previously thought. An ongoing process of identifying and cataloging historic resources in the community is recommended. If public interest warrants, the creation of a standing Heritage Preservation Commission may be appropriate to conduct such activity. Another option is the creation of a short-term committee who could be given specific tasks a time frame to conduct such work. Any such group might include individuals from local partner organizations such as the County Historical Society, The Legacy of the Lakes and Runestone museums. The Minnesota State Historic Preservation Office should be consulted for potential resources including funding and previously conducted surveys of the areas. Separately from this, additional research could be made of the area archaeological resources. The Historic Context Study identified and maintains as a future strategy, a full archaeological survey of the mounds between Lakes Carlos, Darling and Le Homme Dieu.

Chapter VI Implementation

Without a specific course of action, it is difficult to achieve the goals and aspirations of any plan. Previous chapters of this document provide the baseline information for understanding the community and the determined goals for the community's future. The goals explain what the community wants to accomplish, and the vision desired as an outcome. This chapter outlines the process to work toward achieving those goals.

The following diagram illustrates the process of community assessment and planning (the top two boxes), followed by the ongoing process of establishing appropriate tasks, carrying these out, and continual re-assessment and follow-through of actions.



The Comprehensive Plan achieves the first three steps of this diagram, and the remaining steps shown are the implementation of the plan as follows. Those four implementation steps are subject to annual examination and revision so that the City can be flexible in the deployment of resources.

Often, the most challenging part of the Comprehensive Plan is implementation. Many cities and counties have found it easy to complete a document, and then watch it collect dust on a shelf. The City of Alexandria stands in marked contrast however, since the 1995, 2002, and 2007 Plans have informed and guided land use, transportation, budgeting and other decisions since their adoption. To further increase the likelihood of this Plan revision's implementation, the following Task List provides priorities to follow over the first 5 years after plan adoption. This can be used to complete an annual work plan and contribute to a capital improvement program. The implementation steps should be reviewed by the City periodically (annually or more often) to:

- Establish **priority work activities** for City staff and volunteers (and for City partner organizations) on an annual basis,
- Establish **priorities for annual City budget** (and for City partner organization budgets),
- Establish **priorities for 5-year capital improvement expense plans**.

The following provides an annual review of progress to keep on task. Many of these activities could be conducted on a department and/or board or commission basis with reports back to City Administration or the City Council.

- January – Determine and discuss what was accomplished/completed the previous year.
- February – define upcoming years tasks to meet priorities
- June – August - Identification of priority projects for the following year
- July – November – Draft and adopt annual budget
- December – finalize priorities for following year
- Annual coordination meeting with regional transportation partners to plan upcoming projects.

While the following lays out a work plan for the next several years, it is to be expected that the task list will change from year to year. This reprioritization will occur within the annual review of work as identified in the timeline above. As time goes on, some tasks will take longer than expected and will shift into the next year's list. Priorities will change, and tasks will be moved up to be accomplished earlier. New ideas will be presented to accomplish the goals and vision cited here and will be added to the task list. This is all part of the cyclical process of implementation.

2019/2020 Tasks			
Task	Responsible Entity	Time Frame	Chapter
<p>Review Zoning Ordinance for consistency with the newly adopted Land Use Plan and determine appropriate amendments.</p> <ul style="list-style-type: none"> Make sure there are methods to identify and consider development constraints in the review process for proposed development. 	City Staff and Planning Commission	Summer 2020	Land Use
Complete space needs analysis for City Hall and the Fire Station and determine a plan of action for needed improvements or expansions. Incorporate implementation plan into 2020 budget and/or the Capital Improvements Plan.	City Staff	Summer 2019 (Task Complete)	Facilities & Resources
Develop implementation plan for Burgen Lake Rest Area based on results of 2019 Interchange Study. Consider project timing and incorporate projects into CIP.	Staff, Planning Commission, City Council	Summer 2020	Transportation
Evaluate and review the current rental housing ordinance for compatibility with VRBOs, Airbnbs and other temporary housing units.	Staff & Planning Commission, City Council	Late 2019 (Task Complete)	Land Use
Develop annual calendar of tasks and events that the City takes responsibility for. This will include timing for annual budget, CIP planning and other regularly scheduled tasks that must be accomplished by the City. Review this annually to address items identified within the Comprehensive Plan.	Staff, Council, Commissions	2020 and annually moving forward	All

ALEXANDRIA 2040 COMPREHENSIVE PLAN

2020/2021 Tasks			
Convene an annual regional transportation partners meeting to plan upcoming projects and consider ongoing issues such as monitoring at-grade RR crossing issues and roadway congestion.	Staff, Council, Regional Partners	January 2021 and annually after	Transportation
Review City Code (including Zoning and Subdivision ordinances) for requirements pertaining to new pedestrian infrastructure.	Staff, Planning Commission	2020	Land Use
Burgen Lake I-94 Interchange MSA (including need for park and ride facility near the I-94 interchange)	Staff, Planning Commission, City Council	Late 2020	Land Use
Convene a Downtown Strategic Planning Process	Staff/Consultant, Parks and Recreation Commission, Downtown Businesses	2021 off season (January – March)	Facilities & Resources
Develop an active Transportation Plan	Planning Commission, City Engineer, Local health advocates and other stakeholders	Spring 2022	Transportation
Develop an RFP for a redevelopment study & MSA of the Viking Plaza area	Staff & Planning Commission, City Council	Summer/Fall of 2021 for Spring 2022 project	Land Use
4-6 Year Tasks (2022-2024)			
Review Housing Study completed in 2018 and determine if a new updated housing study should be done	City Administration & HRA		Land Use
Develop an RFP/create a strategy to analyze possible locations for the Alexandria Municipal Airport	Staff, Planning Commission, City Council		Transportation

Task	Responsible Entity	Time Frame	Chapter
Review and modify the 3rd Avenue Pedestrian/Bicycle Crossing Enhancements (completed per 2010 Study, including: pedestrian refuge island, enhanced signing, and a more visible crosswalk).	Staff & City Council		
Consider capacity expansion projects to improve safety and reduce delays. Possibly locations include: <ul style="list-style-type: none"> CSAH 42 (3 Lane/4 Lane Expansion) 	Staff & City Council		Transportation
Consider capacity expansion projects to improve safety and reduce delays. Possibly locations include: <ul style="list-style-type: none"> Nokomis Street (3 Lane Expansion) 	Staff & City Council		Transportation
Evaluate the potential for roadway extension projects to improve connectivity on city roads. Possible locations include: <ul style="list-style-type: none"> 18th Avenue Easterly Extension to CSAH 46 	Staff & City Council		Transportation
Evaluate the potential for roadway extension projects to improve connectivity on city roads. Possible locations include: <ul style="list-style-type: none"> Dakota Street/44th Avenue Extension 	Staff & City Council		Transportation
Evaluate the potential for roadway extension projects to improve connectivity on city roads. Possible locations include: <ul style="list-style-type: none"> Wal-Mart Drive Extension between Hardee's and Subway 	Staff & City Council		Transportation
Develop implementation plans based on results of current 2019 studies. Consider project timing and incorporate projects into CIP. <ul style="list-style-type: none"> Multimodal corridor study on MN Highway 29 	Staff & City Council		Transportation
Develop implementation plans based on results of current 2019 studies. Consider project timing and incorporate projects into CIP.	Staff & City Council		Transportation

Task	Responsible Entity	Time Frame	Chapter
<ul style="list-style-type: none"> Conduct an Interchange Study at I-94 and MN Highway 27 			
<p>Park & Recreation Plan – system wide approach</p> <p>Include a trail plan as determined through Active Recreational Plan showing</p> <ul style="list-style-type: none"> locations of existing trail network Identify additional locations needed Identify repairs and replacement locations Identify by priority Incorporate plan into CIP and/or annual budget 	Staff, Planning Commission with assistance from Park Board		Facilities & Resources
<p>Historic Preservation Plan including addressing preservation of archeological sites, significant architecture and cultural sites which meet national, state, or local criteria for historic designation and avoid destruction or harmful alteration.</p> <p>Historic</p>	Staff, appointed and elected officials, stakeholders from local partner museums and organizations		Facilities & Resources