

# CITY OF BREEZY POINT, MN



## COMPREHENSIVE PLAN UPDATE 2020

Adopted January, 2020



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# Acknowledgements

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**This Plan represents a major community effort by the residents of Breezy Point and its leaders who worked together to develop solutions and vision for the community. THANK YOU to all who participated in the visioning and development process of this Comprehensive Plan. Your guidance, insight, direction, and local knowledge was instrumental in the planning process.**

RESOLUTION NO.01 - 2020

ADOPTION OF THE 2020 COMPREHENSIVE PLAN

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

WHEREAS, the current Comprehensive Plan for the City of Breezy Point was adopted by the City Council in 2016; and

WHEREAS, the Planning Commission determined the 2016 Comprehensive Plan was out dated, and it would be in the interest of the City and its residents to provide and update; and

WHEREAS, the Planning Commission, with the assistance from Staff, and Sourcewell began the process of updating the Comprehensive Plan in 2018; and

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

NOW THEREFORE, BE IT RESOLVED, that the Breezy Point City Council has reviewed the proposed 2020 Comprehensive Plan on DATE and does hereby approve its adoption.

Adopted this 6th day of January 2020.

Tom Lillehei \_\_\_YES\_\_\_ Michael Moroni \_\_\_YES\_\_\_

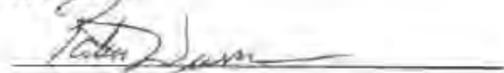
Gary Mitchell \_\_\_YES\_\_\_ Rebecca Ball \_\_\_YES\_\_\_

Gary Bakken \_\_\_YES\_\_\_



Tom Lillehei, Mayor

ATTEST:



Patrick Wussow, City Administrator

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## VISION STATEMENT |

**THE CITY OF BREEZY POINT, SET IN BEAUTIFUL NATURAL SURROUNDINGS WITH ABUNDANT RECREATIONAL AMENITIES, STRIVES TO PROVIDE SECURE AND ENJOYABLE NEIGHBORHOODS FOR RESIDENTS AND VISITORS OF ALL AGES. THE CITY AND RESIDENTS WORK TOGETHER TO SUSTAIN PLANNED COMMERCIAL, RESIDENTIAL, AND RECREATIONAL GROWTH, WHILE BUILDING UPON SOCIAL CONNECTIONS AND IDENTITY FOR THE COMMUNITY.**

## GUIDING PRINCIPLES:

**Sense of community and identity:** The community identified the attractive natural beauty as part of the community's identity and would like to build upon social and physical factors to strengthen the image and identity of the city.

**Protect the scenery, natural resources, and water quality:** Lakes, natural resources, and water quality are important characteristics to residents in Breezy Point. Residents understand the impact that these natural systems have on their community and economy.

**Recreational opportunities:** The various lakes, golf courses, and resorts provide a multitude of opportunities for recreation. The community has expressed a desire to protect and enhance these amenities that offer residents and visitors opportunities to recreate, exercise, and enjoy the natural environment.

**Safe neighborhoods:** Residents feel that safe neighborhoods are a fundamental element that makes Breezy Point a strong community.

**Motorized and nonmotorized trail networks:** Community members seek to expand and improve the existing motorized and nonmotorized trail network, which provide recreational opportunities and contribute to the city's quality of life.

**Business development and employment opportunities:** Tourism and recreation are essential components of the city's economy. The community supports entrepreneurs along with business expansion and retention tactics to diversify the economy.

**Housing choice and type:** Community members seek a coordinated effort to expand housing options for all ages in the community and to provide affordable options.

**Transportation and road network:** Residents want a comprehensive approach to improving the existing road network and want to identify targeted improvement areas, specifically upgrading a series of minimum-maintenance roads.



# EXECUTIVE SUMMARY

## OVERVIEW

In the summer of 2018, the leadership of the City of Breezy Point launched a process to update to the city's Comprehensive Plan. The plan update was intended to develop a clear vision with implementation strategies for the future by assessing the needs and aspirations of the community.

In order to update the Comprehensive Plan, the City of Breezy Point, City Council and Planning Commission committed to facilitating an inclusive and transparent process with opportunities for significant public involvement. As part of the update residents and stakeholders were involved in every key phase of the process.

## KEY DIRECTIONS OF THE PLAN

This section summarizes the key directions of the Plan that are based on the public input and technical analysis that were completed as part of the Plan Update. The key directions of the Plan are focused into the following nine plan elements:

- Land Use
- Community Character
- Park, Open Space and Recreation
- Natural Resources
- Housing
- Transportation

- Economic Development
- Infrastructure
- Community Services and Facilities

The Plan elements were developed based on public input and common themes gathered throughout the planning process. The community identified the following characteristics and themes they would like to maintain and improve upon:

### Maintain:

- Protect Natural Resources and Scenery
- Sense of Community
- Recreation Opportunities
- Water Quality
- Safe Neighborhoods

### Improve:

- Community Identify
- Year-Round Employment Opportunities
- Business Expansion and Retention
- Retain Options
- Motorized and Non-Motorized Trail Networks
- Expand Housing Options
- Road Maintenance

## CHAPTER FOUNDATION

Each chapter of this Plan includes an overview of relevant existing conditions, key findings and goals and strategies for future implementation. The plan's goals and strategies are intended to guide the future growth, conservation and development of the City of Breezy Point. All decisions affecting Breezy Point's future should be aligned with the intent of the goals and strategies within this document. The goals and strategies layers are described as:

- Goal – A goal is broad policy statement expressing a desired outcome in simple terms.
- Strategy – A strategy provides the detailed action steps, programs, projects or policies necessary to initiate and complete a goal.

The Plan includes 40 goals and 152 strategies, which are described in detail in the following chapters. Many of the goals and strategies were taken directly from the 2016 Plan and were further refined using ideas and input gathered throughout the planning process. In addition to the refined goals and strategies from the 2016 Plan, many new goals and strategies were developed to support the themes identified by residents, stakeholders and the steering committee.

## PREVIOUS PLANNING EFFORTS

Comprehensive plans were prepared by the City of Breezy Point in 1991, 1997, 2010, and most recently 2016. Plan elements from the 2016 Plan included:

- Land Use and Community Design
- Water Quality
- Road System
- Parks, Trails and Open Space

It was noted that much of the content from the 2016 was still relevant and local leaders recommended that past planning efforts and outcomes from the 2016 Plan be carried forward to the 2020 Plan. The 2020 Comprehensive Plan carries forward many of the same goals, strategies and chapter context as the 2016 Comprehensive Plan; however, the 2020 plan expands upon the number of planning elements as well as provides a more thorough chapter on implementation. Goals and strategies from the 2016 Plan were reviewed and refined by the steering committee. The refined 2016 goals and strategies were combined with new goals and strategies to develop the final goals and strategies for the 2020 Plan.

The following graphic illustrates how planning elements from the 2016 Plan were incorporated into the 2020 Plan.

2016 Plan		2019 Plan
Land Use and Community Design	→	Land Use
		Housing
		Infrastructure
Water Quality Protection	→	Natural Resources
Road System	→	Transportation
Park, Trails and Open Space	→	Park & Recreation
	NEW	Community Services and Facilities
	NEW	Community Character
	NEW	Economic Development

## IMPLEMENTATION

The Comprehensive Plan Update was initiated with the expectation that it will be implemented. Each planning element has goals and a related set of strategies to support implementation. In addition, Chapter 12 Implementation identifies physical initiatives that will lead to tangible and intangible outcomes and results. The section highlights programs, projects, and tasks meant to achieve the goals and strategies within each plan element. Priorities in the chapter are identified by: Low (L) Medium (M) High (H) frames for implementation of each action. The actions, sub-actions and priorities were developed and prioritized by a subgroup of the larger Steering Committee.

To manage the implementation of the Plan, Chapter 11 includes guidance on "How to Use the Plan" as well as Key Findings, Plan Management, Objectives and Strategies and the Implementation Matrix to facilitate implementation.



# 1. INTRODUCTION

## OVERVIEW

Breezy Point is located on the western shore of Pelican Lake and the southern shore of Lake Ossawinnamee. The city has always been a popular recreation destination, but it also is a bustling residential community with a yearly population of 2,298 (American Community Survey, 2016), which nearly doubles in the summer months. The city’s slogan, “green trees, blue water, great people,” serves as its directional arrow, guiding the city’s development, redevelopment, and conservation initiatives.

City leadership sought to update this plan while looking to maintain and improve the quality of community that exists today. This challenge guided every step of the plan’s creation. Breezy Point has gone through more than a century of growth to achieve the quality of life it now enjoys. During that time of growth and development, City leadership has consistently recognized and enhanced elements and features like the natural resources, secluded home sites, and lakefront to help make the community a desirable place to live.

The community vision statement describes an end state on how the city should feel, look, and function over the course of the next 10 years. A vision is a broad statement expressed and crafted by citizens during a series of meetings. Through a compilation of ideas, it is used to guide the development of more specific goals and policies. The vision statement is an overarching foundation that infiltrates into every aspect of this plan, supporting the goals, strategies, and actions within each plan element.

The guiding principles serve as the tape measure to help determine the result and fit of future initiatives. This set



I LOVE THE BEAUTY OF BREEZY POINT... I FEEL LIKE I LIVE IN A RURAL AREA BUT I HAVE CONVENIENCES OF A CITY.

-Community Survey Respondent



of principles is a tool that will aid in future decision-making. This new framework will help define the values, character, and priorities for the City of Breezy Point into the future.

Guiding principles also have a set of key characteristics that can be used to complete the following:

1. A basis for cooperation and coordination
2. A statement of enthusiasm and inspiration
3. A directional arrow, orientating the city toward the future
4. An evaluative tool for proposals, projects, initiatives, and future decision-making
5. An assessment to compare current conditions
6. An anchor that navigates the city through conflict by identifying common principles and shared values

The plan contains an inventory of existing conditions, documents specific opportunities and constraints, and identifies a series of goals, strategies, and actions meant to assist the city in meeting the community’s vision for the future. As the city takes active strides to achieve a desired condition set forth by the community, this plan will be guided by decisions made today.

## WHY UPDATE THE PLAN?

Comprehensive plans are intended to provide direction for a 10- to 20-year time horizon; however, plans are most effective when updated every five years. From time to time its important to evaluate the content of the plan and see how it aligns with the changing conditions of the city. Breezy Point has a history of timely updates and continues to build off prior plans that helped create the foundation of the city’s vision and culture. This update will replace the 2016 comprehensive plan.



A HEALTHY COMMUNITY IS ONE IN WHICH ALL RESIDENTS HAVE ACCESS TO A QUALITY EDUCATION, SAFE HOMES, ADEQUATE EMPLOYMENT, PHYSICAL ACTIVITY, AND HEALTH CARE.

-Community Survey Respondent





BB  
 THE CITY SHOULD EXPAND GOODS AND SERVICES LIKE MEDICAL, BUSINESS, SHOPS, AND STORES SO THAT THEY ARE WITHIN WALKING OR SAFE DRIVING DISTANCE FOR YEAR ROUND USE.

BB  
*-Community Survey Respondent*

Each plan element has many uses and applications. The policy framework within each plan element should be consistently referred to by the City Council as it reviews permit applications and requests for public improvements. City boards and commissions should utilize the action plan as a starting point in each year's budgetary process. Concurrent with budgeting appropriations, the policy framework and action plan should assist the city in developing an annual work program to guide staff in a manner that is consistent with the content of the plan. Finally, developers and landowners should refer to the goals and policies of the plan when considering development or redevelopment projects.

- A foundation for the zoning and subdivision ordinance
- A guide to aid in multi-year capital budget planning
- A basis for intergovernmental coordination
- A communication piece that guides leadership in the private sector

The plan contains an inventory of existing conditions, documents specific opportunities and constraints, and identifies a series of goals, strategies and actions meant to assist the city in meeting the community's vision for the future.

As the city takes active steps to achieve the outcomes desired by the community, this plan will be the map that guides decision making.

#### WHAT IS A COMPREHENSIVE PLAN?

The Breezy Point Comprehensive Plan serves a variety of purposes for the city. The plan is the leading policy tool that can help citizens and local leaders work together to more efficiently guide future growth and development. The plan also provides a series of steps to help achieve the shared vision for the community. This document will provide a long-term strategy for growth as well as aid in short-term decision around a variety of projects and initiatives. In addition, the plan seeks to aid in:

- A reference for development and application reviews

BB  
 WE MOVED HERE FOR THE PRIMITIVE OUTDOOR ENVIRONMENT, RELATIVELY INEXPENSIVE QUALITY HOUSING, AND SAFE NEIGHBORHOODS!

BB  
*-Community Survey Respondent*

#### Summary of Differences

Timely Comprehensive Plan updates have occurred within recent years. In 2016 the city completed a plan review and included minor changes to the overall plan. The plan included four specific areas: 1) land use and community design, 2) water quality, 3) road system, and 4) parks, trails, and open space. The 2020 plan update includes significant content from the previous plan, as much of the narrative and details were still applicable today. The 2020 plan expanded the breadth of the planning elements and contains a total of nine planning elements; land use, housing, infrastructure, natural resources, transportation, parks and recreation, community services and facilities, community character, and economic development. New to this plan includes economic development, community services and facilities, and housing. Consistent with public input, the additional planning elements provide a set of goals and strategies to meet the aspirations of residents, particularly around business expansion and retention, retail offerings, and year-round employment opportunities, among many others.

The plan also includes an implementation chapter. This chapter's sole purpose is to identify the various action items that will help achieve the goals listed in others. Implementation is a critical component of any comprehensive plan. The matrix includes priority ratings and tasks that will help elected officials in capital budget planning and will aid in communicating with residents, and seasonal residents, on upcoming expenditures and investments.

# AUTHORITY TO PLAN

The state of Minnesota gives its communities the legal authority to adopt a plan, according to Minnesota Planning Act, Statute sections 462.351 to 462.353. These statutes create a single, uniform procedure that applies to all cities (462.351-462.359). The comprehensive plan provides the legal framework to enact land use control and other municipal actions to implement long-term growth and development regulation strategies. The city's land use (zoning) ordinances and official zoning map should be updated to conform to the comprehensive plan pursuant to adoption.

Comprehensive planning is an important tool for cities to guide future development of land to ensure a safe and economical environment for residential, commercial, industrial, and public activities. In addition, planning can help:

- Preserve important natural resources, agricultural land, and other open lands.
- Create opportunity for residents to participate in guiding a community's future.
- Identify issues, stay ahead of trends, and accommodate change.
- Ensure that growth makes the community better, not just bigger.
- Foster sustainable economic development.
- Provide an opportunity to consider future implications of today's decisions.
- Protect property rights and values.
- Enable other public and private agencies to plan their activities in harmony with the municipality's plans.

## HOW TO USE THE PLAN

The comprehensive plan should be viewed as a living document. City officials should review the plan's priorities every year during the annual budgeting process in mid-summer. In addition to the review, city officials and staff should check in with residents, both seasonal and year-round, business owners, and other stakeholders to ensure that the plan remains current. Amendments should be made as necessary, especially as circumstances in the community progress and change. The content within this document should be used as a guide to help shape the physical environment of the City of Breezy Point.

The core purpose of the plan for the City is threefold:

- It provides the legal basis for land use regulations such as zoning and subdivision control.
- It provides a long-range vision that will guide planning decisions into 2035.
- It is a guide for elected officials to use when making decisions. The goals and strategies in this document were derived from citizen input at a variety of participation opportunities.

The Plan provides specific recommendations that direct Breezy Point's growth and development. The Plan, should be used to:

### 1. Guide city officials and staff to assist with a variety of tasks:

- Communication of Breezy Point's vision for the future.
- Establishment of regulatory changes.
- Acquisition and use of land.
- Capital improvement planning.
- Development and infrastructure decisions.

### 2. Guide businesses, property owners, and residents in assisting them in:

- Determining potential property use.
- Understanding possible land use changes in the surrounding area.
- Establishing reasonable land use expectations.
- Understanding future infrastructure improvements.
- Improving and investing in property.

### 3. Guide developers with property acquisition and the coordination of plans with city goals, regulations, and infrastructure plans.

### 4. Assist and coordinate with neighboring jurisdictions on issues and topics of mutual interest.

## PLAN ORGANIZATION

The plan is divided into a series of plan elements, or chapters. This plan will address the following plan elements:

- Land Use
- Community Character
- Parks and Recreation
- Natural Resources
- Housing
- Transportation
- Economic Development
- Infrastructure
- Community Services and Facilities

**Goals:** First, a set of goals for each planning element was developed for this comprehensive plan update. The goals were formed through public input and comment, influenced by content from the 2016, and meticulously reviewed by the steering committee. Goals are intended to serve as guidelines for the comprehensive plan. These goals represent general statements that identify community aspirations and desired conditions.

**Strategies:** Second, a set of strategies follow each goal. A strategy describes a general course of action made toward achieving each goal. Strategies speak to the underlying values, principles, or context of each goal and are often place-specific. The Committee reviewed the content at various workshops, and each strategy was carefully crafted.

**Actions:** Finally, a series of actions support each strategy and provides directives and tasks. These actions are higher level in nature, intended to identify project-related items, programming needs, personnel/department responsibility, and steps necessary to achieve each goal.

BB

LET'S FOCUS ON ENHANCING WHAT MAKES BREEZY POINT GREAT, LIKE THE NATURAL BEAUTY AND RECREATIONAL OPPORTUNITIES. LET'S GUIDE DEVELOPMENT OF THE CITY THROUGH FOCUSED PLANNING.

-Community Survey Respondent

BB





Plans like this one are implemented through a series of small and large land use changes. An integral part of implementation is public engagement, which plays an important part of the planning and development process.

While the plan provides information and guidance, its execution relies heavily on city staff and elected officials' initiative, discretion, and understanding to fulfill this plan's overall vision, goals, policies, and implementation efforts. Officials and staff should refer to the goals, strategies, and actions on a regular basis, either adhering to them or officially revising the plan as circumstances change. The core elements of the plan should be consistent and ongoing while the specifics can be amended to best suit the community needs. Above all, the plan should be a working document utilized by city staff and elected officials.

**PLANNING PROCESS**

In 2018 the city began its comprehensive plan update process. A steering committee was formed to provide oversight, input, experience, and guidance throughout the process. This steering committee was comprised of local business owners, residents, topic experts, staff, and local officials. This group represents a diverse cross section of the community, yet was small enough to be action oriented in its decision-making.

**Community Engagement**

Through the process of updating the comprehensive plan, Breezy Point reinforced the value of local knowledge. The citizens' involvement, wisdom and understanding of their neighborhoods and the broader community produced a better stronger plan.

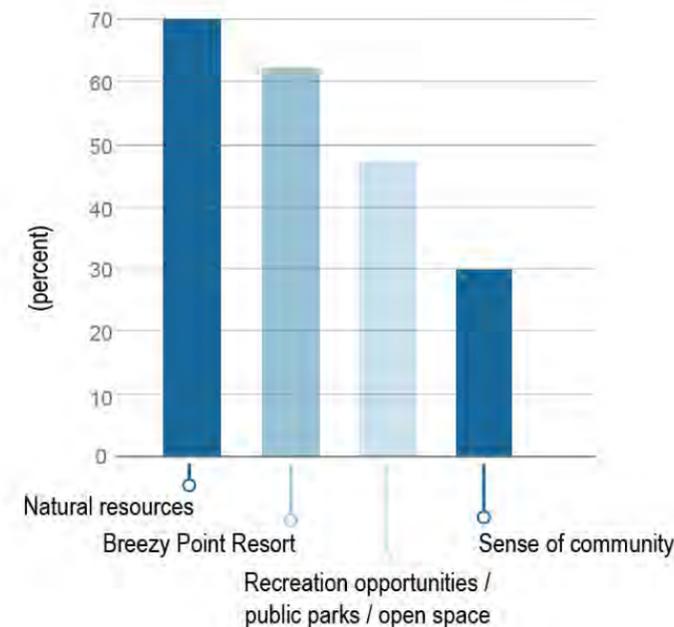


I HAVE ALWAYS FELT SAFE IN THIS AREA. I FEEL THE SCHOOLS IN THE AREA ARE GOOD AND A DRAW TO PEOPLE MOVING TO THE AREA.



-Community Survey Respondent

**Q14. In your opinion, what are Breezy Points greatest assets?**



**Community Survey:** A communitywide survey was taken to gather opinions and preferences on a variety of plan element topics. A total of 315 people completed the online survey. Residents provided input on the elements that make for a healthy community which include: a clean environment, a successful school district, and safe neighborhoods. Participants want to protect the natural resources and the scenery throughout the community; protecting and improving water quality was rated high. The expansion and marketing of recreational opportunities were an important element of the survey. Participants seek to preserve the small town feel of the community.

**Focus Groups:** A series of four focus groups was held as a part of the public input process. These groups included the roads committee, planning and zoning commission, the business community, and the park and recreation committee. The groups met to discuss their goals for the future and to discuss the barriers they faced. Collectively a set of themes emerged that included lot size requirements that constrain residential development; water quality protection; citywide brand and identity creation; a need to diversify the housing stock to accommodate workforce, senior, and multi-family options; and finally, a desire to expand the motorized and nonmotorized trail network.

**Open House:** A community wide open house was held at the North Star Complex and invited the community to participate in a family skate night. This opportunity allowed participants not only to learn about the project, but to also engage with content that was developed to guide goal and strategy development. A series of outcomes from this gathering identified what people wanted: improved walking and biking within neighborhoods and throughout the city, support for the tourism industry, diversification of the business climate with more options, development of a centralized community space such as a community center or town square and diversify the housing stock.

**Pop-up Events (Airport Days and Butterfly Release):** Two pop-up events were held at Airport Days and the Butterfly Release. Informational boards were available for people to learn more about the planning process, its purpose, and the timeline.

Residents would like to **maintain** the following characteristics:

**NATURAL RESOURCES AND SCENERY** Community members acknowledged the attractive setting and multitude of natural resources that Breezy Point has to offer and identified this as the leading, most vital, asset of the community. Respondents value the importance of protecting the water quality and significant environmental features, often citing natural beauty as a part of the community’s fabric and identity.

**SENSE OF COMMUNITY** Participants noted they enjoy the small-town feel and the amenities that Breezy Point has to offer. Participants often referred to the people who make Breezy Point such an enjoyable place to live, along with the bustling summer months and the natural draw to the area.

**RECREATIONAL OPPORTUNITIES** The various lakes, golf courses, and resort provide a multitude of opportunities for recreation. Residents expressed their priority to protect and enhance these amenities that offer residents and visitors opportunities to recreate, exercise, and be immersed in the natural environment.

**WATER QUALITY** A variety of lakes and streams add to the pristine character of the city. It’s important to residents that we maintain and protect the quality of natural resources. Residents understand the impact that these natural systems have on their community, economy, and quality of life.

**SAFE NEIGHBORHOODS** Respondents (87 percent) feel that safe neighborhoods are the leading element that makes Breezy Point a healthy community. Safe neighborhoods are a fundamental component of a vibrant neighborhood, and residents often championed the Breezy Point Police Department’s role in the success of the city’s neighborhoods.

Q6. What are some things that make the City of Breezy Point a great place to live?



Residents would like to **improve** the following characteristics:

**COMMUNITY IDENTITY** Survey participants seek to build a community identity that captures the unique experience and sense of place that Breezy Point has to offer. Participants noted the value that Breezy Point Resort has on the community but seeks to craft the city’s own identity that touches on its unique natural, social, and physical factors.

**YEAR-ROUND EMPLOYMENT OPPORTUNITIES** Participants seek a diverse economy that can sustain the community throughout the year, offering opportunities at every season. Community members seek a collaborative approach in increasing job availability, as this directly impacts livability.

**BUSINESS EXPANSION AND RETENTION** Tourism and recreation are essential components of the city’s economy. Citizens support efforts to create places where people do not want to leave. A diverse economy provides employment and investment opportunities. Survey respondents support continuing efforts to support entrepreneurs, business expansion, and retention.

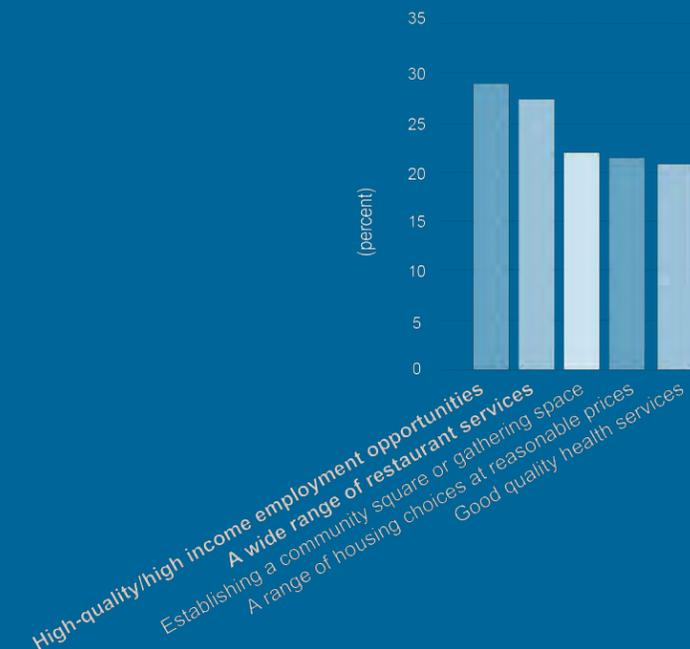
**RETAIL OPTIONS** Community members who participated in the survey felt that supporting commercial and retail growth are among the top priorities for future growth in the City of Breezy Point.

**MOTORIZED AND NON-MOTORIZED TRAIL NETWORKS** Community members seek to expand and improve the existing motorized and nonmotorized trail network. Participants noted support for integrating golf carts into the trail network (separated, multi-use trail). Trail networks provide recreational opportunities and contribute to the city’s lifestyle.

**EXPAND HOUSING OPTIONS** Housing plays a critical role in the quality of life and livability in the city. Respondents seek a coordinated effort to expand housing options for all ages in the community and seek to provide affordable housing options.

**ROAD MAINTENANCE** How easily and safely we can get from one place to the next has a major impact on our quality of life. Survey respondents seek a comprehensive approach to improving the existing road network and seek to identify targeted improvement areas.

Q7. What are some things that need the most improvement in Breezy Point?



# DEMOGRAPHIC SNAPSHOT

TOTAL POPULATION\*



2,436

TOTAL HOUSEHOLDS\*



942

TOTAL WORKERS



61.2%

HOUSEHOLD MEDIAN INCOME



\$66,724

POPULATION CHANGES\*



3.8%  
SINCE 2010

TOTAL HOUSING UNITS



1,573

PRIVATE WAGE WORKERS



82%

INCOME GROWTH RATE



21.4%  
SINCE 2010

MEDIAN AGE



42.5

MEDIAN HOUSE PRICE



\$199,330

SELF EMPLOYED



3.4%

MEDIAN FAMILY INCOME



\$73,250

PERCENT OVER THE AGE OF 60:



27.2%

AVERAGE COMMUTE



21  
(MINUTES)

LEADING INDUSTRY



17%

EDUCATION SERVICES, HEALTHCARE  
SOCIAL ASSISTANCE



## 2. LAND USE

### OVERVIEW

Land use guides public and private actions in the pattern of land and development. Land use is the central element of the comprehensive plan, and many people consider this chapter as the plan itself. Although there are other plan chapters, they are each related to the land use chapter given their shared geographic component. Consequently, there is some overlap, and other elements provide more detail on certain subjects mentioned throughout this chapter. The key provisions of other chapters in the plan that are critical to the physical development are integrated into the land use strategies. This chapter seeks the necessary means to help the city become environmentally, fiscally, and socially sustainable.

Land use translates the community vision for growth and conservation into a recommended physical pattern of neighborhood and commercial areas, road networks, parks, and trail corridors. Land use goals seek to influence the location, types, density, and timing of future growth through private real estate development, public investment in infrastructure and community facilities, and conservation of natural areas.

### KEY FINDINGS

This chapter will be used by the city to make decisions about private development proposals and the location, size, and timing of public improvements. This chapter may also be the basis for preparing sub-area plans to foster future development in specified areas throughout the city. Although this plan is not a legal document, it does provide the rationale to support the city's zoning ordinance and subdivision regulations.

### EXISTING LAND USE

Land use in the city consists primarily of single-family homes located in wooded and hilly land west and north of Pelican Lake in a cluster, subdivision-style development pattern. Commercial development is scattered along County Highway 11, the main entrance road to the city, which links Breezy Point to MN Highway 371 and Pequot Lakes.

**Residential development** is most intensive along the front of Pelican and Ossawinnamakee, where nearly every lot is built on. Unlike some lakeshore communities there are many houses located on inland lots up to a half

mile or more from a lake. Many of these homes are set in the wooded, hilly terrain with on-site wastewater treatment systems. Their lot sizes range from 10,000 square feet or less up to between one and five acres. High-density residential exists in the central core of the city on small lots with the majority of the parcels being served by minimum-maintenance or gravel roads. Medium-density parcels exist north of Ski Chalet Drive with small pockets along Buschmann Road. Low-density residential parcels exist in the center of the city and range in sizes that accommodate on-site septic systems.

**Commercial and industrial** development is located along the city's main corridors. Breezy Point resort, the major commercial development, is located on Pelican Lake in Nelson Bay. Other commercial development includes restaurants, convenience goods, professional offices, and professional services. Industrial development is concentrated in the Evergreen and Breezy Point business parks, located north of County Highway 11. The airport along County Highway 11 is a private facility that includes several hangars for the small, private aircrafts that the landing strips accommodate.

BB

THE BIGGEST DRAW TO LIVING IN BREEZY POINT IS THE BEAUTIFUL NATURAL AREA. THE RURAL 'UP NORTH FEEL' WITH ALL OF THE OUTDOOR RECREATION AND SAFE, QUIET NEIGHBORHOODS ARE THE MOST IMPORTANT QUALITIES TO PROTECT AND TREASURE.

-Community Survey Respondent

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An evaluation of existing land uses was conducted to assess and analyze the true picture of current land uses within the city. The existing land use map identifies land uses currently on each parcel, simply capturing the land for what it is. It does not take into consideration what is allowed or preferred going forward. **The existing land use simply shows what is, and what exists today.** The following is an analysis of the existing land use categories in the City of Breezy Point:

**Forested:** This category identifies portions of the city that contain large, densely forested tracts or contain very low-housing density.

**Vacant residential:** This category identifies vacant portions of the city that have been platted for residential purposes.

**Single-family:** This category identifies those areas in the city that comprise residential land uses, specifically single-family uses that house only one family or one group of people in one building. This land use includes single-family, mobile homes, and private cabins.

**Multi-family:** This category identifies those areas that comprise a multi-family land use. Multi-family includes residences such as duplexes (either side-by-side or up-and-down), townhouses, apartments, condominiums, and other dwellings that house more than one family in one building. Resort cabins or resorts are not considered

residential and are classified as commercial.

**Commercial:** The category identifies areas that comprise commercial land uses. This includes restaurants, professional services and offices, convenience goods, resorts (and resort cabins unless), and gas stations.

**Industrial:** This category captures areas that comprise industrial land uses. This includes manufacturing, storage facilities, mining, warehousing, and distribution.

**Public/semi-public:** This category includes public/semi-public uses within the city. This includes schools, city property and buildings, religious uses, clinics, and the airport.

**Park and Open Space:** This category identifies the city and state parks and open spaces.

**Recreation:** This category identifies recreational parcels within the city and includes uses such as campgrounds and golf courses.

**Water:** This category captures the acres of water within the city.

## LAND USE CLASSIFICATION COMPARISON

### EXISTING LAND USE

Category	Acres	Percent
Residential (Low Density)	2,143	25.7
Residential (High Density)	76	0.9
Commercial	518	6.2
Recreational	148	1.8
Public/Semi-Public	472	5.7
Airport	689	8.3
Undeveloped	4,220	50.6
Right of Way	38	0.5
Utilities	1	0.01
<b>TOTAL ACRES</b>	<b>8,349 acres</b>	<b>100</b>

Source: Breezy Point 2016 Comprehensive Plan

BB

IDENTIFY AREAS THAT CAN BE MULTI-FAMILY SO EFFORTS CAN BE CONCENTRATED IN THOSE AREAS AND DO NOT END UP SCATTERED ALL OVER THE CITY.

99

-Community Survey Respondent

The 2016 plan update separates residential land uses into three categories:

**Lakeshore housing:** residential parcels located adjacent to the lake, primarily subject to the Minnesota shoreland regulations.

**Golf course housing:** There are three courses in the city. All of the multi-family (attached) housing in the city is located around the Whitebirch golf course.

**Wooded housing:** The great majority of the housing in the city falls into this category.

This existing land use analysis classifies parcels based on their use and density, such as single-family dwellings (attached or detached) or multi-family units like apartments and townhomes. There is a difference in how the residential categories were collected from the 2016 plan. Instead of classifying use based on their location next to or immersed within natural resources or near recreational amenities, the analysis focuses on the size of the lot and the type of dwelling, targeting the analysis on density per acres. Due to the large percentage of vacant residential parcels, a category termed "vacant residential" was introduced. This new category helps illustrate the vacant and undeveloped land in the city and identifies the parcels that do not have any structures but is intended for residential uses.

## LAND USE VS. ZONING

Zoning districts are not necessarily consistent with land use districts. Zoning districts are frequently distinct from both current land use districts and future land use districts. Existing land use simply classifies how the land is currently being used on each parcel. Zoning identifies the preferred and permitted uses for development and redevelopment. The zoning map shows what is allowed to happen today for each parcel. Future land use identifies a preferred end result of the development and redevelopment process. Future land use is general in nature, capturing the desired long-range future condition over the course of a much longer timeframe.

## TAX-FORFEITED PROPERTIES

There's a total of 374 tax forfeited parcels throughout the city, totaling 280 acres. The city considers purchasing properties at each county land sale. Some parcels have been purchased to remove them from the markets due to their difficulty to build upon and associated site constraints that could become public nuisances. In recent years parcels have been purchased for city buildings and the city park, and others have been purchased without a stated public purpose or strategy.

**Acquire and sell lots:** The city could acquire the tax-forfeited and other parcels and consolidate them for sale in larger tracts in order to facilitate land development consistent with the regulations that could potentially arise from this plan.

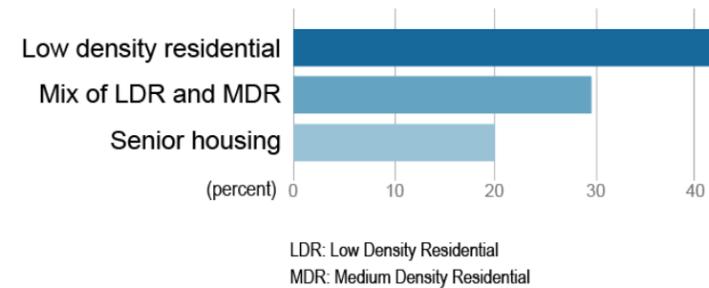
**Acquire and hold lots:** The city could acquire tax-forfeited lots and other parcels and hold them in their undeveloped conditions. This would provide buffers for the smaller holdings while preserving and protecting other natural resources.

**Pay part of the improvement costs:** The city could pay part of the cost of installing municipal sewer or water lines, or upgrading street surfaces.

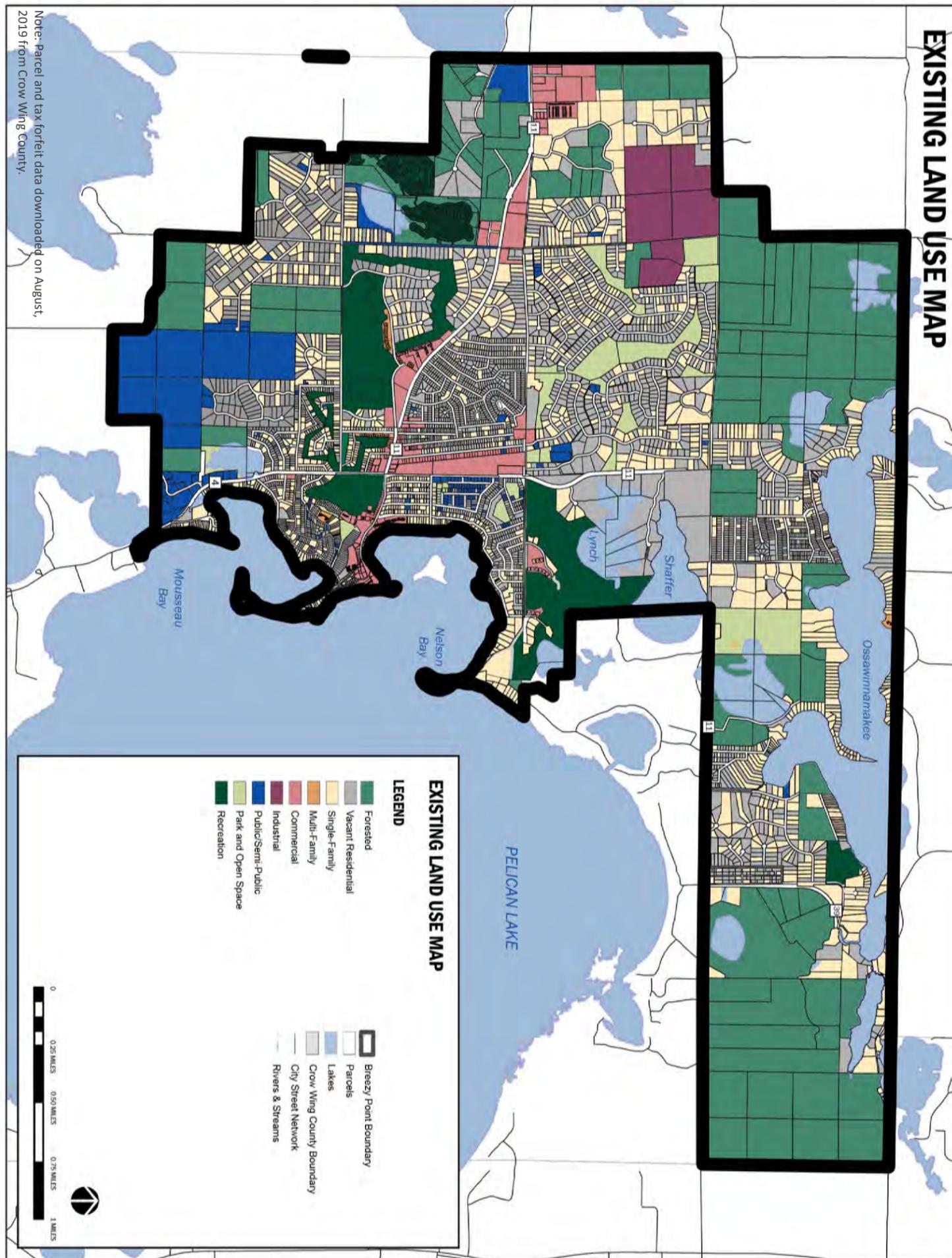
### PUBLIC INPUT

As part of the comprehensive plan outreach process, a community survey asked residents a variety of land use and development-related questions to gather insight into the future desire's residents have for the city. When asked about future growth, 53 percent of survey respondents noted commercial and retail growth as a top priority. The survey asked participants to give their opinion on future residential development. Responses indicate support for low- and medium-density residential development. Nearly 44 percent of people supported low-density residential development such as one to three acres, and nearly 30 percent support a mix of low-density and medium-density housing, such as townhomes up to five or six units per acre.

### Q10. When planning for future residential development, should the city place more emphasis on:



As highlighted in the introduction chapter, survey participants highlighted a set of elements that they felt make the city a great place to live. The city should seek to enhance these elements and take the necessary means to position the city to address this asset-based framework, versus a needs-based framework. Residents identified the attractive setting and natural resources as the leading element with 83 percent. A variety of wetlands, sensitive environmental features and forested area covers the city. The land uses that attribute to this element should be preserved when the city seeks to plan. The second leading elements was safe neighborhoods and streets. Traffic volume on local streets contribute to a comfortable environment for walkers, runners, and pedestrians. The following is a graphic highlight of the survey question:





**Commercial Growth and Expansion:** Survey participants noted commercial and retail growth as the highest priority for the future. In an effort to address and build a year-round economy, residents seek to add services and businesses to the city, which can grow employment opportunities throughout the year. Residents support centralized development in the core of the city and concentrate development to support a walkable environment. Community members seek a collaborative approach to increase job availability as this directly impacts livability.

**Enhance Community Identity:** Survey participants seek to build a strong community identity, one that is separate from the resort, to establish a unique experience and sense of place. The city should consider developing its own identity and brand that capture its unique natural, social, and physical factors.

**Community Gathering Space:** A centralized gathering space, whether it be a community center or central square, could serve as the formal hub of activity for the city. This space could be multi-use in function but support numerous events throughout the year. Nearly 60 percent of survey respondents support an idea of a public space that could be used for community gatherings within the city.

**Expand Housing Options:** Residents seek to diversify the housing stock to provide housing types and options for all income levels and stages in life. It's apparent that lot size has constrained further development. Many parcels throughout the city are too small to allow for development, based on current zoning regulations. Many residents wish to see the city study existing regulations to allow for a smaller house footprint and garage size as market rates and cost to build are becoming burdensome and discourage development for certain income ranges.

**Q8. What is your highest priority for future growth in Breezy Point?**



**Commercial/retail growth that reduce taxes and add services** should be the highest priority for the future.

## MECHANISMS



**Infill development:** When neighborhoods or targeted locations have either municipal sewer service or on-site systems, the city could take strides to advance housing development for all income levels within the city to meet the needs of its residents, but also collectively advance the housing need throughout Crow Wing County.



**Protect natural resources for economic benefit:** Preservation of the city's sensitive environmental areas and prime natural resources can enhance property value, add to the sense of place and identity, increase local tax revenues, decrease costs of recreation, and entice and attract new or relocating businesses.



CASE STUDY AND FORM EXAMPLE

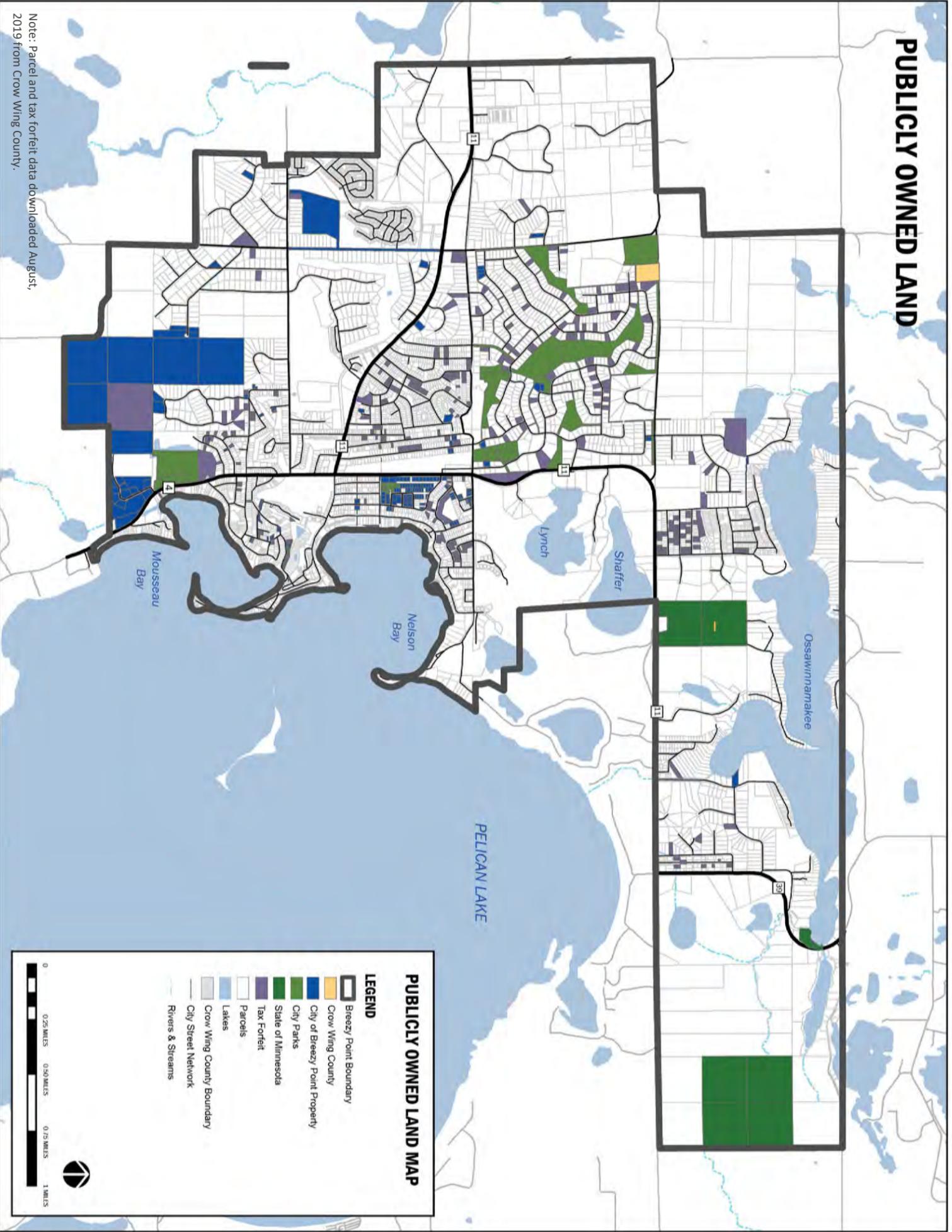
**Use of small lots to spur development:** Hundreds of undersized lots are platted throughout the city. The vast majority of these are too small to individually accommodate a house, water well, and wastewater treatment system. Fortunately, a large majority of them are owned in clusters, making the effective lot size much larger. It is the interest of the city and landowners to make use of previously improved neighborhoods rather than to promote the platting of new areas.



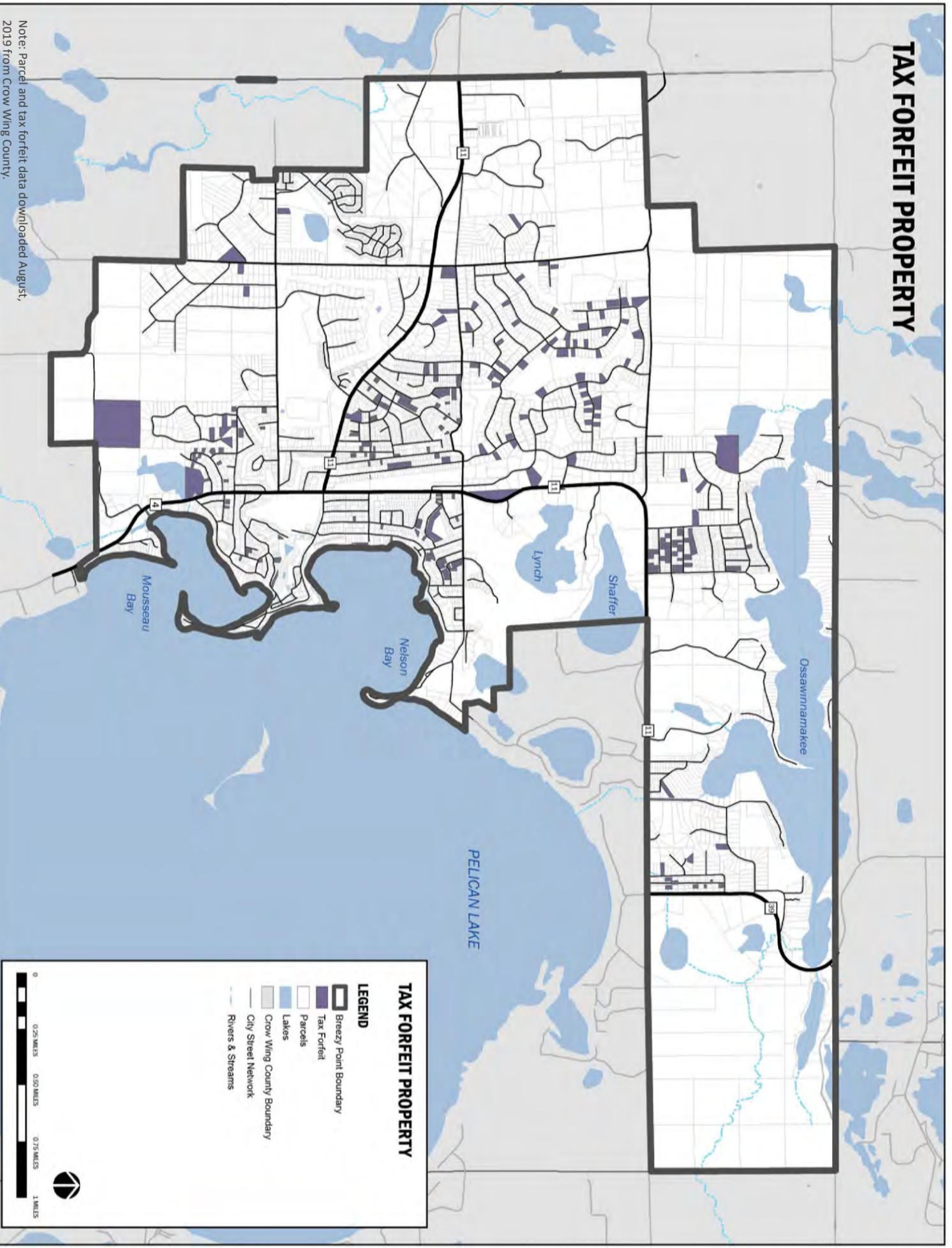
CASE STUDY AND FORM EXAMPLE

**Concentrate commercial growth to yield either a walkable or low-speed vehicle environment:** At the center of the city are local, small retail stores, small service businesses, and professional offices. At the intersection of County Highway 11 and Ranchette Drive, encourage retail and service businesses and offices. Near the western perimeter of the city, north of County Highway 11, allow retail and service businesses, light manufacturing, offices, and general businesses that may require screened outdoor storage of equipment or materials.

# PUBLICLY OWNED LAND



# TAX FORFEIT PROPERTY



## PUBLICLY OWNED LAND MAP

- LEGEND**
- Breezy Point Boundary
  - Crow Wing County
  - City of Breezy Point Property
  - City Parks
  - State of Minnesota
  - Tax Forfeit
  - Parcels
  - Lakes
  - Crow Wing County Boundary
  - City Street Network
  - Rivers & Streams



## TAX FORFEIT PROPERTY

- LEGEND**
- Breezy Point Boundary
  - Tax Forfeit
  - Parcels
  - Lakes
  - Crow Wing County Boundary
  - City Street Network
  - Rivers & Streams



Note: Parcel and tax forfeit data downloaded August, 2019 from Crow Wing County.



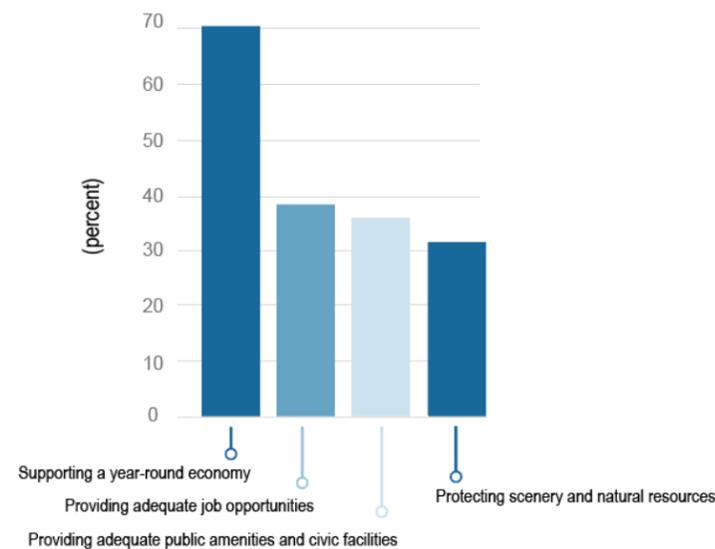
## FUTURE LAND USE CATEGORIES

### FUTURE LAND USE

This section of the plan identifies areas with potential to support new growth or infill development by guiding specific land uses to these areas. The future land use map identifies the preferred end result of the development and redevelopment process at a specific point in time 15 years from the present. The future land use map illustrates the long-range desired future condition or summarized as the preferred end results of development and redevelopment in the future. The map is generalized to accommodate future change and should not be viewed on a parcel-by-parcel basis. The actual boundaries will be shaped by market conditions, demographic changes, and economic events that occur in the future. It's very important to acknowledge that future land use categories are very different from zoning classifications. Future land use categories seek to address a full range of land use types.

The future land use categories are similar to those used in the 2016 comprehensive plan except that the residential categories have been more clearly defined to reflect a wider range of density and simplified to accommodate future growth needs as they arise. Parks and open spaces have been separated into new districts that highlight public ownership and private ownership.

**Q13. When it comes to growth and development, what is Breezy Point's greatest challenge?**



CLASSIFICATION	URBAN RESERVE	WOODED RESIDENTIAL	LOW DENSITY RESIDENTIAL (LDR)
			
OVERVIEW	<p><b>URBAN RESERVE (UR):</b> THIS CLASSIFICATION INCLUDES FORESTRY FARMING, ANIMAL HUSBANDRY, AND CERTAIN BUSINESSES THAT REQUIRE AN ISOLATED SETTING. THESE LOCATIONS MAY BE SUBDIVIDED IN THE FUTURE INTO SMALLER RESIDENTIAL PARCELS TO OTHER PARCELS OF THE CITY.</p> <p><b>COLOR:</b> (UR) IS REPRESENTED BY THE COLOR LIGHT GREEN/GRAY ON THE FLUM.</p> <p><b>DENSITY:</b> MINIMUM LOT SIZE OF 10 ACRES.</p>	<p><b>WOODED RESIDENTIAL (WR):</b> THIS CLASSIFICATION WOULD TRADITIONALLY BE IDENTIFIED AS RURAL RESIDENTIAL, CONSISTING OF LOW-DENSITY, DETACHED HOMES ON 2.5- TO 5-ACRE TRACTS AS A MEANS TO PRESERVE THE FORESTED CHARACTER OF THE LAND.</p> <p><b>COLOR:</b> (WR) IS REPRESENTED BY THE COLOR DARK GREEN ON THE FLUM.</p> <p><b>DENSITY:</b> 2.5-5 ACRE TRACTS</p>	<p><b>LOW-DENSITY RESIDENTIAL (LDR):</b> THIS CLASSIFICATION IDENTIFIES USES THAT WILL BE PREDOMINATELY SINGLE-FAMILY DETACHED UNITS WITH THE POTENTIAL FOR SOME TWIN HOMES AND OTHER LOW-DENSITY ATTACHED HOMES.</p> <p><b>COLOR:</b> (LDR) IS REPRESENTED BY THE COLOR YELLOW ON THE FLUM.</p> <p><b>DENSITY:</b> OVERALL DENSITY IS GENERALLY BETWEEN 1 AND 4 UNITS PER ACRE.</p>

<p><b>MEDIUM DENSITY (MDR)</b></p> 	<p><b>COMMERCIAL (C)</b></p> 	<p><b>RESORT COMMERCIAL (RC)</b></p> 		<p><b>AIRPORT (A)</b></p> 	<p><b>PUBLIC (P)</b></p> 	<p><b>PARKS &amp; OPEN SPACE (PO)</b></p> 	<p><b>RECREATION (R)</b></p> 
<p><b>MEDIUM DENSITY RESIDENTIAL (MDR):</b> THIS CLASSIFICATION IDENTIFIES USES THAT WOULD ACCOMMODATE A MIX OF HOUSING TYPES, INCLUDING SINGLE-FAMILY DETACHED, TWIN HOMES, TOWNHOMES, ROW HOUSES, APARTMENTS, AND SENIOR HOUSING.</p> <p><b>COLOR:</b> (MDR) IS REPRESENTED BY THE COLOR ORANGE ON THE FLUM.</p> <p><b>DENSITY:</b> OVERALL DENSITY IS BETWEEN 4 AND 9 UNITS PER ACRE.</p>	<p><b>COMMERCIAL:</b> THIS CLASSIFICATION INCLUDES BUSINESSES THAT PROVIDE GOODS OR SERVICES ON A RETAIL BASIS TO THE PUBLIC, OFFICE BUILDINGS, CLOSELY RELATED LAND USES AS WELL AS RETAIL OR SERVICE BUSINESSES, LIGHT MANUFACTURING, WAREHOUSING, OFFICES, LUMBER YARDS, OUTDOOR STORAGE, AND APARTMENTS.</p> <p><b>COLOR:</b> COMMERCIAL © IS REPRESENTED BY THE COLOR RED ON THE FLUM.</p>	<p><b>RESORT COMMERCIAL (RC):</b> THIS CLASSIFICATION INCLUDES RESORTS, MARINAS, RESTAURANTS, BARS, RENTAL OR TIMESHARE HOUSING UNITS, AND RELATED LAND USES.</p> <p><b>COLOR:</b> (RC) IS REPRESENTED BY THE COLOR LIGHT PURPLE ON THE FLUM.</p>		<p><b>AIRPORT (A):</b> THIS CLASSIFICATION IS DEDICATED FOR THE EXISTING AIRPORT AND LANDING STRIPS.</p> <p><b>COLOR:</b> AIRPORT (A) IS REPRESENTED BY THE COLOR PURPLE ON THE FLUM.</p>	<p><b>PUBLIC:</b> THIS CLASSIFICATION IDENTIFIES PORTIONS OF THE CITY THAT BENEFIT THE PUBLIC SUCH AS PUBLICLY OWNED BUILDINGS AND OTHER ESSENTIAL FACILITIES OWNED BY THE CITY, COUNTY, OR STATE.</p> <p><b>COLOR:</b> PUBLIC (P) IS REPRESENTED BY THE COLOR BLUE ON THE FLUM.</p>	<p><b>PARKS &amp; OPEN SPACE (PO):</b> THIS CLASSIFICATION IDENTIFIES PORTIONS OF THE CITY THAT CONTAIN PARKS, TRAILS, AND OPEN SPACES. THIS CATEGORY IDENTIFIES PUBLIC OPPORTUNITIES FOR RECREATION AND LEISURE.</p> <p><b>COLOR:</b> (PO) IS REPRESENTED BY THE COLOR OLIVE/DARK GREEN ON THE FLUM.</p>	<p><b>RECREATION (R):</b> THIS CLASSIFICATION IDENTIFIES PRIVATE GOLF COURSES AND CAMPGROUNDS.</p> <p><b>COLOR:</b> RECREATION (R) IS REPRESENTED BY THE COLOR OLIVE ON THE FLUM.</p>



**FUTURE TECHNIQUES AND PRACTICES**

**Neighborhood Development Planning:**

The city should consider preparing layouts showing how subareas of the community could be improved, developed, and preserved. On a lot-by-lot basis, or groupings, the city could illustrate how ownership could be consolidated, certain lots built upon, other parcels held open, drainage ponds added, roads abandoned or improved, and wastewater services provided.

**Road Corridor Planning:**

The city should plan the edges of the minor arterial roads for any appropriate and acceptable variety of land uses as long as the roadway access guidelines are followed. Appropriate land uses can range from single-family housing to businesses. In general, access efficiency and visibility should be geared toward more intensive land uses, while land uses that generate less traffic should be served by minor roads.

**Conservation Subdivision:**

Conservation subdivisions are residential subdivisions that devote a large portion of their potentially buildable land to undivided, permanently protected open space. Conversely, conventional subdivisions devote nearly all buildable land area to individual lots and streets. In rural areas, conservation subdivisions offer several advantages

over conventional subdivision practices. They provide more habitat for wildlife, filter and retain more stormwater runoff, require less new infrastructure, preserve vegetation and tree cover, and better maintain a rural sense of place.

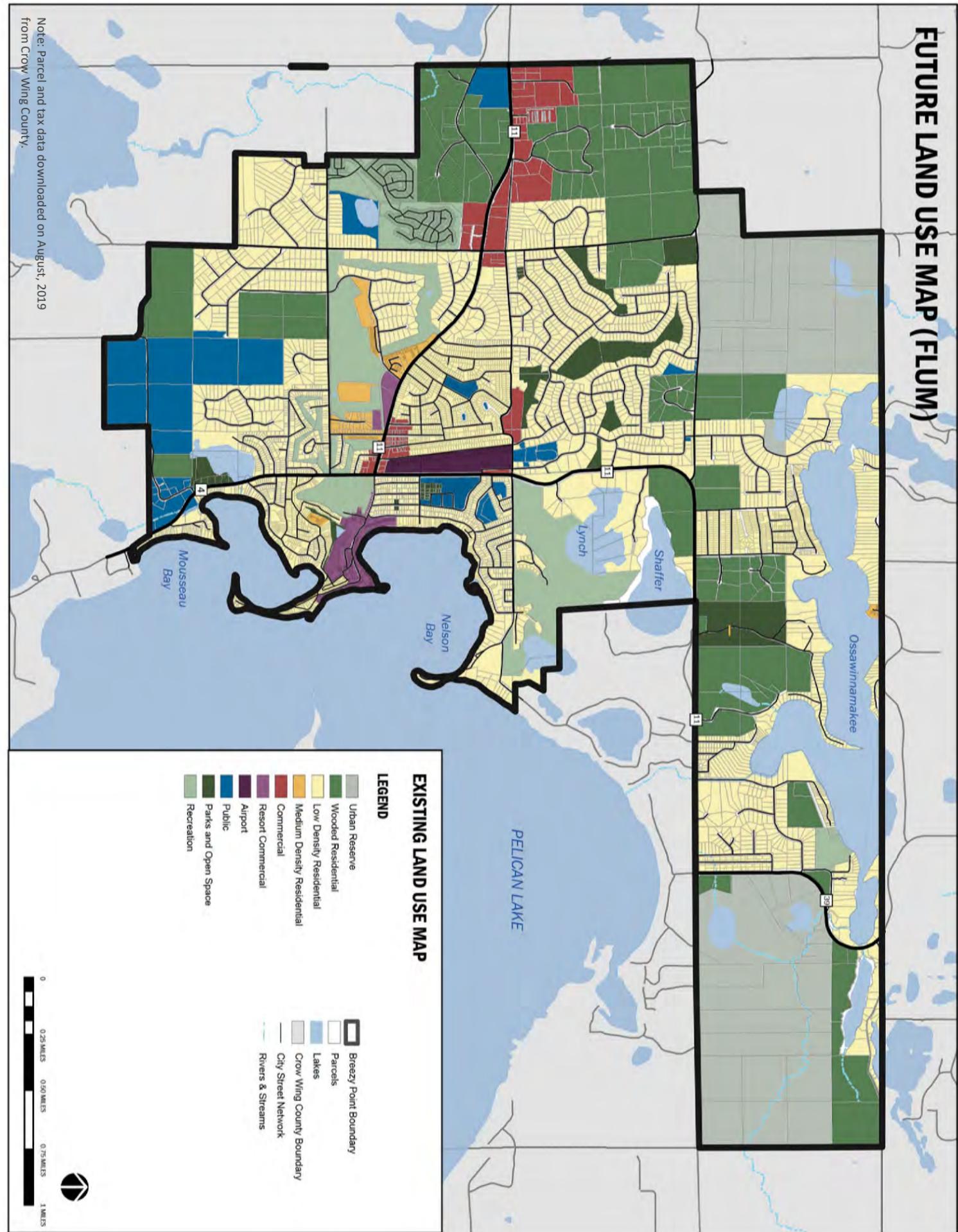
To maximize the benefits of conservation subdivision design, communities must first identify environmental and cultural resources they wish to protect from new development. Primary conservation features include floodplains, wetlands, and steep hills that may be already protected from new development through development regulations. Secondary conservation features include mature woodlands and individual large trees, wildlife habitat, riparian corridors, and scenic viewsheds. These secondary features are vulnerable to new development.



WITH THE RIGHT AREA AND WITH THE RIGHT PLANNING, THE CITY SHOULD CONSIDER ALLOWING SMALLER LOT DEVELOPMENTS WITH APPROPRIATE SEWER AND WATER FACILITIES.



-Community Survey Respondent



**FUTURE LAND USE MAP (FLUM)**

# LAND USE

## GOALS AND STRATEGIES

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Outlined below are four goals and 19 strategies to guide future growth and redevelopment in the city. The goal indicates a specific policy direction, while the strategies are detailed actions necessary to initiate or complete an objective such as a program, policy or a project.

**Goal 1: Grow by investing in established areas, carefully planning new neighborhoods, providing attractive public facilities, and protecting environmental resources.**

**Strategies:**

1. Accommodate a diverse array of residential development and support commercial growth in strategic infill sites.
2. Guide the majority of growth to locations that are already platted and served by public roads.
3. Encourage housing growth, variety, and housing type to occur in established neighborhoods.
4. Accommodate additional commercial or light industrial growth in locations indicated on the Future Land Use Map.
5. Ensure that natural resources in the city are protected or improved during the land development process.

**Goal 2: Enhance the appearance of the community through strategic, long-range planning.**

**Strategies:**

1. Promote the general community design guidelines for site development, rezoning, and public improvements.
2. Use the Future Land Use Map, zoning code, and subdivision ordinance to ensure that incompatible land uses do not negatively impact adjacent land uses.
3. Balance the land uses along the main roadways within the city, and ensure structures are appropriately situated on the site.
4. Plan for commercial and retail density at identified nodes, in already commercially zoned areas, ensuring that development patterns support a mixed-use, walkable environment.
5. Plan for the development of a centralized community gathering space that is the hub for civic events.

**Goal 3: Provide a variety of housing types, densities, and choices to meet the lifecycle housing needs of residents.**

**Strategies:**

1. Encourage residential structures on small lots that are already platted in the city by allowing county-approved methods of on-site wastewater treatment or extending municipal sanitary sewer to specified parts of the city.
2. Direct higher-density residential development toward more urban areas where public infrastructure is available.
3. Ensure that residential zoning regulations support, rather than prohibit, residential development by ensuring that a variety of homes can be built within the city to meet the needs of residents.
4. Continue to use the Urban Reserve district to preserve low-density and natural appearances of large properties intended for future development.

**Goal 4: Through a variety of land use tools support, enhance, and expand businesses in the community.**

**Strategies:**

1. Direct commercial development to existing commercial nodes and areas served by adequate transportation and infrastructure.
2. Support the mixed development of small and medium commercial spaces to create the best environment for local businesses.
3. At the Four Corners locate small retail stores, small service businesses, and offices.
4. Prioritize walkability to encourage people to shop at retail businesses by making the built environment more convenient and inviting for tourists and residents.
5. Review and revise development standards to encourage growth by ensuring that lot sizes, pervious/impervious ratios, setbacks, and parking ratios meet the needs of businesses.



# 3. COMMUNITY CHARACTER

## OVERVIEW

Because tourism is the primary industry of Breezy Point, an attractive visual environment is essential. Permanent and seasonal residents agree that “up north” or “north woods” character is the desired impression in the city.

That effect is defined in the city’s zoning ordinance as: the combination of factors, including undeveloped open spaces, farmlands, woodlands, tree-lined roads, native vegetation, clean air and water, and wetlands, composing north woods character. North woods character directs development in the city to incorporate and protect these items through landscaping and architectural design by using earth-tone colors, styles, and materials, including stone, log, and natural-looking siding, among others, and native species such as oak, red pine, and other native species in development plans.

North woods character flourishes in nearly every residential neighborhood as the mixed coniferous and deciduous forest has regrown nicely from the days of logging, and most lots are covered with trees. Views of open water or wetlands are available from many locations. Undeveloped properties contribute to the scenery, and many houses were built with appropriate colors and materials.

The entrance gateway to Breezy Point Resort forms a dramatic arrival gateway feature, visible from the top of the hill on Highway 11. This gateway is a symbol of community character, built from native materials flanked by tall conifers with a stone base.

However, in some locations along County Highway 11, the major route to and through the community, the forest has been cleared and replaced by pavement, commercial buildings, signs, and harsh lighting. In most cases, the essential forest image has not been replaced by plantings along the perimeter of parking areas. Fortunately, most commercial building facades seem appropriate for the context of the city. The community would benefit from greater attention to site improvements in its commercial areas and along major roads, including entrance and arrival points. The use of conifers would help convey the “up north” theme.

## FUTURE CONDITIONS

The city should seek the means to enhance the appearance of the community, building its own brand and identity that it can then market outward. A set of guidelines would be beneficial to help reinforce the “up north” feel and character that residents refer to.

**Create a center and an edge:** generally speaking, locate the most intensive land uses near the middle of the city and reduce densities toward the perimeter. Use art and landscaping to announce entry and arrival and accentuate the highway 4-11 node.

**Celebrate Breezy Point:** use public improvements, public art, and land development regulations in an effort to preserve, highlight, and interpret the cultural history and natural environment of the city.

**Protect the north woods character:** Trees, clean water, abundant open space, and dark night skies are the desired natural characteristics of this community, and every private or public land use action should seek to protect or enhance them. Private landscape and tree replacement along the major roads should be a large focus. Commercial lighting and signage should be subdued. Building facades should consist of wood and

stone, browns and greens, and traditional or historic expressions. Parking should be screened or located to the rear of the buildings. Pride of ownership should be encouraged, including the neat and tidy upkeep of buildings and yards.

**Water access:** Enhance and improve public access to area lakes. Recreation is engrained in the fabric of the community, yet not every resident in the city has access to the city’s lakes. Greenways and trail networks should be evaluated and expanded to improve access and seek ways to integrate walkability into the city.



NATURE AND WILDLIFE IS AN IMPORTANT PART OF THIS COMMUNITY.

-Community Survey Respondent



# COMMUNITY CHARACTER

## GOALS AND STRATEGIES

Outlined below are three goals and 14 strategies to guide community character.

### Goal 1: Celebrate Breezy Point through a variety of events and destinations that bring people to the city.

#### Strategies:

1. Strategically promote and develop a list of programs and events that celebrate the city's character and sense of place.
2. Highlight and showcase the cultural history of the community through wayfinding and public art within the parks to help tell the Breezy Point story.
3. Promote the year-round recreational activities that occur in and around the city.
4. Seek opportunities to promote events on or near area lakes.
5. Leverage social media to share ongoing and upcoming events and market the community's attractions.

### Goal 2: Promote the elements of the community's physical image and take strides to enhance it.

#### Strategies:

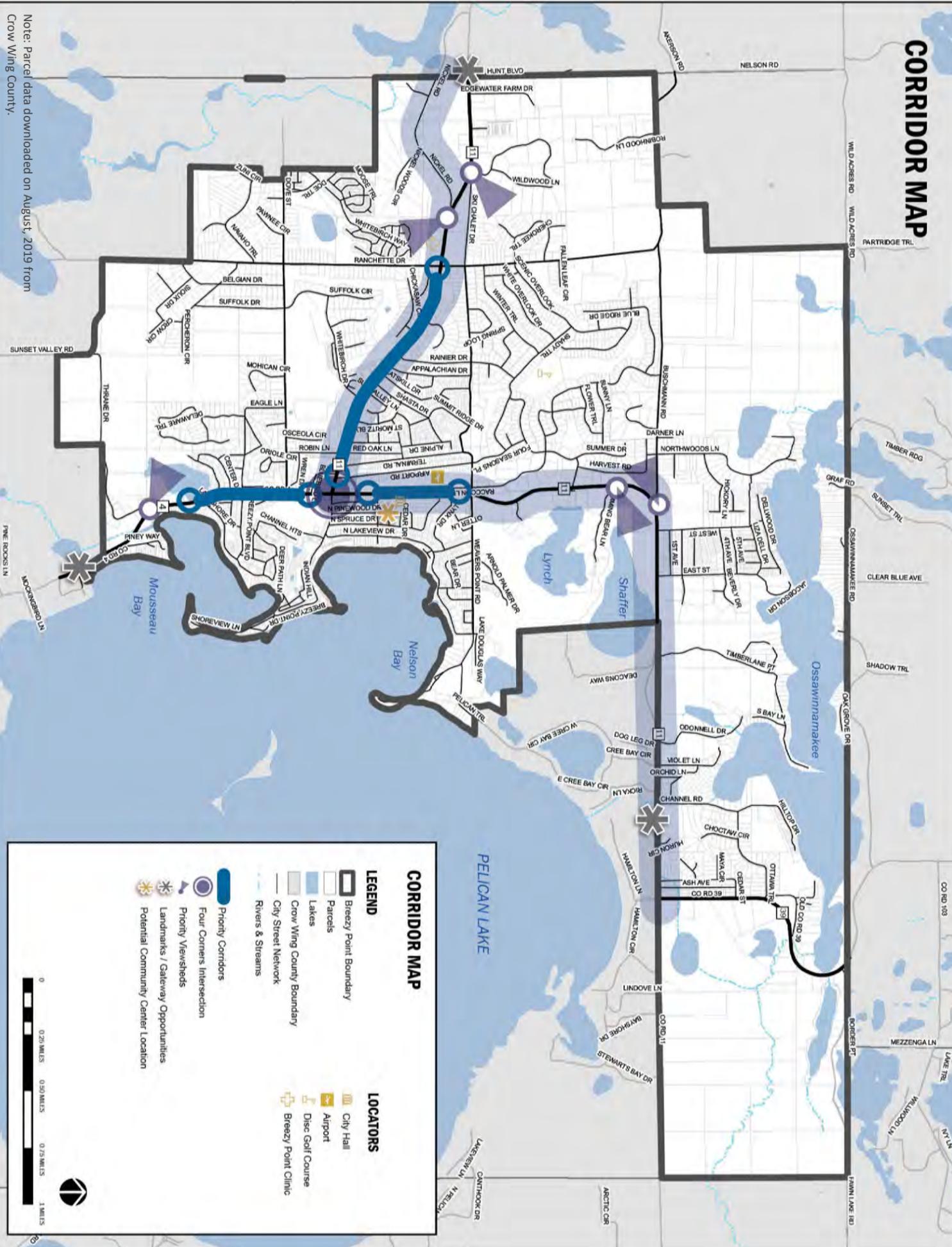
1. Work with property owners to encourage the development of attractive entrances and gateways into the city.
2. Highlight the city's housing stock, commercial buildings, and resorts through a variety of marketing materials, specifically highlighting the architectural styles.
3. Communicate design expectations for new development, commercial growth, and business expansion.
4. Identify and communicate the design elements that capture the essence of the community.
5. Encourage the use of quality building practices and landscaping to create attractive residential developments.

### Goal 3: Protect the north woods character and the natural characteristics that enhance it.

#### Strategies:

1. Encourage the preservation of forested lands and work with property owners (of large and small tracts) to maintain the tree cover.
2. Promote the amount of public land devoted to parks and open space, for both recreation and environmental protection.
3. Extend and improve the trail corridor system that connects residents and visitors to the open spaces and natural resources scattered throughout the city.
4. Promote public access to the various lakes within the city for residents and visitors to enjoy.

## CORRIDOR MAP



Note: Parcel data downloaded on August, 2019 from Crow Wing County.



# 4. HOUSING

## OVERVIEW

Housing accessibility, quality, affordability, and availability enhance the community’s sense of place and strengthen the quality of life for all residents, whether they own or rent. Housing could be considered the single most important element in the city. Businesses look at the variety and supply of the housing stock in the community when considering relocating, expanding, or starting up. Housing is not a one-type solution. Housing needs change throughout life stages and with demographic needs.

Breezy Point’s population swells in the summer months, nearly doubling by some reports. The city has nearly a 42 percent housing vacancy rate, which speaks to the seasonal nature of the city’s population and housing occupancy. There currently are 1,573 housing units within the city (ACS 2016). It’s expected that the city will grow by nearly 44 percent by 2030, which means the housing stock will need to increase as well. It’s estimated that the city will need to provide over 300 housing units by the year 2030.

This chapter will provide an overview of the existing housing conditions in the city and identifies a series of needs for the future.

## EXISTING CONDITIONS

By understanding the current housing inventory and its characteristics along with future needs, steps toward addressing future housing needs can occur to meet the requirements of current and future residents.

**Quantity and type:** Breezy Point has a total of 907 households (ACS, 2016) in 2016, almost mimicking the number of households in 2010 with a change of only three households. A *household* refers to all persons who occupy a housing unit. It’s estimated that there will need to be 37 percent increase in housing by 2030 to accommodate the population growth.

The American Community Survey estimates that the city has nearly 1,573 housing units where one or more people can live.

**Units in structure:** The ACS (2016) estimates that nearly 91 percent of the housing stock is attached and detached single-family homes, the largest grouping of total housing units. The second largest category are multi-unit apartment buildings, ones that include 20+ units. This grouping accounts for 4 percent of the total housing units. Two-unit dwellings account for only 2.5 percent.

**Owner and rental units:** Furthermore, within the housing units, additional analysis around housing tenure can be performed. In 2016, nearly 93 percent of housing units were occupied, and 7 percent renter-occupied. Since 2010 renter-occupied units are down 2 percent. It’s vitally important the city have a mixture of both owner-occupied and renter-occupied units.

## EXISTING DEVELOPMENT

The city currently provides a total of seven residential districts within the city. These districts are centered around the forested land use characteristics, parcel size, and separates type of development based on how the parcels are served by sewer, either municipal or private, on-site septic systems.

**Low-density residential:** The intent of this district is to establish and maintain an off-lake shoreland or similar land use district, with density controlled either by the lake classification or quasi-rural standards. This district requires the primary dwelling to have at least a 1,296-square-foot foundation and be 26 feet or wider.

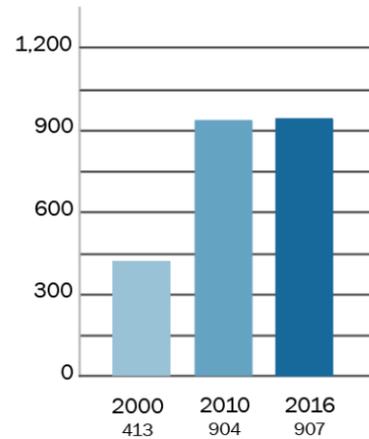


FEELING SAFE AND COMFORTABLE WALKING AROUND THE CITY OF BREEZY POINT IS MOST IMPORTANT.

-Community Survey Respondent

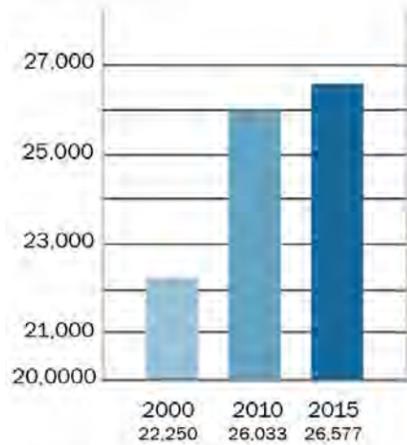


**BREEZY POINT HOUSEHOLD GROWTH (2000 - 2015)**



Source: US Census, ACS DP05 (2016)

**CROW WING COUNTY HOUSEHOLD GROWTH (2000 - 2015)**



Source: MN State Demographers Office



**CONSTRAINTS**

**Lot and footprint size:** The city's first zoning ordinance was adopted in 1973 and set a minimum lot size of 20,000 square feet. In present day, more than one small lot is typically needed to build a house to meet both the minimum lot size requirements and the individual sewage treatment systems standards set by the MPCA. The minimum lot size for new subdivisions is 2.5 acres, which would require new subdivisions to be created by rezoning a site presently zoned agriculture. This regulation binds the city's ability to practice infill development and in effect disallows new small-lot subdivisions that are either privately or publicly sewered. The requirement of new lots to be 2.5 acres adds a substantial amount onto the cost of building a home with land purchase.

Many small lots were platted in the 1960s, when the area was unincorporated Pelican Lake Village. The majority of these lots are too small to accommodate a house due to building footprint requirements and on-site wastewater treatment standards.

**Medium-density residential:** It is the intent of this district to establish and maintain a land use district consisting of shoreline and non-shoreline property controlled by general development lake classification that is recreational-residential in character and compatible with natural resources of lakes and streams.

scattered urban development, while also ensuring that the character of certain existing developments and undeveloped areas is maintained. This district requires the primary dwelling to have at least a 1,296-square-foot foundation and be 26 feet or wider. Minimum lot sizes are 2.5 acres.

**Original neighborhoods:** It is the intent of this district to establish and maintain an off-lake urban shoreland or similar land use district, with density controlled by lake classification in shoreland, for one- and two-family units and served by public sewer. This district requires the primary dwelling, or single-family home, to be 26 by 26 feet or wider. This district separates lot dimensions by use and sewer service, to the advance of single-family, sewered lot sizes.

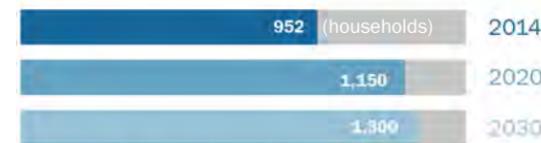
**Wooded residential:** This district seeks to establish and maintain a low-density wooded district that preserves the character of the city, serves as a buffer between reserve/forestry and residential uses, and provides a rural, single-family setting with limited agricultural/forestry uses. This district requires the primary dwelling to have at least a 1,296-square-foot foundation and be 26 feet or wider. Minimum lot sizes are 2.5 acres. Maximum lot size is 5 acres.

**Multi-family residential:** It is the intent of this district to establish and maintain a residential land use containing multi-family structures, sewer by public sewer, developed by PUD and compatible with the natural resources of general development lakes where applicable. Minimum lot size for a duplex is 20,000 square feet.

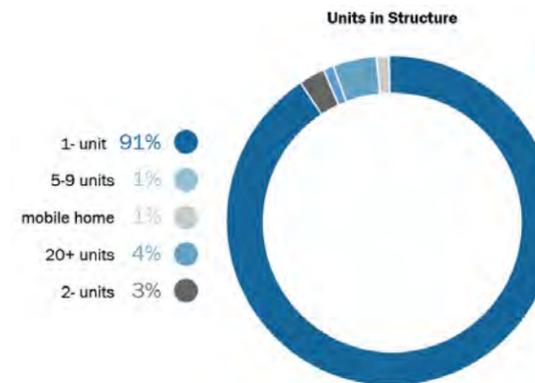
**Urban reserve:** This district seeks to establish and maintain long-term growth while effectively planning for future growth needs by utilizing larger lot sizes. This district allows very low-density residential and agricultural uses and other land uses that fosters and promotes forestry. Minimum lot size requirements are 10 acres.

**Estate lots residential:** This district seeks to establish and maintain a single-family residential district, which limits densities in outlying areas through the use of intermediate lot size requirements, therefore preventing

**BREEZY POINT HOUSEHOLD PROJECTIONS**



Source: Crow Wing County Housing Study



**Limited sewer network/septic:** Due to the lot size constraints of having an on-site septic system, the city could begin neighborhood development planning efforts to identify a variety of housing types that could be built on the various lot sizes throughout the city, specifically analyzing the cost analysis of wastewater service needs. In an effort to facilitate development, respond to the housing need, and address the housing-related concerns voiced from the community, the city could prepare alternative plans and cost estimates for various levels of shared wastewater services. These alternatives could include the expansion of the municipal wastewater system, assessment structure, shared wastewater treatment systems, or private, on-site septic.

**Community image:** On top of the small lot size concern, the future development of a primary dwelling would impact the tree coverage, greatly changing the appearance of the neighborhood. The 10,000-square-foot lots would transition to more of an urban lot, whereas this is less of a concern with the 20,000-square-foot lots. The heavily wooded appearance of the city should be taken into consideration as the city plans for future growth and development.



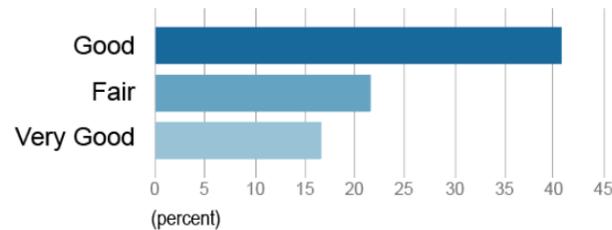
**PUBLIC INPUT**

Housing plays a critical role in the quality of life and livability of the city. Through a variety of public engagement methods such as a community survey, focus groups, steering committee meetings, and a community visioning session, it was apparent that residents would like to see a coordinated effort to expand housing options for all ages in the community and support coordinated efforts to provide more affordable housing options.

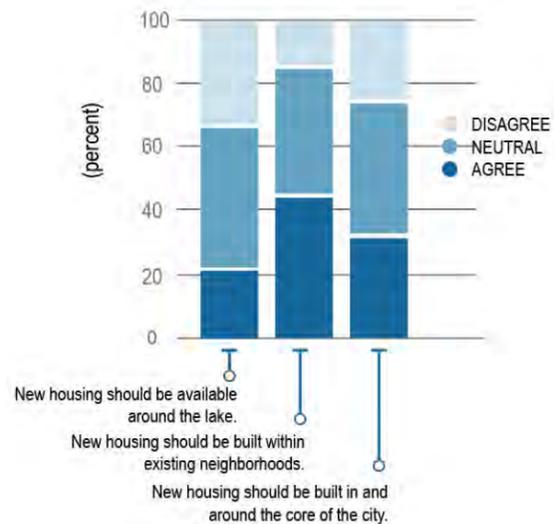
As a part of the community survey, residents were asked, “How would you rate the overall current condition of the existing housing stock in the city?” Nearly 41 percent of survey respondents noted the condition as “good” and 21 percent voted the condition as “very good and excellent.” Participants were asked to leave their opinion on the types that the city should target in the future. When asked if there was an adequate supply of quality housing choices for people of all ages, incomes, and stages of life, surprisingly 39 percent of survey respondents were neutral. When specifically asked about affordable housing, 38 percent of respondents agreed that more affordable housing options were needed, and 36 percent of respondents were neutral.

Participants were asked to identify where they felt new development should occur. Participants seemed to support and encourage infill development within the core of the city and built within existing neighborhoods.

**Q11. How would you rate the overall current condition of the existing housing stock in the city?**



**Q16: Indicate to what extent you agree with each of the following statements:**



PROVIDE MORE AFFORDABLE HOUSING FOR ALL AGE GROUPS FROM START UP TO RETIREMENT AND INCLUDING TRANSITIONAL OPTIONS.



-Community Survey Respondent

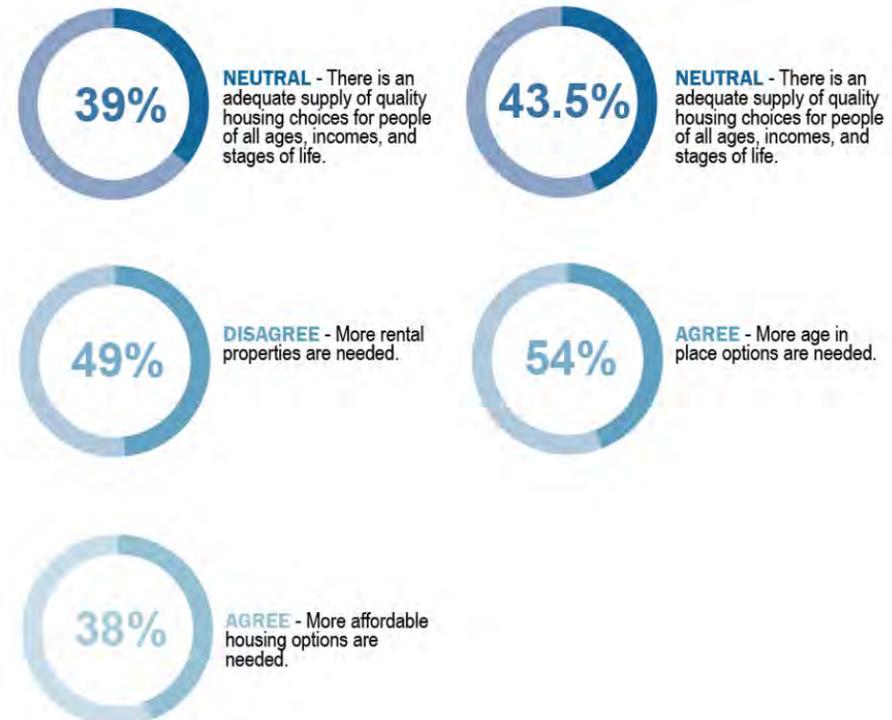
**AFFORDABLE HOUSING EXPLAINED**

Housing affordability is relative to the area’s median income. If a home is at or below 30 percent of the area’s median income, it is then said to be “affordable” housing. Most rural communities have at least a few homes that are considered affordable. Though, some local markets provide housing that is affordable to families earning the median income or below. It’s extremely important to distinguish between affordable market-priced housing and subsidized housing.

Providing affordable housing and locating it within a short walk to necessities and employment centers is key to helping lower-income families in rural areas prosper. Doing so does not need to come at a high cost for local governments.

Even where market prices are affordable to the median income, many rural households earn well below the standard and struggle to find affordable homes; sometimes needing additional assistance. A variety of state and federal programs can meet this need.

**Q16. Please indicate to what extent you agree with each of the following statements:**



**ACCESSORY DWELLING UNITS (ADU's)**

**PLANNING TIP:**

People are seeking walkable neighborhoods that offer a mix of housing and transportation options that are close to jobs, schools, entertainment, shopping, and parks. Coupled with an aging population and a decrease in households with children, Breezy Point will continue to see the demand for smaller homes in more compact neighborhoods.

Accessory Dwelling Units (ADUs) are a small house or apartment that exist on the same property lot as a single-family residence. Accessory dwelling units play a major role in serving a national housing need. This traditional home type is re-emerging as an affordable and flexible housing option that meets the needs of older adults and young families alike. ADUs come in many shapes and styles including:

- Detached
- Attached
- Interior (upper level)
- Interior (lower level)
- Above garage
- Garage conversion

ADU's can house people of all ages. An individual's housing needs change over time, and an ADU can be adapted for different household types, income levels, and stages of life.

# MISSING MIDDLE HOUSING

## PLANNING TIP:

Communities are seeking creative measures to addressing lifecycle housing options. Cities are realizing the importance designing our homes and communities to be livable for people of all ages and life stages. One strategy in responding to the demand for addressing housing options for all ages in addition to walkable urban living is to integrate “Missing Middle Housing” concepts. *Missing Middle Housing* is not a new type of building; rather, it is a range of building types that existed pre-1940 and were a fundamental building block.

Missing middle buildings typically have a footprint not greater than a large, single-family home. This makes it easy to integrate them into neighborhoods and are a good tool to transition to a higher-density and walkable context. These housing types provide a diverse array of options like duplexes, fourplexes, and bungalow courts that effortlessly fit into low-rise, neighborhoods that seek walkability, local-serving retail, and public transportation options. This housing typology will help address affordability and seek to solve the mismatch between the available housing stock, the shift in demographics that are occurring, and the growing demand for walkability.

Housing types include: duplex; side-by-side, duplex; stacked, bungalow court, carriage house (ADU), fourplex, multiplex; small, townhouse, live/work, and courtyard apartments.

## TRENDS

### Lifecycle Housing and Profile of Households

**Planning for seniors:** In 2016, 22 percent of the city’s population was 65 or older, and this number is likely to only increase. The city should periodically analyze the needs of senior citizens to identify gaps and target appropriate development, community-building initiatives, and activities that strengthen the social connectedness and quality of life.

Most aging residents wish to stay in their homes and their communities. It’s vital to promote housing that enables the elderly to live comfortably and independently. The current model of development is not conducive for older residents who want to age in place. Large homes and lots are not designed for one- and two-person households. Breezy Point can build more opportunities for flexible living through housing development by 1) supporting retrofits to the existing house stock and neighborhoods and 2) by providing medium-density development options that are suitable for townhomes, condominiums, or denser attached units of a manageable size. Zoning standards for lot size and surface coverage may need to be adjusted for various single-family and multi-family districts to accommodate this development type.

**Lifecycle Housing:** Housing needs of a community relate to the demographic profile of the household. Households generally transition through several lifecycle stages that include entry-level households, first-time homeowners, move-up buyers, empty nesters, and seniors. The following section provides an overview of each household, the percentage of Breezy Point residents who fall within this category, and the effect these housing types have on housing demand.

**Entry-Level Households:** People within the 18-24 age cohort typically rent a house or apartment as they normally do not have the income to purchase a home. Many people in this age category move frequently, making them more hesitant to purchase. It’s estimated that nearly 5 percent of the city’s population is in this category.

**First-Time Homeowners:** This group’s members are typically in their 20s and 30s and are usually transitioning from renting apartments or joint living conditions. Traditionally they are often young families or single individuals. These homeowners are prone to moving within several years of their first home purchase due to increased financial resources, occupation advancement, and family structure changes. A total of 5 percent of the population falls in this category.

**Move-Up Buyers:** Move-up buyers are typically in their 30s and 40s and are transitioning from small, less-expensive homes that they had purchased at an earlier time. This is an important age group in terms of an economic growth perspective. It’s estimated that nearly 20 percent of the population is in this category.

**Empty Nesters:** Empty nesters are typically in their 50s and 60s. Often, their children have moved out of their homes and the square footage is much larger than needed. Empty nesters often want to live in a smaller



house, such as a townhome, that requires less maintenance and upkeep. It’s estimated that nearly 25 percent of the population falls in this category.

**Seniors:** Those in their 70s and older are looking for low-maintenance, manageable, or assisted living housing. As the population ages, Breezy Point should continually ensure that it has adequate senior housing. Nearly 13 percent of the population is in this category.

**Maintenance and Rehabilitation:** Maintenance and rehabilitation of the existing housing stock help maintain a quality, aesthetically pleasing neighborhood. Individual homeowners may find these improvements costly and time consuming and may lack the skills or ability to complete these projects on their own. City programs should be developed to remove such barriers and provide the financial and technical support for homeowners who wish to make home and property improvements, including historic preservation and restoration.

**Infill and Redevelopment:** Redevelopment is often a challenging task for the city. A variety of programmatic strategies can be used to support infill and redevelopment efforts:

- Develop a deep understanding of the housing market and needs. Work with developers to target market gaps.
- Actively market redevelopment opportunities through marketing platforms and with community partners.
- Work with partners to accomplish redevelopment goals and initiatives.
- Market resources to support redevelopment, infill, historic preservation, and restoration.
- Pursue new strategies to encourage, fund, and facilitate redevelopment projects.



I SERIOUSLY BELIEVE IN PROVIDING HOUSING OPPORTUNITIES FOR ALL AGES. I DON'T THINK I'VE EVER SEEN ANY APARTMENT OPTIONS IN THE CITY.

-Community Survey Respondent



## FUTURE CONDITIONS

As the demographics of Breezy Point change and evolve over time, so should the housing stock. The *2015 Crow Wing County Housing Study* provides insight into future needs within the county. The housing demand within the county will be driven by two primary elements: those who desire a second residence for occasional use, and those residents who require permanent, year-round housing. Total projected housing demand for the City of Breezy Point indicates an increase of 348 units, or 7 percent, between the years of 2014 and 2030. The projected rental demand for the City of Breezy Point indicates a need for an increase of 125 units, or 8 percent, between the years of 2014 and 2030. To meet demand, projects for market rate rental housing and some level of public/private partnership may be needed to create units with achievable rents.

Regarding senior housing, a large portion of the demand for senior housing will occur after 2020, when the first baby boomers reach their mid-70s. Between the years 2020 and 2030, nearly 41 percent of the rental demand will be senior units (356 units countywide).

**Strategic Growth:** The city should strive to guide the majority of growth to locations that are already platted and served by public roads. Most future housing will strive to protect woodlands, wetlands, and streams while sustaining the north woods character of the community. In an effort to accommodate market demand for additional housing units, the city should encourage housing growth to occur in established platted neighborhoods within the city. This growth will need to accommodate a range of sanitary sewer services, such as a combination of municipal sanitary sewer lines, or innovative on-site systems (shared or individual), served by public roads. The city should encourage housing growth to include a greater variety of housing units aimed at year-round occupants by utilizing the future land use map as a tool to foster growth



BB

EVERYONE IN THIS AREA SEEM TO BE VERY CAUTIOUS OF BIKES AND PEOPLE WALKING. THE NEIGHBORHOODS ALL CONSIST OF NICE HOUSES AND A FRIENDLY LOOKING ENVIRONMENT.

-Community Survey Respondent

BB

# HOUSING

## GOALS AND STRATEGIES

Outlined below are three goals and 12 strategies to guide future growth and redevelopment in the city. The goals indicate a specific direction, while the strategies are detailed actions necessary to initiate or complete a strategy such as a program, policy or a project.

### GOAL 1: Provide a range of housing types designed to meet all income levels, household sizes, and age groups.

#### Strategies:

1. Promote the redevelopment, or combination, of previously platted lots rather than support the platting of new areas.
2. Regularly review zoning regulations to ensure that they support the development of new housing and the diversification of housing choices.
  - a. Promote a balanced supply of both live-in rental housing and owner occupied.
  - b. Support the development of nontraditional housing types such as townhomes, rowhouses, apartments, and smaller, single-family, detached homes for empty nesters and seniors.
  - c. Support the concept of *age-in-place* housing to ensure that an adequate supply of housing units is available for elderly people. These housing types include apartments, townhomes, cooperatives, accessory apartments, shared housing, and personal care homes.
3. Support the development of additional housing near the city core so residents are within walking distance to basic services, restaurants, parks, stores, and community services.

### GOAL 2: Strive to ensure that affordable and diverse housing types are available to residents and seasonal workforce.

#### Strategies:

1. Support local businesses and the need to provide workforce housing by coordinating with county, regional, and state programs.
2. Identify tax-forfeited lot clusters adjacent to existing residential neighborhoods, combining these parcels to facilitate residential development and encourage infill development.
3. New multi-family housing should be located near access to destinations, daily services, and public infrastructure.
4. Work with county and regional housing agencies to provide assistance for construction of affordable housing.
5. Encourage public-private partnerships to support and expand affordable housing opportunities.

### GOAL 3: Create a high-quality environment in all residential neighborhoods.

#### Strategies:

1. Integrate an interconnected trail network into existing neighborhoods, and plan for the expansion of this network by requiring development proposals to include green spaces and trail connections.
2. Every private or public land use action should seek to protect or enhance the desired natural characteristics of the community. This includes trees, clean water, abundant open space, and dark night skies.
3. Require that new developments provide parks, trails, and/or walkways.
4. Ensure that new residential development within forested or wooded tracts is designed to preserve the aesthetic and environmental benefits.



## 5. ECONOMIC DEVELOPMENT

### OVERVIEW

The economic health of the city is an essential building block to create a healthy and vital community. Community members, stakeholders, and the Steering Committee indicated a desire to encourage development opportunities that support the daily needs of residents, expand the workforce, and strengthen the fiscal health of the city.

### KEY FINDINGS

This section summarizes the key findings from the public input and technical analysis completed as part of the plan update. The development of the economic development policies outlined in this chapter was informed by what was learned from the public input and the technical analysis of the existing conditions and trends.

### PUBLIC INPUT

The public workshops, community survey, and stakeholder interviews generated many comments related to economic development. Many of the comments related to supporting the tourism industry and diversifying the business climate. A summary of these comments are outlined.

#### Support the Tourism Industry

The community boasts a thriving tourism and hospitality industry and welcomes thousands of guests in the summer months. It's fair to say that when local businesses thrive, the city itself thrives. The resorts also employ a significant workforce in the city and can be considered an anchor institution. Tourism is an economic driver, and the city should seek opportunities to expand pedestrian networks to ensure guests and visitors can navigate the city, but also partner with the resorts to offer the community additional benefits and potential services.



NO MATTER IF IT'S A SLOW SEASON OR BUSIER THAN HECK IN THE SUMMER, LOCAL BUSINESSES ALWAYS SEEMS TO HAVE CUSTOMERS. SOME OF THESE STORES AND RESTAURANTS HAVE BEEN AROUND SINCE I WAS BORN!

-Community Survey Respondent



#### Diversify the Business Climate

Participants seek to enhance business diversity and the array of services provided in the city. Residents would like to see additional food and dining establishments. The city should seek ways to encourage business expansion and support entrepreneurs through various programs and offerings.

When respondents were asked in the community survey, "What are some of the things that need the most improvement in Breezy Point?" high-quality/high income employment opportunities was the highest-ranking response. Building upon the follow question, participants were asked, "When it comes to growth and development what is Breezy Point's greatest challenge?" The top two answers were supporting a year-round economy and providing adequate job opportunities. The community survey was summarized into three economic development priorities respondents would like to improve upon. These included year-round employment opportunities, business expansion and retention, and retail options. A summary of these comments is outlined below.

#### Year-Round Employment Opportunities

Participants seek a diverse economy that can sustain the community throughout the year, offering opportunities in every season. Community members seek a collaborative approach to increase job availability as this directly impacts livability.

#### Business Expansion and Retention

Tourism and recreation are essential components to the city's economy. Citizens support efforts to create places where people do not want to leave and a diverse economy that provides employment and investment opportunities. Survey respondents support continuing effort for entrepreneurs, business expansion, and retention.



THE ABILITY TO OWN AND OPERATE A FAMILY BUSINESS IS THE NUMBER ONE REASON WE ARE MOVING TO BREEZY POINT.

-Community Survey Respondent

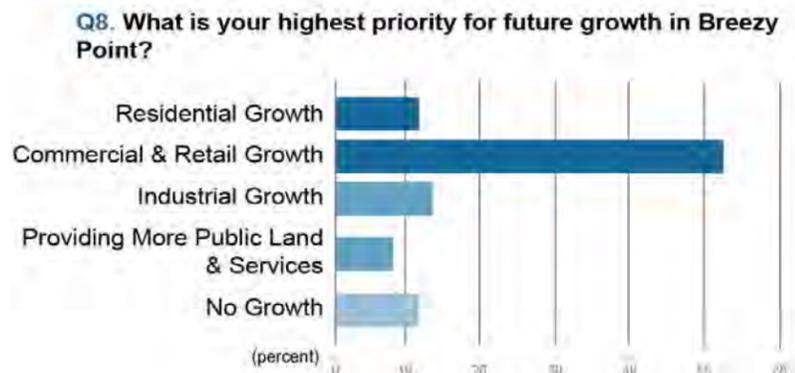


WORKERS PER EMPLOYMENT LOCATION		
CITY	Workers	%
Pequot Lakes	142	15.7
Brainerd	120	13.3
Breezy Point	104	11.5
Baxter	67	7.4
Crosslake	55	6.1
Nisswa	45	5
Jenkins	26	2.9
Pine River	24	2.7
Crosby	24	2.7
Minneapolis	18	2
Other	278	30.8

Source: MN Compass , 2015 Datasets

### Retail Options

Community members who participated in the survey felt that supporting commercial and retail growth is among the top priorities for future growth in the City of Breezy Point.



### EXISTING CONDITIONS AND TRENDS

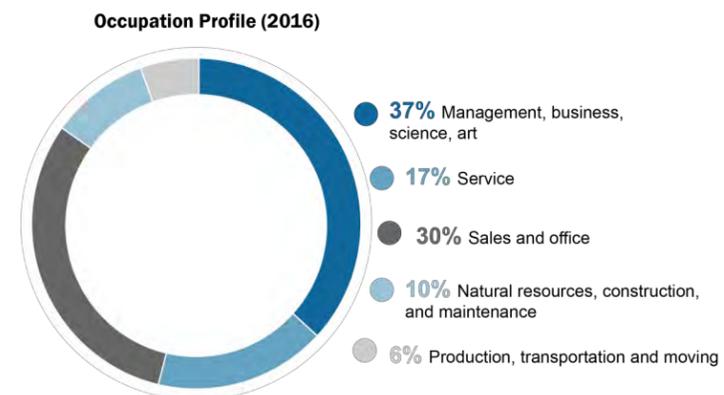
#### Existing Conditions

When analyzing existing conditions and in terms of general economic development, Breezy Point is largely dependent on the hospitality industry and tourism sector for its economic pulse. Economic health is an important element of a healthy and thriving community. A strong commercial base provides jobs to community residents, contributes to a city's tax base, and can be a source of physiological strength to a community.

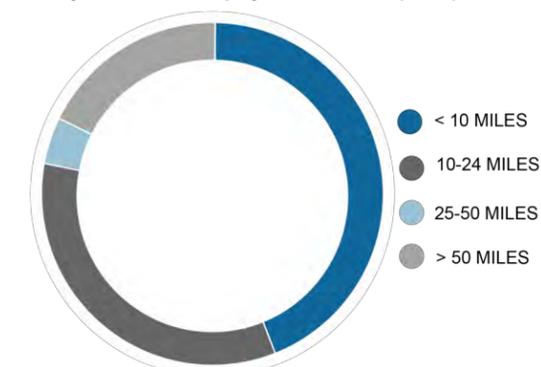
Employment characteristics are considered when analyzing the economic profile of a community. According to the American Community Survey (ACS 2016), Breezy Point has 62 percent of its population in the workforce, those that are 16 years and older. The leading industry for Breezy Point residents is the *arts, entertainment, recreation, accommodation and food services* containing nearly 16 percent of the workforce. This industry experienced a significant increase since 2010, with a change of nearly 120 percent. The second leading industry is the *educational services, healthcare, and social assistance* with 14 percent of the workforce. This industry experienced nearly a 27 percent loss of workers since 2010. The *retail trade* industry is the third leading industry with 13.5 percent of the workforce. The *professional, scientific, management, and administrative* industry which accounts for nearly 13 percent of the workforce experienced another significant increase in workers, accounting for nearly a 105 percent change.



Occupation data provides a higher level of review and analysis of the employment profile for the city. The leading occupation for Breezy Point residents is the *management, business, science, and art* totaling 37 percent (ACS, 2016). The *sales and office* occupation follows second with 30 percent. Studying the median household income (MHI) for the city is important to identify a clear economic profile of the city. The *median* income is described as if all income of all Breezy Point households was listed from lowest to highest, the median figure is the income directly in the middle. According to the ACS, in 2016 the median household income was \$63,098. Breezy Point experienced nearly a 21 percent increase in MHI since 2010 and is one of the highest in the county. This is higher than Crow Wing County's median household income of \$50,893.



#### Workers by Distance to Employment Location (2015)



Source: MN Compass (2015)



# ECONOMIC DEVELOPMENT

## GOALS AND STRATEGIES

Outlined below are four goals and 26 strategies created to help maintain and improve a strong economic base in the city. The goals indicate a specific direction, while the strategies are detailed actions necessary to initiate or complete a goal such as a program, policy, or project.

### Goal 1: Help local businesses grow and take strides to attract new businesses.

#### Strategies:

1. Support the local tourism industry and continue to attract regional spending and investment.
2. Work with area partners to provide high-speed internet to all households and businesses.
3. Support our local resorts and businesses, and address their workforce needs, both year-round and seasonal.
4. Diversify the business climate by attracting new businesses best suited to the city's assets and opportunities, increasing local employment options, and building the city's tax base.
5. Actively promote new businesses in an effort to fill gaps and enhance choices within the city.
6. Continuously work with the business community by routinely communicating with them on economic development efforts and seek their input/guidance on the ways to advance goals and policies.

### Goal 2: Prepare for targeted growth and thoughtfully expand commercial areas.

#### Strategies:

1. Develop a promotional marketing and branding campaign that illustrates the opportunity that exists within the community.
2. Encourage business growth in strategic locations and on already-developed sites to help reduce the pressure of encroaching on natural areas.
3. Attract retail and services that meet the daily needs of residents.
4. Target industries that match community resources and workforce needs.
5. Target small retail, professional, and small service businesses toward the center of the city.
6. Ensure that appropriate land uses are located along the main thoroughfares of the city.
7. Review site development regulations to ensure they encourage commercial and light industrial development rather than hinder it.

### Goal 3: Promote Breezy Point as a great place for businesses, commerce, and living.

#### Strategies:

1. Create a community branding initiative and market the city by investing in a campaign that builds on quality of life attributes that are available within the city.
2. Maintain the city's character and distinctive assets and elements that make the community unique.
3. Create a vibrant commercial corridor that serves as the center of the community for activities and civic life.
4. Ensure a wide range of housing types that are affordable to all income levels.
5. Preserve and protect the natural resources and quality of the lakes in our city.
6. Develop a streamlined permitting process for businesses wanting to invest in the central core or other infill locations.

### Goal 4: Protect, conserve, and enhance the city's natural resources, environmentally sensitive areas, and lakes for the community's long-term environmental and economic benefit.

#### Strategies:

1. Market the environmental and recreational elements of the city as a means to attract residents and businesses.
2. Ensure all new development and redevelopment proposals maintain appropriate buffers and distances from wetlands and natural drainage systems.
3. Encourage modern stormwater management techniques such as rain gardens, bioswales, and other low-impact development practices.
4. Enhance or restore natural buffers adjacent to rivers, lakes, and wetlands.
5. Identify undevelopable parcels and limit their development intensity.
6. Increase the access to open spaces, woodlands, and recreation for passive, low-impact use.

## TRENDS

### Tourism

Tourism is perhaps the most impactful economic driver in the City of Breezy Point. During summer months the influx of visitor and seasonal residents increases dramatically, with reports that the community reaches nearly 5,000 people. The influx of people links to a thriving tourist economy, fueling industries like hospitality, retail, and dining. This also results in positive impacts to other industries such as construction, recreation, storage facilities, real estate, cabin care, dock services, small engine repair, and others. In recent years, returning seasonal visitors are relocating to the city and becoming permanent residents.

Though the influx of visitors and seasonality element of the economy creates a thriving summer environment, a flourishing tourist economy is not without its challenges. The influx of visitors and seasonal residents add strain on city services and places pressure on sensitive environmental impacts on area lakes, wetlands, and shorelands. The city should seek to strike a balance between economic vitality and environmental conservation. Breezy Point should also seek to diversify its industry profile, as an over-reliance on any service can limit economic opportunity and mobility for residents. Service and hospitality jobs are essential to support the tourism industry. These jobs can provide desirable employment for students, retirees, and others who seek part-time and seasonal employment opportunities.

### Unemployment and Workforce

While the city, region, and state face low unemployment rates, communities are rolling up their sleeves around workforce challenges. Cities are actively marketing their communities to new workers and welcoming these new workers as instant community members. Entities are investing in workforce housing solutions, making investments to childcare, and more. Public and private partnerships are key to these investments. Many cities are realizing they have an act and a role to play to protect their current diverse industry base.

### Economic Gardening

An approach to job growth and business development is gaining traction in recent years. The practice of "economic gardening" seeks to grow the local economy from within by promoting local entrepreneurship and small and local business development. Economic gardening works with what you have in the community to build new opportunities. Breezy Point elected officials and city staff should not only support existing businesses and entrepreneurs, as well as home-based businesses, but develop strategies that seek to connect these businesses to the resources and tools that will help them grow and thrive.



# 6. PARK & RECREATION

## OVERVIEW

Parks and public spaces, such as playgrounds, gardens, and plazas, beautify urban settings and encourage physical activity, leisure, and social cohesiveness. These spaces and places also provide community and neighborhood focal points that foster a sense of place. Breezy Point has a large system of natural, informal open spaces, natural resources, and sensitive environmental areas and is widely known for its forest cover and pristine lakes. The city has six parks scattered throughout the city, totaling 29 acres. This section of the plan seeks to ensure that all residents have access to adequate open spaces and high-quality recreational opportunities that support residents' health, increase their physical activity, and provide greater social connection.

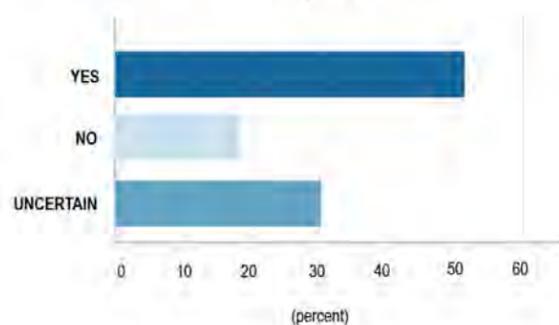
## KEY FINDINGS

This section summarizes the key findings from the public input and technical analysis completed as part of the plan update. Collectively what was learned from the public input and technical analysis informed the development of the recommendations to guide parks and recreation in Breezy Point.

## PUBLIC INPUT

As a part of the community input process, residents were asked to share their opinions on the park availability within the city. When asked, "Are all areas in the city adequately served by parks?" 52 percent of respondents agreed that the city is adequately served. Nearly 30 percent of participants, however, were uncertain if the city was adequately served.

Q12: Are all areas in the city adequately served by parks?



Strong support for enhancing and protecting the city's natural resources was evident as a part of the community outreach process. Members of the community have acknowledged the attractive natural setting and multitude of natural resources that the city offers, not only to current residents but to visitors. Participants noted that natural resources are the most vital asset to the community, and residents seek a concerted effort to protect significant environmental features within the city. Passive recreation opportunities should be evaluated further to capitalize on the vast network of amenities and increase access to these environmental resources.



LET'S DESIGN MULTI-USE TRAILS FOR ALL SEASONS AND USES SUCH AS WALKING, GOLF CARTS, CROSS COUNTRY SKIING, ETC.

-Community Survey Respondent



**Passive recreation:** refers to recreational activities that do not require prepared facilities like sports fields or pavilions. Passive recreational activities place minimal stress on a site's resources; as a result, they can provide ecosystem service benefits and are highly compatible with natural resource protection. Examples of passive recreation include: camping, hiking, wildlife viewing, bird watching, swimming, cross-country skiing, bicycling, fishing, etc.

**Active recreation:** refers to a structured individual or team activity that requires the use of specific facilities, courses, fields, or equipment. Examples of active recreation include: baseball, golf, hockey, football, etc.



**EXISTING CONDITIONS**

The City of Breezy Point has six park areas within the city, which include: Breezy Point Drive Park, City Hall Park, City Beach, the boat launch area, Fishing Boardwalk, and Disc Golf Course. The city has a total of 29 acres of parkland in the city. Additional recreational facilities are available during non-school hours at Eagle View Elementary school. The following provides a description of the public and private parks and recreational opportunities within the city:

**PUBLIC:**

**Breezy Point Drive Park:** (0.25 acres). Located on the southeast area of the city, it includes play equipment and picnic tables. Most of the park is sand covered. The site has relatively small shade cover. This is considered a walk-to park with limited street parking.

**City Park:** (5.8 acres). A children’s playground and soft field are behind city hall. The city has acquired approximately 18 acres in this vicinity, which also encompasses the city’s public safety and public works buildings. The city hopes to acquire additional adjacent land to provide added active and passive park facilities. The long-term plan for City Park could include acquiring additional land, building an additional ballfield, creating public open space with additional walking paths, and possibly acquiring land for future public needs such as recreation/fitness/community center, and a larger library.

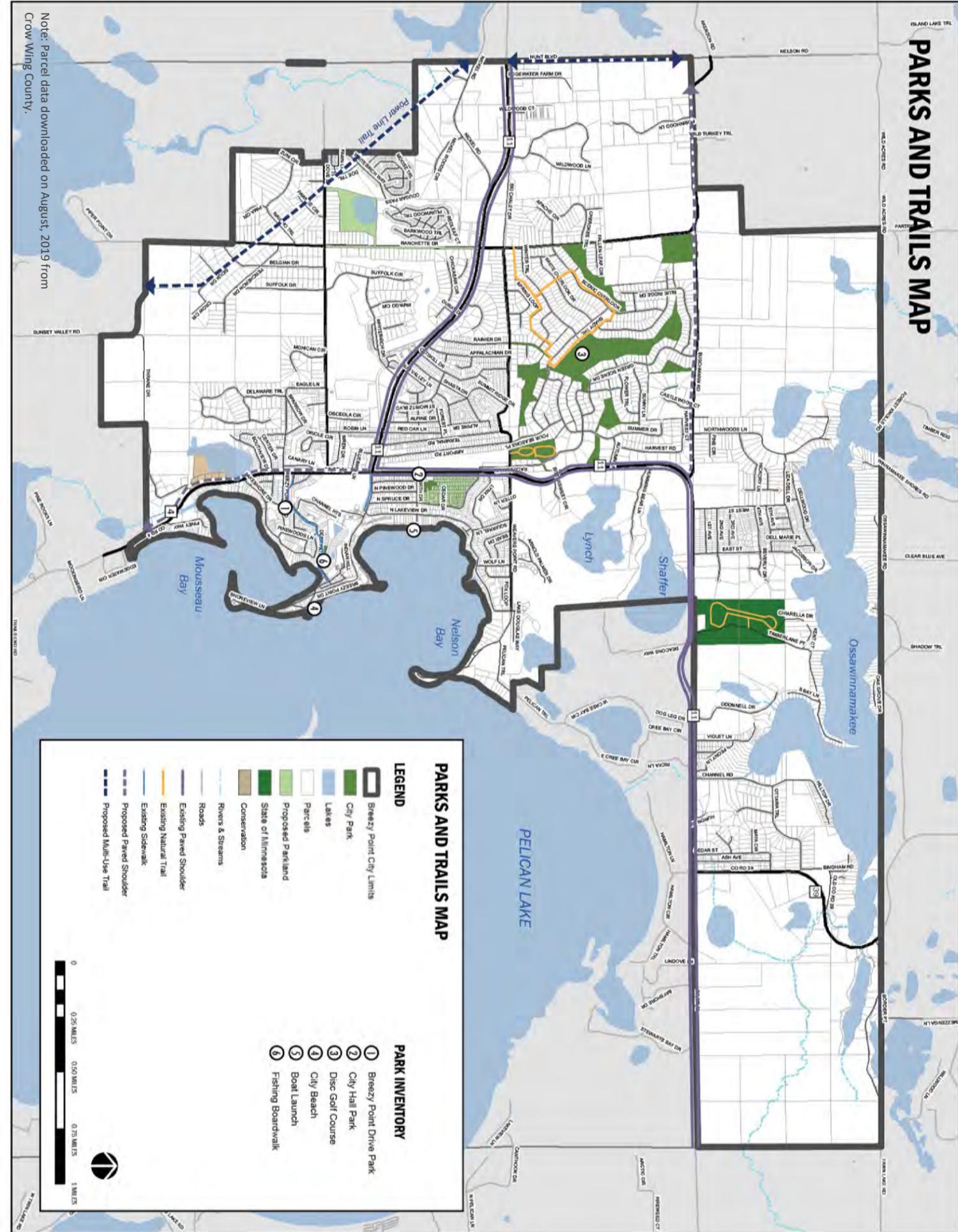
**Breezy Point Disc Golf Course:** (22 acres). The disc golf course is located in the Whitebirch 15 and 16 neighborhoods. The course is wooded and varies in terrain and topography. The disc golf course draws players from areas outside of the community.

**City Swimming Beach:** (7,000 square feet). The city swimming beach is a sliver of land along Sand Beach Drive on Pelican Lakes. The beach offers a small amount of parking and approximately 215 feet of lake frontage.

**Boat Launch Area:** This site provides access to Pelican Lake and is the only city boat access to the lake. Parking overflow is available adjacent to the city hall ballfield. The DNR also maintains a water access on eastside of Lake Ossawinnamakee.

**Fishing Boardwalk:** This site is approximately 21,000 square feet of linear boardwalk along the Waldenheim Channel; in total comprising nine parcels.

**Hiking and Cross-Country Skiing:** A network of publicly owned properties and easements runs through the Whitebirch 15 and 16 neighborhoods, around the Castlewood area, in Rolling Oaks, and through Pelican Woods Cemetery. Parts of these corridors are mowed and used for hiking and casual cross-country skiing. Others are in their natural, wooded condition. A parking lot has been established off Winter Trail for corridor users.





**CITY OF BREEZY POINT PARK INVENTORY**

Park Name	Park Classification	Existing Acres
Breezy Point Drive Park	Mini	0.25
City Hall Park	Community	5.8
Breezy Point Disc Golf Course	Special Use	22
City Beach	Unclassified	0.16 (7,000 square feet)
Boat Launch Area	Unclassified	.50
Fishing Boardwalk	Unclassified	.48
<b>TOTAL ACRES</b>		<b>29.19</b>

**PRIVATE RECREATION**

There are several opportunities for private recreation in the city:

**Breezy Point Traditional Golf Course:** 18 holes; located next to the original resort. Open to the public.

**Breezy Point Whitebirch Golf Course:** 18 holes; located off County Highway 11. Open to the public.

**Deacon’s Lodge Golf Course:** 18 holes; located ¾ mile north of the resort on Arnold Palmer Drive, includes a clubhouse, restaurant, lodging, and private homes.

**Whitebirch Camping Resort:** Individually owned, this resort consists of 750 fully developed campsites. It includes two outdoor swimming pools, recreation center, tennis courts, playground, comfort stations, and onsite management.

**Breezy Point Sports:** A year-round ice-skating arena and athletes’ dormitory is located along County Highway 11.

**Time-Share Recreation Centers:** Two private recreation buildings are available for use by timeshare unit owners. These facilities are located in Pelican Center and near Whitebirch Drive. They include swimming pools, gymnasiums, and meeting rooms.

**PARK CLASSIFICATIONS**

The National Recreation and Park Association (NRPA) and the American Academy for Park and Recreation Administration (AAPRA), in partnership, have developed park and trail system standards to serve as guidelines for communities as they develop their park and trail systems. The following outlines park classifications based on the Level of Service (LOS). For the purpose of this plan, the following classifications will serve only as general guidelines and a tool to plan for future park needs.

Park service adequacy is evaluated in three ways: facilities by classification, geographic distribution, and population service standards.

**TRAIL TYPES**

Trail networks should be designed with specific user groups in mind, as well as shared multiuse capacities.

**Nonmotorized unpaved trails:** These trails are dedicated for biking, walking, skiing, snowshoeing, etc. The use of motorized vehicles is prohibited on these trails. Trail surfaces may include compacted soil, gravel, and mowed grass. These trails may be utilized for cross-country skiing or snowshoes during the winter months. Trails for walkers and hikers do not need to be paved.

**Multi-use trails:** These trails are wider, off-street paved paths that are designed to be shared by pedestrians and bicyclists. These trails can be utilized as cross-country skiing and snowshoe trails during the winter months. Trails for cyclists need to have a hard surface.

**Water Trails:** These trails are typically a river or series of rivers that are traveled by nonmotorized boat, canoe, tubing, or kayak.

**EXISTING TRAILS**

Currently, the following trails are identified within the city:

- Four seasons recreational trails
- City hall trail
- Chiarella trail
- PLCC trail
- Pelican Woods nature trail
- Ideal sno pros snowmobile trail
- Bicycle trails along county roads 11 and 4

Since interconnectivity of city trails with other trails is a general goal, the city should continue to explore ways to make trail connections to specific amenities and parkland within the city. If at all possible, the city should seek the means to work with area jurisdictions to create a linkage to the Paul Bunyan Trail from Breezy Point.

Bike routes exist on County Road 11 and Country Road 4 by a paved shoulder. The route on County Road 11 is a part of the Paul Bunyan Scenic Byway. With any improvement of Buschmann Road, construction of bike trails should be requested.



**Community Center:** The city does not have a community center, which, as in some cities, also includes features such as a swimming pool, exercise equipment, classrooms, library, or other elements. City Hall does contain a multi-functional room that serves as the City Council chambers, kitchen, and lunch room, but is sometimes considered or assumed as unavailable for public use. In the recent past, the city explored the idea of building a community recreation center with the City of Pequot Lakes and the school district, yet nothing resulted from that initial study. As a part of the 2019 community survey, strong support was evident for the idea of a public community center in the city.

**Future Trail Planning:** Trails along or in conjunction with roadways are goals of the city. Due to the higher costs of these trails, they are considered long-range goals and may need to be considered when opportunities present themselves. These can be established in whole or in part as separate projects or in conjunction with a street reconstruction. In considering the design for these trails, issues of safety, drainage, grant requirements (if applicable) and available right-of-way or easement shall be factored in determining whether a separated or widened roadway trail will be built.

Revenue sources for trail improvements could include: grants, road reconstruction funds, general funds, bonds, donations, and parkland dedication fees.

**Open Spaces & Greenways:** The sizes of the city's open spaces vary and are found citywide. Preservation of open space serves a variety of needs and functions. Open space preserves natural habitats, allows animals movement through a developed environment, provides visual relief, connects humans to nature, and preserves significant natural resources. Open space-areas may include trails, picnic areas, gardens, etc. The city should locate missing trail links, future links to future destinations, as well as trails along natural corridors.

**FUTURE CONDITIONS**

Based on the national park standard of 10 acres of park and open space per 1,000 people, the city exceeds this standard. It's important to note that this is a rule-of-thumb guideline. While Breezy Point's park land acres exceed this guideline, the ratio alone does not imply that the community is being provided an adequate range of park classifications or recreation facilities based on the three park service adequacy elements.

Additional lots would complement existing publicly owned lots among the minimum-maintenance roads.

**Tax-Forfeited Lots:** Acquire additional lots in the two locations noted above for park, trail, and open-space use.

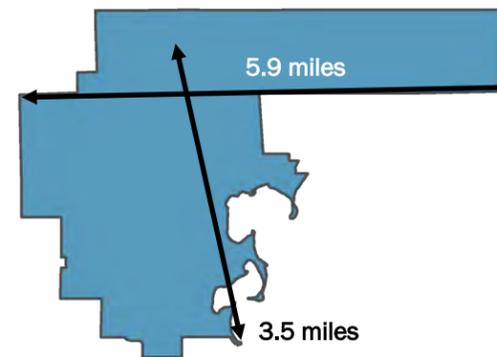
Breezy Point has a large footprint with sparsely scattered housing developments. This development pattern can be more enticing to short trip distances occurring in a car. However, the city has a compact center that can be designed and well-suited for walking and bicycling trips.

**FUTURE PARK PLANNING**

At this time, the effort of the Parks and Recreation Committee will be directed to primarily improve existing parks, trails, and open spaces. However, if there is an opportunity to protect scenic views, or to obtain prime park locations and high-quality natural resource lands for future park expansions, the committee should look to acquire that land. The following are general recommends for future park expansion and enhancements:

**City Hall and Park Area:** Acquire additional lots in the area bounded by Spruce and North drives for park use, and possibly other public uses. Those properties would complement and "square up" the present holdings.

**West of the Airport:** Acquire additional lots in the area bound by Catskill and Shasta drives for future park use.



1 MILE WALK = 20 MINUTES (3 MPH)

1 MILE BIKE RIDE = 6 MINUTES (10 MPH)

# TRAIL TYPOLOGIES

<p><b>MIXED USE FACILITY</b></p> <p><b>YIELD ROADWAY</b></p>  <p><b>Mixed Traffic Facilities</b></p> <p><b>Yield Roadway</b> A yield roadway is designed to serve pedestrians, bicyclists, and motor vehicle traffic in the same slow-speed travel area. Yield roadways serve bidirectional motor vehicle traffic without lane markings in the roadway travel area.</p>	<p><b>MIXED USE FACILITY</b></p> <p><b>ADVISORY SHOULDER</b></p>  <p><b>Mixed Traffic Facilities</b></p> <p><b>Advisory Shoulder</b> Advisory shoulders create usable shoulders for bicyclists on a roadway that is otherwise too narrow to accommodate one. The shoulder is delineated by pavement marking and optional pavement color. Motorists may only enter the shoulder when no bicyclists are present and must override these users with caution due to potential oncoming traffic.</p>	<p><b>VISUALLY SEPARATED FACILITIES</b></p> <p><b>PAVED SHOULDER</b></p>  <p><b>Visually Separated Facilities</b></p> <p><b>Paved Shoulder</b> Paved shoulders on the edge of roadways can be enhanced to serve as a functional space for bicyclists and pedestrians to travel in the absence of other facilities with more separation.</p>	<p><b>VISUALLY SEPARATED FACILITIES</b></p> <p><b>BIKE LANES</b></p>  <p><b>Visually Separated Facilities</b></p> <p><b>Bike Lanes</b> Bike lanes designate an exclusive space for bicyclists through the use of pavement markings and surficial signs. A bike lane is located directly adjacent to motor vehicle travel lanes and follows the same direction as motor vehicle traffic.</p>	<p><b>PHYSICALLY SEPARATED FACILITIES</b></p> <p><b>SIDEPATH</b></p>  <p><b>Physically Separated Facilities</b></p> <p><b>Sidepath</b> A sidepath is a bidirectional shared use path located immediately adjacent and parallel to a roadway. Sidepaths can offer a high-quality experience for users of all ages and abilities as compared to on-roadway facilities in heavy traffic environments, allow for reduced roadway crossing distances, and maintain rural and small town community character.</p>	<p><b>PHYSICALLY SEPARATED FACILITIES</b></p> <p><b>SHARED USE PATH</b></p>  <p><b>Physically Separated Facilities</b></p> <p><b>Shared Use Path</b> A shared use path provides a travel area separate from motorized traffic for bicyclists, pedestrians, skaters, wheelchair users, joggers, and other users. Shared use paths can provide a low-stress experience for a variety of users using the network for transportation or recreation.</p>
<p><b>BENEFITS OF A YIELD ROADWAY:</b></p> <ul style="list-style-type: none"> <li>• LESS COSTLY TO BUILD AND/OR MAINTAIN THAN FULLY PAVED CROSS SECTIONS.</li> <li>• CONNECTS LOCAL RESIDENTIAL AREAS TO DESTINATIONS ON THE NETWORK.</li> <li>• LIMITS IMPERMEABLE SURFACE AREA AND MINIMIZES STORMWATER RUNOFF.</li> <li>• MAINTAINS AESTHETIC OF NARROW ROADS AND UNCURBED ROAD EDGES.</li> <li>• ENCOURAGES SLOW TRAVEL SPEED WHEN NARROWER THAN 20 FT (6.0 M).</li> <li>• CAN SUPPORT A LARGER TREE CANOPY WHEN LOCATED WITHIN WIDE UNPAVED ROADSIDE AREAS.</li> <li>• SUPPORTS ON-STREET OR SHOULDER PARKING FOR PROPERTY ACCESS.</li> <li>• LOW MAINTENANCE NEEDS OVER TIME.</li> </ul>	<p><b>BENEFITS OF AN ADVISORY SHOULDER:</b></p> <ul style="list-style-type: none"> <li>• PROVIDES A DELINEATED BUT NONEXCLUSIVE SPACE AVAILABLE FOR BIKING ON A ROADWAY OTHERWISE TOO NARROW FOR DEDICATED SHOULDERS.</li> <li>• MAY REDUCE SOME TYPES OF CRASHES DUE TO REDUCED MOTOR VEHICLE TRAVEL SPEEDS.</li> <li>• MINIMIZES POTENTIAL IMPACTS TO VISUAL OR NATURAL RESOURCES THROUGH EFFICIENT USE OF EXISTING SPACE.</li> <li>• FUNCTIONS WELL WITHIN A RURAL AND SMALL TOWN TRAFFIC AND LAND USE CONTEXT.</li> <li>• INCREASES PREDICTABILITY AND CLARIFIES DESIRED LATERAL POSITIONING BETWEEN PEOPLE BICYCLING OR WALKING AND PEOPLE DRIVING IN A NARROW ROADWAY.</li> <li>• MAY FUNCTION AS AN INTERIM MEASURE WHERE PLANS INCLUDE SHOULDER WIDENING IN THE FUTURE.</li> <li>• SUPPORTS THE NATURAL ENVIRONMENT THROUGH REDUCED PAVED SURFACE REQUIREMENTS.</li> </ul>	<p><b>BENEFITS OF A PAVED SHOULDER:</b></p> <ul style="list-style-type: none"> <li>• IMPROVES BICYCLIST EXPERIENCES ON ROADWAYS WITH HIGHER SPEEDS OR TRAFFIC VOLUMES.</li> <li>• PROVIDES A STABLE SURFACE OFF THE ROADWAY FOR PEDESTRIANS AND BICYCLISTS TO USE WHEN SIDEWALKS ARE NOT PROVIDED.</li> <li>• REDUCES PEDESTRIAN "WALKING ALONG ROADWAY" CRASHES.</li> <li>• CAN REDUCE "BICYCLIST STRUCK FROM BEHIND" CRASHES, WHICH REPRESENT A SIGNIFICANT PORTION OF RURAL ROAD CRASHES.</li> <li>• PROVIDES ADVANTAGES FOR ALL ROADWAY USERS, BY PROVIDING SPACE FOR BICYCLISTS, PEDESTRIANS, AND MOTOR VEHICLES.</li> </ul>	<p><b>BENEFITS OF A BIKE LANES:</b></p> <ul style="list-style-type: none"> <li>• PROVIDES ADDITIONAL SEPARATION DISTANCE BETWEEN THE SIDEWALK AND MOTOR VEHICLE TRAVEL AREA, IF A SIDEWALK IS PRESENT.</li> <li>• CONNECTS AND COMPLETES BIKEWAY NETWORKS THROUGH BUILT-UP AREAS.</li> <li>• PROVIDES A DESIGNATED SPACE ON THE ROADWAY SUITABLE FOR MANY SKILLED BICYCLISTS WITHIN BUILT-UP AREAS OF SMALL COMMUNITIES.</li> <li>• CAN SUPPORT SCHOOL ACCESS BY BICYCLE WHEN CONFIGURED AS A WIDE BIKE LANE ON LOWER-SPEED, LOWER VOLUME STREETS.</li> <li>• PROVIDES ADDITIONAL VISUAL CUES TO DRIVERS THAT THEY SHOULD EXPECT BICYCLISTS ON THE ROADWAY. THIS CAN BE PARTICULARLY USEFUL WHEN TRANSITIONING TO A BUILT-UP AREA FROM A HIGHWAY CONTEXT.</li> </ul>	<p><b>BENEFITS OF A SIDEPATH:</b></p> <ul style="list-style-type: none"> <li>• COMPLETES NETWORKS WHERE HIGHSPEED ROADS PROVIDE THE ONLY CORRIDORS AVAILABLE.</li> <li>• FILLS GAPS IN NETWORKS OF LOW-STRESS LOCAL ROUTES SUCH AS SHARED USE PATHS AND BICYCLE BOULEVARDS.</li> <li>• PROVIDES A MORE APPROPRIATE FACILITY FOR USERS OF ALL AGES AND ABILITIES THAN SHOULDERS OR MIXED TRAFFIC FACILITIES ON ROADS WITH MODERATE OR HIGH TRAFFIC INTENSITY.</li> <li>• ENCOURAGES BICYCLING AND WALKING IN AREAS WHERE HIGH-VOLUME AND HIGHSPEED MOTOR VEHICLE TRAFFIC WOULD OTHERWISE DISCOURAGE IT.</li> <li>• MAINTAINS RURAL CHARACTER THROUGH REDUCED PAVED ROADWAY WIDTH COMPARED TO A VISUALLY SEPARATED FACILITY.</li> <li>• VERY SUPPORTIVE OF RURAL CHARACTER WHEN COMBINED WITH VEGETATION TO VISUALLY AND PHYSICALLY SEPARATE THE SIDEPATH FROM THE ROADWAY.</li> </ul>	<p><b>BENEFITS OF A SHARED USE PATH:</b></p> <ul style="list-style-type: none"> <li>• PROVIDES A DEDICATED FACILITY FOR USERS OF ALL AGES AND ABILITIES.</li> <li>• PROVIDES, IN SOME CASES, A SHORT-CUT BETWEEN CITIES OR NEIGHBORHOODS.</li> <li>• PROVIDES, IN SOME CASES, ACCESS TO AREAS THAT ARE OTHERWISE SERVED ONLY BY LIMITED-ACCESS ROADWAYS.</li> <li>• SUPPORTS TOURISM THROUGH CONVENIENT ACCESS TO NATURAL AREAS OR AS AN ENJOYABLE RECREATIONAL OPPORTUNITY ITSELF.</li> <li>• PROVIDES NONMOTORIZED TRANSPORTATION ACCESS TO NATURAL AND RECREATIONAL AREAS, WHICH CAN ESPECIALLY HELP LOW-INCOME PEOPLE OBTAIN ACCESS TO RECREATION.</li> <li>• PATHS HAVE A SMALL FOOTPRINT AND CAN DISPLAY A DISTINCTLY RURAL CHARACTER.</li> </ul>

# PARK AND RECREATION

## GOALS AND STRATEGIES

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Outlined below are four goals and 22 strategies to guide the expansion, preservation, and support for parks and recreation in the community.

### GOAL 1: Create a park system suited to a small community with a large visitor population.

#### Strategies:

1. Gradually improve the park network to include active and passive spaces; replacing aging equipment; and add new infrastructure as required to maintain access and safety to both permanent residents and visitors.
2. Strategically design a trail network that includes active and passive trail offerings.
3. Seek, pursue, and acquire additional parcels for parks.
4. Promote nontraditional recreational facilities and activities, such as disc golf, fishing piers, pickleball, etc.
5. Develop a community center building that meets the needs of year-round residents and visitor populations.
6. Identify, improve, and analyze the potential of public access to Ossawinnamakee and Pelican Lakes.

### GOAL 2: Build out an interconnected network of trails that accommodates both motorized and nonmotorized users through intentional design.

#### Strategies:

1. Improve the access to the various corridors within the city and make them more welcoming to users in an effort to increase the use of the open-space network.
2. Identify trail corridors within the city that connect people to destinations, businesses, and recreational opportunities.
3. Seek grants, donations, and volunteer labor as a grant match to the city's contributions to create a multi-use trail system through the open-space corridor network.
4. Ensure that the trail network addresses the needs of all users and provides a variety of experiences throughout the city.
5. Plan and construct an on-road bicycling network, one that includes a variety of design solutions.
6. When and where possible, separate the motorized and nonmotorized trail users.

### GOAL 3: Protect key locations and types of land for environmental protection and natural beauty.

#### Strategies:

1. Continue to protect wetlands that have been identified by the Minnesota Department of Natural Resources through a multitude of best management practices.
2. Work alongside county and state partners to acquire and manage specific properties for the purpose of natural conservation and allow low levels of recreational use.
3. Conserve existing greenways and acquire new corridors for the sole purpose of expanding accessibility into wooded open spaces and sensitive natural resource areas.
4. Acquire additional parcels to serve as neighborhood open spaces if justified by the cost and public benefit.
5. Ensure that the city and its property owners are all contributing to the continuous improvement of the city's water quality.

### GOAL 4: Maintain and improve the quality of parks, trails, and open space systems through ongoing planning, design, maintenance, and evaluation.

#### Strategies:

1. Acquire tax-forfeited lots as appropriate to incrementally expand the park systems and serve a larger population base.
2. Strategically plan for the operation and maintenance of the existing park network through the Capital Improvement Plan (CIP).
3. Comply with the Americans with Disabilities Act to make the parks accessible for everyone.
4. Design parks to meet the needs of all ages and abilities.
5. Support the expansion of revenue-generating sources within the park system.



# 7. NATURAL RESOURCES

## OVERVIEW

The City of Breezy Point is set among a vast area of lakes and forests in north-central Minnesota on the western shore of Pelican Lake, one of the larger lakes in this region of large water bodies. The hilly topography is covered with dense, second-growth coniferous forest and wetlands. The dense forest provides shady and secluded sites for homes and contributes to the community's "up north" look and feel.

Relatively few sites have been cleared of forest for anything but houses or commercial buildings. There is no active row crop agriculture or dairy farms in Breezy Point. Because of the hilly topography and sandy soils, there are relatively few wetlands. The greatest concentration of wetlands is in the southwestern corner of the city with a few located near Lynch and Ossawinnamakee lakes.

Pelican Brook drains Ossawinnamakee Lake and is bordered by several wetlands and a floodplain. A channel was dug between Pelican and Ossawinnamakee lakes in order to raise the level of Pelican Lake, but instead

resulted in lowering it. A shoreland management zoning district exists within 1,000 feet of the lakes and 300 feet of Pelican Brook.

Regarding development, the sandy soils support development, and the steep slopes, combined with sandy soils, infiltrate surface water quickly.

### Gravel Mining

Another natural resource is the gravel that underlies much of the city. Several mining pits are active in the northwestern corner of the city. The existing gravel mines are anticipated to continue under the terms of the prior city permits for the foreseeable future.

The mines should be required to conform to the requirements of the city's surface water management and erosion control plan, when updated or revised. Post-retirement surface evaluation should allow for eventual reuse of the sites as housing or re-established forest.

### Past Management of Natural Resources

Management practices, regulations, and attitudes toward natural resources have changed greatly over the years. Land use and development in Breezy Point and most northern communities reflect these changes. Many past practices were more harmful to natural resources than today's practices, yet even now the struggle continues between conservation and exploitation of the environment.

Consequently, some of the natural resources of the region have been degraded. The old-growth forests were cut, wetlands were sometimes filled, habitats were reduced, and vegetation along many miles of lakeshore was reduced as seasonal cabins or permanent homes were built.

Breezy Point and other communities are engaged in a long-term process to mitigate some of these losses; however, it is a long process. Some harm requires many decades of care, while other is irreversible. However, most citizens and their elected officials recognize the importance of better environmental stewardship for the sake of public health, quality of life, and economic development. Many laws and regulations at the local, county, state, and federal level have institutionalized these views.



PROTECTING THE UP NORTH LOOK IS A BIG PART OF WHAT BRINGS PEOPLE AND SUPPORTS THE LOCAL BUSINESSES.

-Community Survey Respondent



NATURE AND WILDLIFE IS AN IMPORTANT PART OF THIS COMMUNITY. PLEASE KEEP THAT.

-Community Survey Respondent



# GREENWAYS

With the vast amount of open space and undeveloped residential area, the city can leverage a set of corridors and identify new alignments to provide residents with a new trail-type experience. A *greenway* is a linear space established along a corridor, such as a riverfront, stream, valley, or other natural or landscaped system. Greenways may connect open spaces, parks, nature reserves, cultural features, or historic sites with populated areas and to one another. Greenways may or may not include a bikeway, shared-use path, or multiuse trail.

The social benefits of greenways can create places for people to meet, and serve as connectors to places, neighborhoods, and other parks. The health benefits of linear parks combine both physical exercise and mental benefits from interacting with nature. Breezy Point can capitalize on the vast amount of green space and sensitive environmental areas by drawing people to a linear park network that interconnects neighborhoods and the city-wide park network.

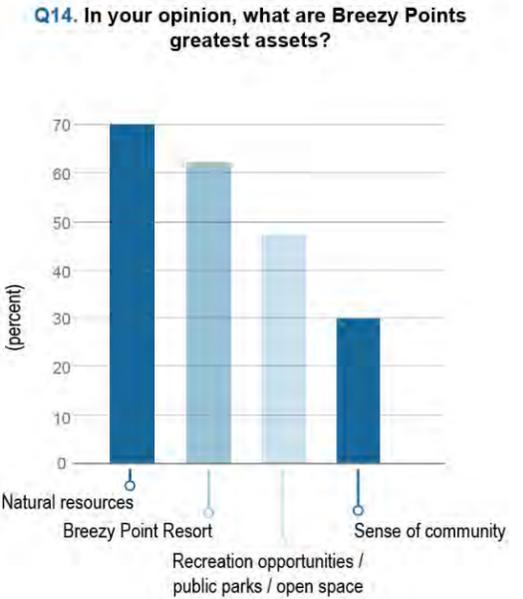
Sustainability is now a major goal for communities and land managers. This means that decisions made now regarding the use of our resources will ensure those resources are available in the future. It also reflects an awareness that all natural resources contribute to the quality of life in the city and beyond.

The planning process can contribute greatly to the process of righting past wrongs, improving future practices, and bringing a better balance to conservation and development. Elements of the plan that can work toward more sustainable management of natural resources are:

- Zoning to regulate development near lakes and streams, in floodplains, and near wetlands.
- Zoning ordinances as they regulate lots size, site development, landscaping, drainage, and tree replacement.
- Wastewater handling, either through the municipal systems or within on-site systems.
- A surface water management plan.
- Forest preservation and management.
- Local regulation of fertilizers, herbicides, and pesticides on lawns and golf courses; use of low-phosphorus lawn fertilizers.

### PUBLIC INPUT

Through the community input process, it was evident that residents value the attractive setting and natural resources that lie within, and adjacent to, the city. When asked to identify elements that make Breezy Point a great place to live, 82 percent of survey participants named the attractive setting and natural environment as the leading element. When focusing on future growth and development, participants were asked their opinions on what the city’s greatest challenge will be. Protecting scenery and natural resources was voted as the fourth element with 31 percent. When asked to focus on the greatest asset in the city, the leading element was “natural resources” with nearly 71 percent.



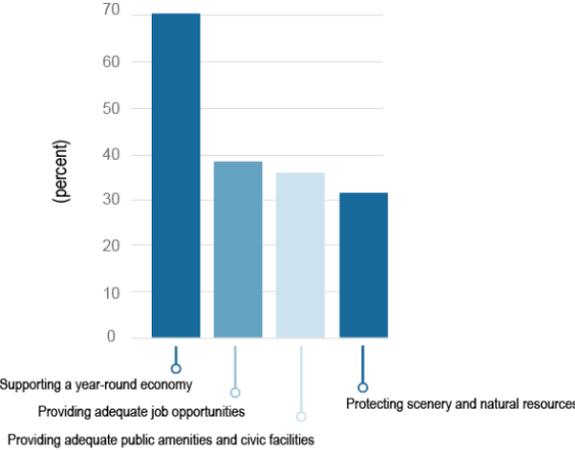
### TRENDS

#### Low-Impact Development and Conservation Design

**Techniques:** Use any of the following techniques to reduce water runoff and boost groundwater recharge by creating a balance among runoff, infiltration, storage, groundwater recharge, and evapotranspiration. With this approach, receiving waters may experience fewer negative impacts in the volume, frequency, and quality of water runoff as to maintain base flows and more closely approximate runoff conditions. The following list is comprehensive, but may not be complete:

- Limit impervious surfaces created by driveways.
- Create natural resource areas.
- Preserve natural depression areas and topography.
- Use vegetated swales, on-site bioretention, wide and flatter swales.
- Maintain sheet flow and clusters of trees and shrubs in the path of water flow.
- Maximize tree preservation and reforestation.
- Use native vegetation that has deeper roots, more water uptake or better water evapotranspiration.
- Use filter and buffer strips, grass and infiltration trenches, and swales, and encourage the use of rain gardens.

**Q13. When it comes to growth and development, what is Breezy Point’s greatest challenge?**



# NATURAL RESOURCES

## GOALS AND STRATEGIES

Outlined below are three goals and 15 strategies to guide the expansion, preservation, and support for natural resources in the community.

### GOAL 1: Plan for the provision and protection of open space, natural resources, and environmentally sensitive areas.

#### Strategies:

1. Increase the amount of land devoted to parks and public open space, whether for recreation or environmental protection.
2. Extend and improve the trail corridor system, one that encompasses a variety of active and passive trail options.
3. Utilize practices that minimize the impact to habitat when developing parks.
4. Protect habitat patches, wildlife corridors, and natural resources from development.
5. Encourage conservation design principles.

### GOAL 2: Ensure the protection and improvement of natural resources during the land development process.

#### Strategies:

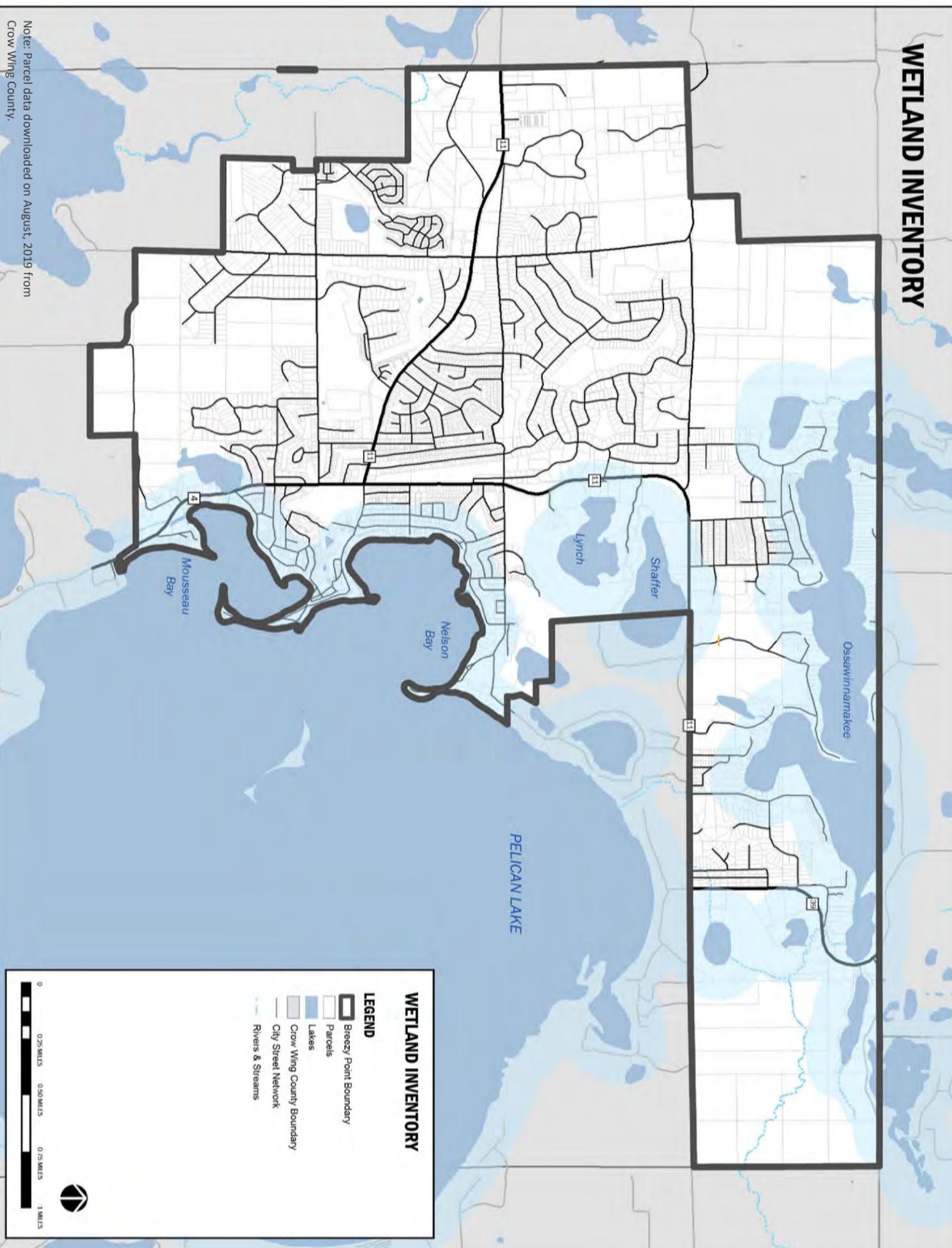
1. Identify significant environmental features, such as woodlands, wetlands, and forested tracts, that add value to the image of the community, and seek the means to preserve them.
2. Acquire and preserve natural areas and corridors as opportunities arise.
3. Encourage all members of the community to adopt best management practices regarding forest preservation whenever possible.
4. New developments should always seek to enhance the north woods character.
5. Encourage native or natural landscaping and low-impact development as an alternative to conventional landscaping and drainage.

### GOAL 3: Preserve the city's economic success and viability by ensuring high environmental standards and unparalleled water quality.

#### Strategies:

1. Promote outdoor recreation and the diverse range of activities within the city.
2. Improve public access to lakes.
3. Coordinate with resorts and area businesses to help visitors stay and play in Breezy Point when they come for events.
4. Develop year-round recreational opportunities, and partner with county and state organizations as needed.
5. Support stormwater best management practices and take an active role in treating runoff water before it enters area lakes and streams.

## WETLAND INVENTORY





# 8. TRANSPORTATION

## OVERVIEW

Transportation is one of the most important elements in determining quality of life in a community. The purpose of this chapter is to evaluate the existing and future transportation conditions in the city.

Breezy Point should consider multimodal solutions to transportation, such as more efficient use of the roadway system, expanded golf cart side by side and similar transportation opportunities, and more options for biking and walking. Transportation strategies should ensure the adequacy of the existing roadway system, while developing and promoting practical alternatives that complement vehicular options.

Transportation infrastructure can influence how land is developed. For Breezy Point, some of the biggest challenges in the community are platted, but unbuilt, roads and minimum-maintenance roads. Minimum-maintenance roads and platted, but unbuilt, roads have hindered growth in parts of the community. It is important for the city to plan future growth in a way that builds an interconnected transportation system with multiple options, while also providing a variety of transportation options.

The purpose of this chapter is to capture the major transportation issues raised by the public as part of the plan update and those raised by the Roads Committee. Early in the plan update process the city and Steering Committee agreed that many of the recommendations in this chapter should complement and often carry forward the goals and strategies from the Road System Plan chapter in the 2016 Comprehensive Plan. The Road System Plan from the previous plan was very complete and much of the content was carried forward to the new plan.

## KEY FINDINGS

The public workshop, community survey, and stakeholder observations generated numerous comments, many of which related to transportation. The most predominant themes, which were gathered through extensive public outreach, were summarized into three main themes:

1. Improve walking and biking in neighborhoods and throughout city.
2. Motorized and nonmotorized trail networks.
3. Road maintenance.

The public input section below provides more context to the main themes for the transportation element in the comprehensive plan.

## PUBLIC INPUT

### Improve Walking and Biking in Neighborhoods and Throughout the City

Residents seek to connect their neighborhoods, provide opportunities for exercise and active living, and develop linkages to destinations such as area businesses and recreation opportunities. The city is without a sidewalk network, and the main highways can become a barrier to pedestrians. Participants seek to not only improve walkability, but to also integrate a multi-use trail network within the community to accommodate motorized and nonmotorized users.

### Motorized and Non-Motorized Trail Networks

Community members seek to expand and improve the existing motorized and nonmotorized trail network. Participants noted support toward integrating golf carts into the trail network (separated, multi-use trail). When asked if the city should plan and promote the use of low-speed vehicles such as golf carts over 80 percent of

respondents indicated yes. Throughout the planning process there was a general interest in planning for and integrating vehicles, such as golf carts and side-by-sides, into the transportation system. Respondents also indicated that trail networks provide recreational opportunities and contribute to the city's quality of life.

### Road Maintenance

The community survey asked, where specifically throughout the city would you like to see improvements? Respondents seek a comprehensive approach to improving the existing road network and seek to identify targeted improvement areas. Targeted areas were categorized as upgrading minimum-maintenance roads as well as paving existing gravel roads. Many responded to open-ended questions such as, what should the city's short-term priorities be (0-5 years)? and categorized road improvements as a reoccurring theme.



**EXISTING CONDITIONS AND TRENDS**

This section outlines the key transportation conditions and trends in and around the city. The existing conditions findings in this section are a summary of the conditions and trends found in this section.

**Road System**

The City of Breezy Point maintains a system of approximately 66 miles of public roads. A majority of the city roads are paved with asphalt, while some are improved with gravel. Three Crow Wing County highways – 11, 4, and 39 – cross the city and are built to a nine-ton standards. Other roads are classified as “minimum maintenance” and have only been graded. Approximately 30 percent of the 66 miles of city streets were with an engineer’s plan.

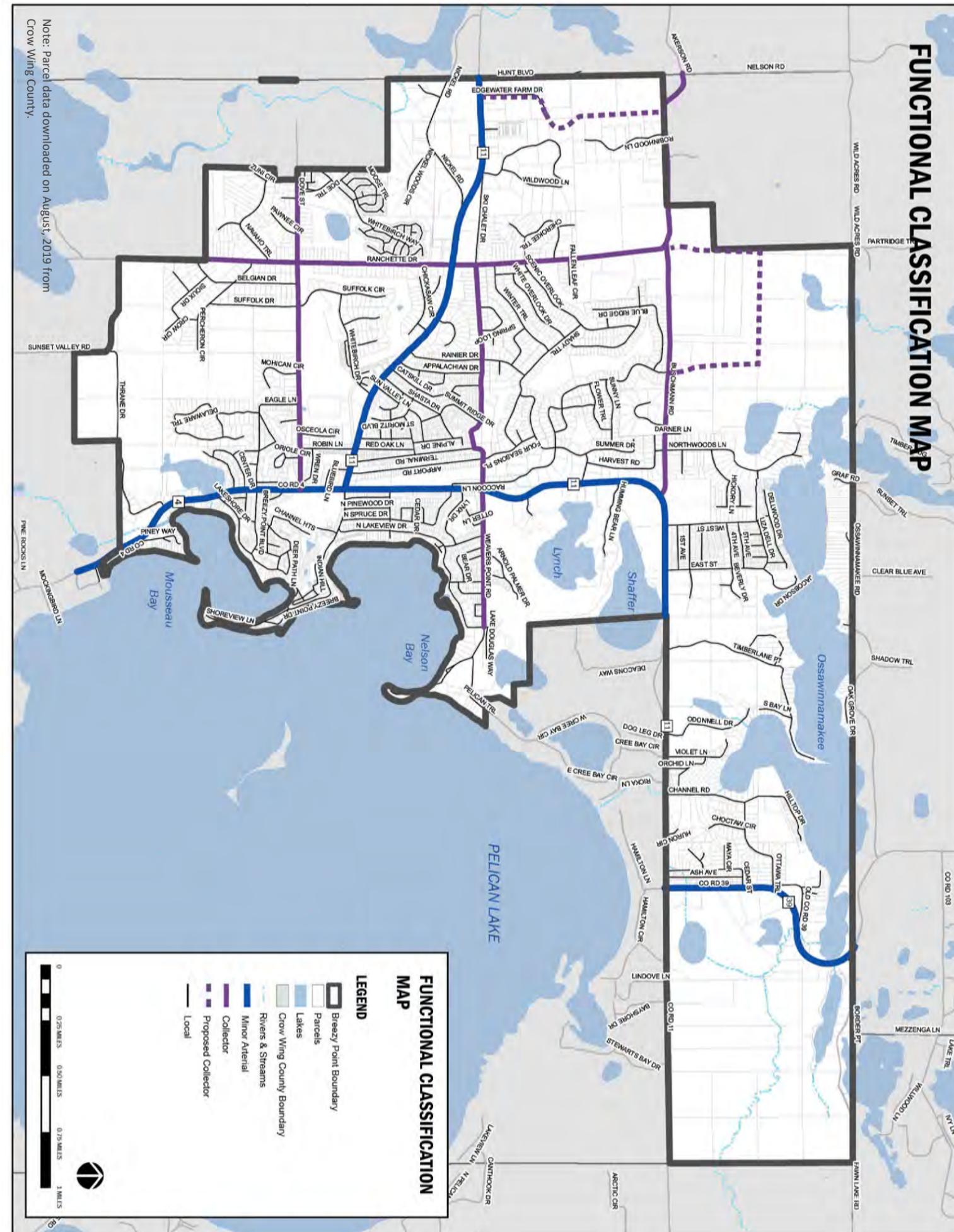
Public Roads by Type	
Road Surface	Mileage
Bituminous (county highway)	10.73
Bituminous (city street)	40.25
Gravel	17.73
Minimum maintenance*	9.08
Platted but not built**	2.93
<b>Total</b>	<b>79.72</b>

**\*Minimum-Maintenance Roads** – There are approximately nine miles of roads that are termed “minimum maintenance” and lack even a gravel surface.

**\*\*Platted but Unbuilt Roads** – There are approximately three miles of city streets in four locations that are platted but not built in any standard.

**Functional Classification**

Roads are typically classified and designed according to their intended function in the overall network, their expected traffic load, and design speed. Design elements that vary from one classification to another include width of public right-of-way (public land) or easement, width of paved surface, posted speed, minimum separation between intersections or driveways, curvature, slope, and pavement. Breezy Point’s Road Functional Classification map can be viewed on the following page.



Note: Parcel data downloaded on August, 2019 from Crow Wing County.

The following chart lists the classification and design elements of roads in Breezy Point. Not every road in Breezy Point fits neatly into one or another category since local roads were built in different periods of time with varying standards.

Class	Examples	Function	Surface	Typical R-O-W	Typical Road	Other Features
MINOR ARTERIAL	County State-Aid Highways 11 and 4 County Road 39	Cross-county movement	Bituminous (nine-ton)	66 to 100	28 plus shoulders	Side ditches, centerline stripes
COLLECTOR	Ski Chalet Drive Dove Street Ranchette Drive Breezy Point Drive	Cross-city movement	Bituminous (seven-ton)	66 to 80	24–28	Side ditches, some have curb-gutter some have centerline stripes
LOCAL (BITUMINOUS)	Terminal Road Airport Road Birchwood Drive Robinhood Lane	Parcel access	Bituminous		32–36	Concrete curb and gutter
LOCAL (GRAVEL)	Shady Trail Blue Ridge Drive Cedar Street Rainier Drive	Parcel access	Gravel		30	Side ditches
MINOR	Catskill Drive First Avenue Aspen Lane	Parcel access	Unimproved		Varies; approximately 20 feet	

**Road Maintenance, Improvements and Policy Statements**

Road maintenance, improvements, and policy statements carry forward a series of policy or goal statements from the 2016 comprehensive plan for the maintenance and improvement of roads and streets within the city. Several limiting factors all interplay in considering what is desired, possible, practical, and achievable. The following limitations and goals will be used to consider in the improvements and maintenance of roadways within the city.

1. As a general goal of the city all public roadways would eventually be paved.
2. The extent of maintenance and roadway expense that the city currently intends to accomplish is limited to resources available without the need to bond. Bonding for public improvements may be a consideration in the future.
3. Projects that involve the installation of sanitary sewer as well as paving improvements may involve the use of sewer capital funds for financing. When sewer funding is used, assessment income will be returned to the sewer fund.

4. Seal coating activities are intended to occur on a routine basis to maintain roadways that would benefit from this application. The city will continue to work in cooperation with Crow Wing County in accomplishing seal coating bids.
5. Other maintenance activities, such as shouldering, and pothole repairs, will be accomplished as time and budget permit.
6. The purchase of a small asphalt roller to assist with these maintenance activities shall be pursued.
7. Gravel roadways will be graded and maintained as time and budget permit.
8. The Road Committee will meet periodically to discuss roadway issues and propose road maintenance activities and improvements on an annual basis.
9. Consideration of paving of roadways requires an analysis of limiting factors. These include: the benefit test, amount of frontage of tax-forfeited property, amount of city contribution, and the ability to fund the project.
- 10.

11. Many existing roadways have inadequate snow storage space due to excessive vegetation. As opportunities present themselves and as needed, tree and brush removal shall be accomplished.
12. Roads that are proposed for improvements shall include adequate drainage components in their design and construction.
13. Roads that lie within 1,000 feet of a shoreline will be considered a priority.
14. Petitioned projects that see substantial support will be considered a priority.
15. Roadways that are half paved will be considered a priority.
16. Roadways that could be established with sanitary sewer will be a priority.
17. Roadways that could not be reasonably expected to have sanitary sewer for an extended period of time are candidates for paving.
18. Gravel roads need attention in terms of grading and periodic material augmentation. As roadways degrade, the addition of aggregate and/or alternate approaches will be considered to be accomplished.
19. One type of alternate approach may be tried with chip seal of gravel roadways. A demonstration project may be accomplished to consider its use on a broader scale.
20. Roads will continue to be assessed for improvements with consideration of overall cost, city share if any, and miscellaneous concerns.

21. The assessment process used will involve the pre-project assessment before construction to limit challenges and/or provide the council with the ability to stop the project if a pending liability seems excessive.
22. Assessment income from paving projects financed through the General Fund will be assigned to return to the General Fund (or 401 Fund) for subsequent road projects.
23. Reconstruction of paved asphalt surfaces, overlays, or mill and overlays will be considered on an as needed basis as these can be difficult to assess.

**Airport**

Breezy Point Airport is a private airport for use by its members and invited guests. The airport is owned by Breezy Point Airport, Inc., a Minnesota corporation. While the Breezy Point Airport has a clean, high-quality paved runway, future expansion and maintenance are handled differently from public airports. At Breezy Point the expansion and upgrades of the airport property are privately funded. The cost of maintenance for the runway and grounds comes from annual membership fees and assessments. Airport expansion is completely up to the private shareholders of the airport through their board of directors. Most of the adjacent properties, hangars, and residences along the runway are deeded to private owners. These properties along the runway, including the aircraft hangars, are developed, bought, and sold much like residential real estate. Source: Breezy Point Airport website: [www.breezypointairport.com](http://www.breezypointairport.com)

**Transit**

The City of Breezy Point is located within the Brainerd & Crow Wing Public Transit Service Area. This service is classified as Dial-a-Ride and available Tuesdays, Wednesday, and Thursdays.

**Nonmotorized Transportation**

Existing conditions for non-motorized are highlighted in the park and recreation chapter.

# CITY ORDINANCE

## Golf Cart Rules and Regulations

Rules and Regulations for Golf Cart Operation on City Streets

Proof of Minnesota State Minimum Liability Insurance Coverage for Operation on City Streets must be provided at time of permit purchase. Please check with your insurance agent to make sure you have at least the minimum required coverage for operation on City streets.

## Golf Carts May Be Driven on County Roads 4, 11, and 39 and City Streets:

- With current permit sticker displayed on the rear of cart
- Verification of insurance coverage must be carried in golf cart at all times
- With slow moving vehicle emblem displayed on rear of cart
- With rear view mirror
- Passengers limited to seating capacity

## Golf Carts are prohibited:

- With drivers younger than 15 years old
- On Buschmann Road
- From City Parks and Trails
- During inclement weather or limited visibility
- Between sunset and sunrise; unless equipped with original equipment headlights, taillights, and rear facing brake lights
- From towing trailers

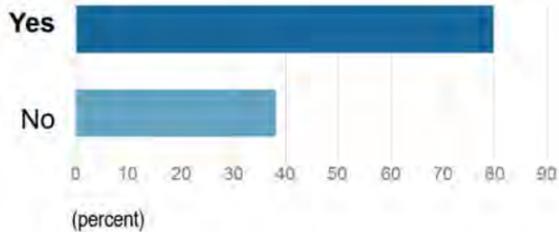
## Low Speed Vehicles

Golf carts and similar low speed vehicles (LSV) have become quite popular in Breezy Point. As golf cart and LSV use increase in popularity, communities such as Breezy Point are well positioned to embrace and plan for this growing trend. The geographical layout of Breezy Point fares well for the use of golf carts and LSVs for both transportation and recreational uses. In May of 2019, the Crow Wing County Board approved ordinance 1901. This ordinance regulates the use of golf carts on county roads within the city limits of Breezy Point. For residents and visitors, the policy allows golf carts to utilize Crow Wing County Roads 4, 11 and 39. By allowing golf carts to utilize these county roads, it opened most roads in Breezy Point for golf carts and LSVs use.

A series of best practices should be used when planning for low speed vehicle usage:

- **Safety Education and Enforcement:** Programs should educate the public on the safety and regulations for both golf carts and LSVs. Post signs and conduct educational programs to make sure drivers know to watch out for LSVs and golf carts.
- **Registration and Insurance:** All golf carts and LSVs should be registered with the appropriate local or state government agency.
- **Licensing :** A valid driver's license should be considered to operate both LSVs and golf carts on a public or private roads or trail.
- **Vehicle Safety Features:** Local governments should consider minimum golf cart safety features for on-road driving such as appropriate MUTCD signs and required reflective signs and lights on each individual cart.
- **Planning Complete Networks:** Integrate land development and transportation plans in order to develop complete networks for all travel modes.

## Q4. Should the city plan and promote the use of low-speed vehicles such as golf carts?



## Multi-Modal Networks

A well-designed network for LSVs and golf carts could provide another transportation option in Breezy Point. Golf carts and LSVs provide a convenient way for people to travel farther and faster than they would on foot or a bicycle, without having to use a car. Planning for golf carts and LSVs aligns with the community's desire to improve modes of transportation and the overall network. In addition to planning for non-motorized transportation such as walking and biking, the community recognized the important of multimodal transportation planning. Multimodal transportation planning takes into account all modes of the transportation system, including automobiles, freight, transit, biking and walking for all ages and abilities.

“AS A RESORT COMMUNITY, IT ENHANCES TRAVEL BETWEEN POINTS OF INTEREST, ON A MORE PERSONAL LEVEL.”  
 -Community Survey Respondent

“GOLF CARTING WITHIN BREEZY IS A GREAT FEATURE FOR THE CITY. THE USE OF GOLF CARTS IS A UNIQUE AND USEFUL MODE OF TRANSPORTATION.”  
 -Community Survey Respondent

# TRANSPORTATION

## GOALS AND STRATEGIES

Outlined below are nine objectives and 21 strategies intended to guide future transportation improvements in and around the city. The objectives and strategies listed in this section were created using a variety of sources. These include public input, recommendations from the 2016 plan, and the recommendations from the Roads Committee.

### Goal 1: Plan and build a road system according to adopted alignments, dimensions, maintenance improvements, and policies.

#### Strategies:

1. The city will follow the road alignments and classifications according to the Roadway Design Standards in the comprehensive plan when reviewing applications for plats, site plans, or road construction.
2. Design standards for the existing or future roads in Breezy Point are established by the unit of government that has jurisdiction (either Crow Wing County or the City of Breezy Point). The city has ownership of and control over all the local and collector roads, while the county has responsibility for arterial roads.
3. The city will follow adopted road and improvements ordinances and design standards as shown below.

ROADWAY DESIGN STANDARDS		
	Local Road	Collector Road
Right-of Way Width	66 feet	80 feet
Pavement Width	24 to 28 feet depending on forecast traffic volumes	26 feet plus paved shoulders
Number of Lanes	Not striped	2 @ 12'; center skip stripe
Edge Treatment	Drainage swale, no curb	Drainage swale, no curb, shoulder stripe 4-foot paved shoulder
Maximum Grade	8 percent	6 percent
On-Street Parking	Both sides	None
Design Speed	30 mph	35 to 55 mph

### Goal 2: Regulate access to roads to preserve road function and safety.

#### Strategies:

1. County roads: Follow Crow Wing county highways access management and spacing guidelines.
2. City roads: The minimum allowable separation of intersections along city streets is as follows:
3. Private driveways: 50 feet (where possible).
4. Developments on corner lots should use the lower volume street for access.
5. There should be no more than one access point per land parcel along a county highway.

### Goal 3: Surface and maintain city roads according to their function and traffic volume.

#### Strategies:

1. Major reconstruction: It is the policy of the city to respond to the growing demand for road improvements. The City Council will decide whether to upgrade roads (gravel surface to asphalt or minimum maintenance to gravel) on a case-by-case basis. Such improvements will be determined by the City Council either by Council initiation or by petition of property owners.
2. Gravel roads: The City Council will instruct the city engineer to conduct a study to determine the cost of surfacing a gravel road and assessing that cost to benefitting property owners when either:
  - i. Fifty percent of parcels with road frontage have been developed; or,
  - ii. A petition is received from at least 70 percent of property owners with road frontage; or,
  - iii. The road is programmed to receive a city sanitary sewer line; or,
  - iv. The City Council determines that the condition of a road is a hazard to public safety or mobility.

### Goal 4: Determine future intent for platted, but unbuilt road rights-of-way.

#### Strategies:

1. On an individual basis, determine whether platted but unbuilt road right-of-way should be vacated, and the deeded to abutting property owners; or left alone to accommodate a future need.

### Goal 5: Ensure all roads within Shore Impact Zone are improved.

#### Strategies:

1. The city should work toward paving roads within Shore Impact Zone.

### Goal 6: Create an integrated transportation network that encourages multimodal use.

#### Strategies:

1. Encourage interconnected city streets that promote a variety of transportation options such as bicycling, walking, and approved motorized uses.
2. If any additional county highways are created or reconstructed in Breezy Point, the city will request that such roads include paved shoulders ten (10) feet in width for bicycling, walking, and golf cart use.

### Goal 7: Coordinate transportation planning with adjacent units of government and Crow Wing County.

#### Strategies:

1. Continue to review with Crow Wing County all applications for access on all county highways in Breezy Point.
2. Collaborate with Crow Wing County, including traffic volumes and speeds, and corridor study of County Highway 11 through the cities of Pequot Lakes and Breezy Point.
3. Involve Crow Wing County and other jurisdictions in a study of the alignment, design, and classification of future roadways within the city.
4. Evaluate Bushmann Road and determine if it should remain a local road or be upgraded to a county road.

### Goal 8: Create linkages and/or collector roads as opportunities present themselves to provide for more efficient and safe traffic flow within the city.

#### Strategies:

1. Consider the extension of roadways within Breezy Point to provide better connectivity.
2. Create a listing of unimproved roads that could be improved as platted or improved and extended to facilitate connectivity.

### Goal 9: Collaborate with public and private partners to plan for a multimodal transportation system.

#### Strategies:

1. Coordinate with Crow Wing County Transit and other transit service providers.
2. Work with the local aviation group to ensure airport services and future plans are communicated.
3. Continue to develop its partnership with Crow Wing County to ensure that the city's transportation needs are incorporated into future projects by Crow Wing County.
4. Plan and promote walking and biking by working with local, state, and federal partners to plan, fund, and construct a network of trails to increase the nonmotorized transportation system.
5. Improve nonmotorized options for all through public engagement, program delivery, and capital investments.



# 9. INFRASTRUCTURE

## OVERVIEW

Infrastructure is a critical part of a community’s viability and impacts the natural, economic, and social systems. Infrastructure improvements should be made with a clear understanding of implications on land use policies and natural and social environments. Infrastructure should be extended strategically to guide population growth in an environmentally sustainable manner consistent with this plan.

## KEY FINDINGS

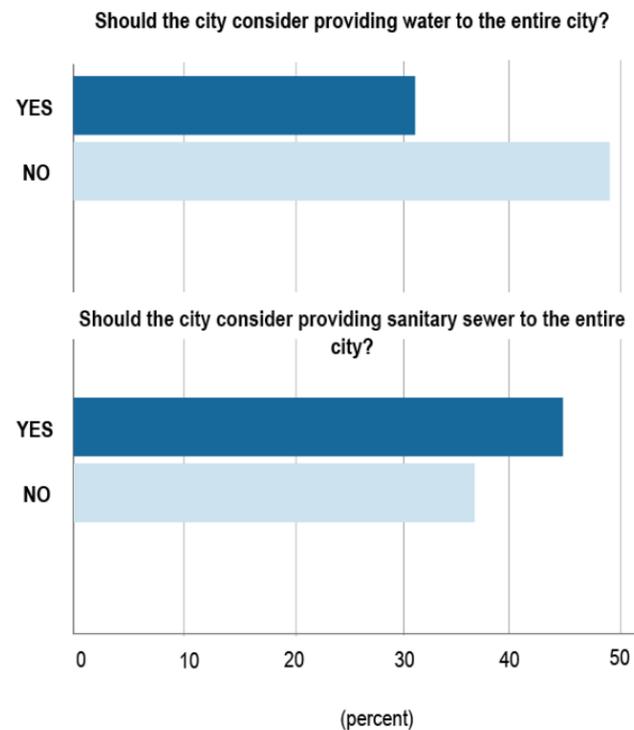
This section summarizes the key findings from the public input and technical analysis completed as part of the plan update. Collectively what was learned from the public input and technical analysis informed the development of the recommendations to guide the development and improvement of Infrastructure.

## PUBLIC INPUT

Throughout the planning process, most people associated infrastructure with roads, which are covered in the transportation section. Two specific infrastructure questions were asked in the community survey. The first question was “Should the city consider providing water to the entire city?” Responses were: 30 percent yes (95 people), 50 percent no (155 people), and 20 percent no opinion (64 people). The second question was “Should the city consider providing sanitary sewer to the entire city?” Responses were: 50 percent yes (141 people), 37

percent no (115 people), and 18 percent no opinion (58 people).

### Q18: Rate the following:



Steering Committee members discussed two points regarding infrastructure specifically around stormwater and a central water system. Members noted that Breezy Point had excellent soils and there hasn’t been a concern around stormwater or the need to develop a stormwater management plan; however, it was recommended to review the standards and best practices for stormwater management and implement when needed. Secondly, the committee wanted to periodically review the need for a central water system. It was noted that a central water system is unlikely, but members wanted to continue to revisit the topic in conjunction with future comprehensive plan updates.

## EXISTING CONDITIONS AND TRENDS

**Wastewater Collection System** – The City of Breezy Point owns and operates a wastewater treatment plant and collection system through its sanitary sewer utility. The treatment plant is located at the southern end of the city and includes aeration and stabilization ponds and spray irrigation.

The city has approximately 14 miles of gravity sewer plus approximately three miles of force main sewer (in which the flow is pumped), and nine lift (pump) stations for serving areas that cannot be served by gravity lines.

**On-site Wastewater Treatment Systems** – In Breezy Point, there are approximately 1,000 private individual on-site wastewater treatment systems (a.k.a. septic tanks) plus approximately 250 holding tanks in White Birch Camping Cluster #1 along Ranchette Drive.

**Water Supply System** – The City of Breezy Point does not have a public water supply system; however, Breezy Point Resort does have such a system for the benefit of some of its properties. All other residential and commercial properties obtain water from their private, individual wells.

**Surface Water Management** – Prior to 2009, Breezy Point did not have an ordinance regulating runoff quantity, quality, or erosion control. The city also did not actively manage surface water runoff by owning or controlling any ponds that cleanse water before it runs into a natural water body such as a wetland, stream, or lake. However, in 2009 the city established a stormwater utility with ability to raise revenue through taxation. That revenue source will allow the city to prepare a plan and ordinance for managing surface water.

The following statements are central to the Breezy Point water quality plan and should remain relatively unchanged over time. The following four statements and supporting information were carried forward from the 2016 comprehensive plan.



## WATER QUALITY OBJECTIVES

### 1. Fully serve the neighborhoods and districts where city sewer service is available.

**Municipal Sewer Service** – Extend the municipal sewer system at the request and cost of benefitting landowners. Extensions should be incremental extensions of existing lines to adjacent residential, commercial or industrial properties. Potential expansion areas are illustrated by Map, Municipal Sanitary Sewer Plan. Monitor the remaining capacity of the central wastewater treatment plant to ensure that steps are taken in a timely fashion to expand the plant if necessary. It was estimated in 2019 that the equivalent of approximately 165 homes would reach 85% of capacity, which would trigger expansion planning. During expansion planning and construction, the equivalent of an additional 244 homes could be served with the remaining 15% of capacity until expansion construction is completed. Closely monitoring storage and discharge is an ongoing effort, and early detection of needs will require a proactive approach to address future storage capacity. Before the current capacity of the treatment plant is reached, determine whether prior allocations of plant capacity to planned but unbuilt projects can be returned to the city and be made available to other locations. Determine the need to recoup such allocations, the cost to the city, and the optimal timing.

### 2. Use the municipal sanitary sewer system to help protect water quality in Pelican Lake and Lake Ossawinnamee.

**Pelican Lake** – Continue to require new homes and businesses in the sewer service area near Pelican Lake to connect to the municipal sewer system. Extend the system down Weaver’s Point at the request and expense of the benefitting land owners.

**Lake Ossawinnamee** – Study the need for and feasibility of improving wastewater service for all parcels between Buschmann Road and Lake Ossawinnamee that are smaller than 20,000 square feet. Options include (a) connecting to the city’s system, (b) connecting to a small “package” treatment plant located in the vicinity, (c) using advanced (three-stage) on-site systems (for ownership tracts between 20,000 and 60,000 square feet), and (d) using holding tanks. Assess the cost of public improvements to the benefitting property owners. Investigate the availability and requirements of grants from the Minnesota Public Facilities Authority and/or the U.S. Rural Development Administration to offset some of the cost of this potential project, whether they are public or private improvements.

**Potential Municipal Sewer Expansion Areas** – If the approach described in No. 3 is not adequate or acceptable, study the feasibility of providing municipal sanitary sewer service to the established neighborhoods located between Buschmann Road and County Road 11 as illustrated on (map).

BB  
KEEP UP WITH AGING INFRASTRUCTURE, IMPROVEMENTS, AND ADDING EXTENSIONS TO ROAD SYSTEMS TO ENCOURAGE GROWTH.  
-Community Survey Respondent

BB  
ENSURE INFRASTRUCTURE IS ADEQUATE TO ACCOMMODATE GROWTH PLANS.  
-Community Survey Respondent

### 3. Protect groundwater quality in unsewered areas while encouraging housing development.

**On-Site Wastewater Alternatives:** Protect groundwater quality in unsewered areas by allowing alternative treatment systems as follows:

- Properties smaller than 20,000 square feet: May require city sewer service.
- Properties larger than 20,000 square feet: Require the use of approved on-site wastewater systems.
- Existing systems: Require that existing on-site wastewater systems be upgraded to be consistent with this objective upon system failure (as determined by the city) or when an upgrade or expansion of the system is necessary.

### 4. Prepare and implement a plan for managing stormwater and erosion control in an environmentally sensitive manner.

**Establish a stormwater utility:** Establish a stormwater utility in the form of a city enterprise fund that could provide stable funding for stormwater planning, public education, management, and capital projects.

**Prepare a Stormwater Management Plan:** Prepare a plan for managing stormwater that may address:

- Reducing the discharge of total suspended solids to surface water
- Construction site runoff
- Flood control devices
- Illicit connections and discharges
- Industrial and high-risk runoff
- An information and education program
- Toxic spills
- Management practices such as: cleaning catch basins, collecting leaves, sweeping streets, maintaining control structures, maintaining roads, and managing nutrients on city properties

**Apply the management plan:** Use the stormwater management plan to review and improve development applications, build public capital improvements related to stormwater, and write new or amended regulations.

Low-impact development and conservation design techniques: Use any of the following techniques to reduce water runoff and boost groundwater recharge by creating a balance between runoff, infiltration, storage, groundwater recharge, and evapotranspiration. With this approach, receiving waters may experience fewer negative impacts in the volume, frequency, and quality of water runoff as to maintain base flows and more closely approximate predevelopment runoff conditions. The following list is comprehensive but may not be complete.

- Limit impervious surfaces created by driveways and structures.
- Create natural resource areas.
- Minimize disturbance and compaction of a site. Loosen soils when construction is complete to preserve soils.
- Preserve natural depression areas and topography.
- Use vegetated swales, on-site bioretention, wide and flatter swales.
- Maintain sheet flow and clusters of trees and shrubs in the path of water flow.
- Maximize tree preservation and reforestation.
- Use native vegetation that has deeper roots, more water uptake, or better water evapotranspiration.
- Minimize storm drainpipes.
- Use filter and buffer strips, swales, grass, and infiltration trenches. Encourage the use of rain gardens.

# INFRASTRUCTURE

## GOALS AND STRATEGIES

Outlined below are five goals and 10 strategies to guide the future development and management of infrastructure in the city. The goals indicate a specific direction, while the strategies are detailed actions necessary to initiate or complete an objective such as a program, policy, or a project.

### Goal 1: Infill current sewer service areas.

**Strategies:**

1. Fully serve the neighborhoods and districts where city sewer service is available.

### Goal 2: Protect lake water quality.

**Strategies:**

1. Use the municipal sanitary sewer system to help protect water quality in Pelican Lake and Lake Ossawinamakee.
2. Require new homes and businesses in the sewer service area to connect to the municipal sewer system.
3. Study the need for and feasibility of improving wastewater service for all parcels that are smaller than 20,000 square feet.

### Goal 3: Protect groundwater quality in unsewered areas while encouraging development.

**Strategies:**

1. Protect groundwater quality in unsewered areas by allowing alternative treatment systems as follows:
  - a. Properties smaller than 20,000 square feet: May require city sewer service.
  - b. Properties larger than 20,000 square feet: Require the use of approved on-site wastewater systems.
  - c. Existing systems: Require that existing on-site wastewater systems be upgraded upon system failure or when an upgrading or expansion of the system is necessary.

### Goal 4: Monitor the need to provide city water to the city.

**Strategies:**

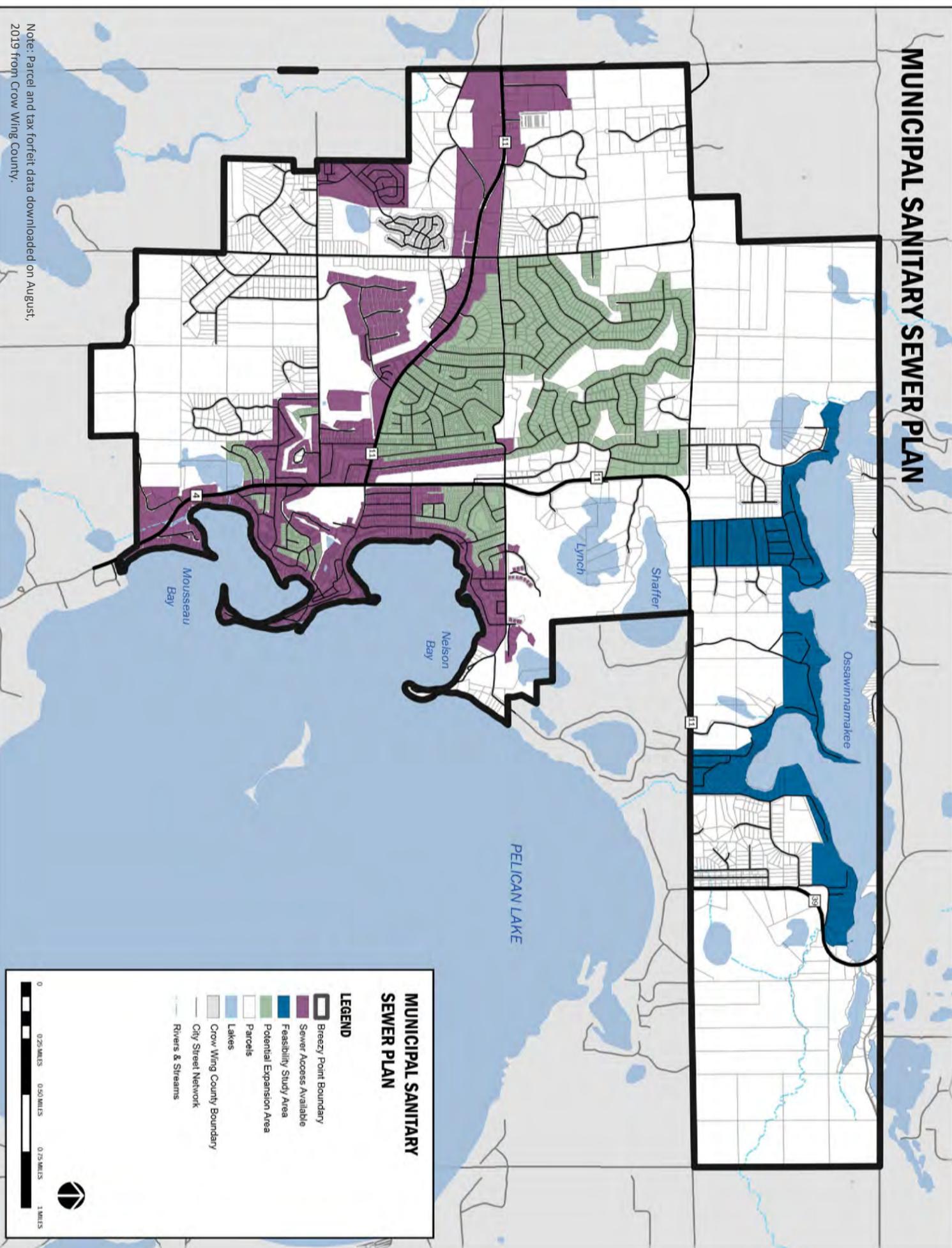
1. Periodically review the need for a central water system.

### Goal 5: Manage stormwater and erosion control in an environmentally sensitive manner.

**Strategies:**

1. Review the standards and best practices for stormwater management and implement when needed.

## MUNICIPAL SANITARY SEWER PLAN



Note: Parcel and tax forfeit data downloaded on August, 2019 from Crow Wing County.



# 10. COMMUNITY SERVICES & FACILITIES

## OVERVIEW

This chapter addresses city services, such as public safety, and education, that meet the daily needs of residents and visitors. The quality of these facilities and services is key to defining the city's quality of life. Having high-quality services and facilities is also important to serve existing residents and attract businesses and visitors to the community.

## KEY FINDINGS

This section summarizes key findings from the public input and technical analysis completed as part of the plan update. The development of the community services and facilities goals and strategies outlined in this chapter was informed by what was learned from the public input and technical analysis of the existing conditions and trends.

## PUBLIC INPUT

Safety is important to residents. Comments related to safe neighborhoods and community safety were mentioned numerous times during the planning process. When respondents were asked, "What are some things

that make the City of Breezy Point a great place to live?" safe neighborhoods and streets was the second-highest-ranked item after attractive setting/natural environment. Respondents in the community survey overwhelmingly identified low crime and safe neighborhoods as the most important factor when asked what factors make Breezy Point a healthy community.

Providing adequate amenities such as education, health care, downtown, library, cultural facilities, parks, and city facilities was also identified as a challenge when it comes to growth and development for the City of Breezy Point. The concept of a community center was brought up several times during the public engagement process. Residents identified the desire to have a community center that would provide residents with physical fitness, community events, and educational opportunities. A central gathering space or community gathering space was also highlighted during the planning process. It was noted a central gathering space could serve as a place for social gathering, farmers' markets, and concerts as well as could help with the identity and branding of the community.

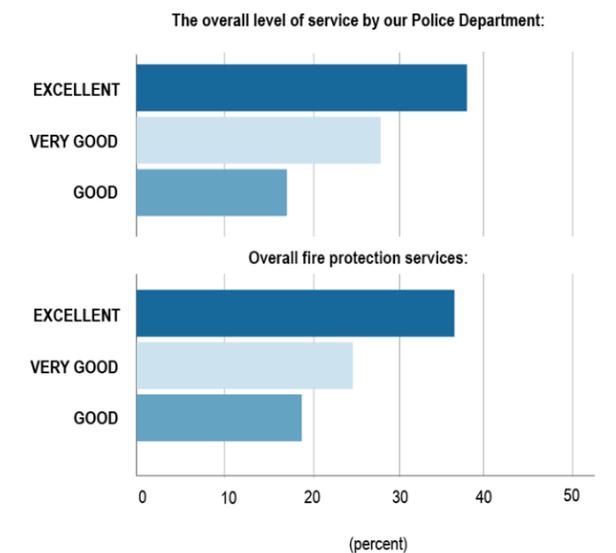
## EXISTING CONDITIONS AND TRENDS

This section outlines some of the key indicators related to community services and facilities in the city. This information informed the development of the goals and strategies outlined in the next section.

Breezy Point was historically a vacation spot that has evolved into a community that includes Eagle View Elementary School. The 15+ square miles and 130 miles of road provide a significant area for the police department's six full-time officers to patrol.

The police department also contracts 20 hours patrol per week to the nearby citizens of Pelican Township. The department provides quality service with equipment that includes an ATV with tracks and cardiac defibrillators in each squad. Watch for the radar trailer to be set up at various locations and check the speed of your vehicle. The city is served by the Pequot Lakes Fire Department and includes a satellite station maintained at the Breezy Point Public Safety Building.

## Q17: Rate the following:



# COMMUNITY SERVICES & FACILITIES

## GOALS AND STRATEGIES



Outlined below are four goals and 12 strategies to guide the development of community services and facilities in Breezy Point.

### Goal 1: Maintain adequate public facilities and services to meet the health, safety, education, and leisure needs of Breezy Point residents.

#### Strategies:

1. Continue to provide proper maintenance and annual capital improvements to existing public spaces to maintain them for long-term use.
2. Coordinate the expansion of funding for public facilities and public spaces with the overall growth of the community.
3. Use the results from the community survey to understand and plan for the needs and wants of the community.

### Goal 2. Promote efficient and effective government by using information and communication technologies.

#### Strategies:

1. Promote the city's websites and social media pages to increase local programming, community connection, and involvement.
2. Use technology and electronic means to deliver services and provide information to citizens and businesses.

### Goal 3. Sustain the quality of life within Breezy Point by providing an environment that promotes a sense of security and safety.

#### Strategies:

1. Encourage public safety through participation in ongoing education, crime prevention, and fire prevention programs.
2. Enhance public trust and strengthen relationships through proactively engaging stakeholders in the community to include: neighborhoods, businesses, youth, school district, and the residents.
3. Seek to understand community concerns through enhanced interaction in the community.

### Goal 4: Enhance Breezy Point's Police Department through staffing, training, and equipment.

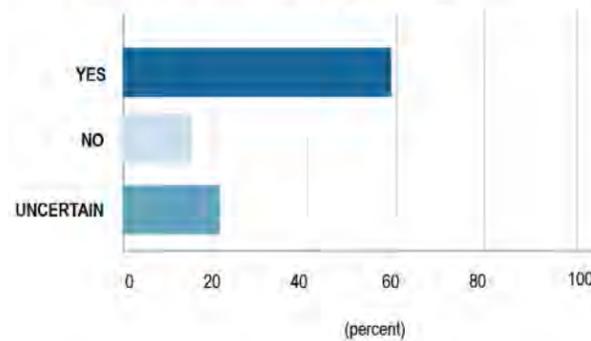
#### Strategies:

1. Provide appropriate training, continuing education, professional development, programs, and procedures to better serve the community.
2. When the City Council determines a need, it may purchase and place in service equipment/technology designed to enhance the delivery of police department services.
3. Pursue grant funding from all sources, as appropriate, to purchase new equipment.
4. Develop an inventory of existing equipment and technology to prioritize replacement.

The City of Breezy Point does not have a community center, which, as in some cities, also includes features such as swimming pool, exercise equipment, classrooms, library or other components. The City Hall does contain a multi-functional room that also serves as the City Council Chambers, kitchen, and lunch room.

As the City of Breezy Point continues to grow, the demand for additional public facilities and services may increase. The city should use the information gathered as part of the comprehensive plan's community survey or conduct an additional survey to understand the needs and wants of the community. As upgrades to additional public facilities or new facilities are identified, proper planning and budgeting will be required. One way to accomplish this is through the use of a Capital Improvements Plan (CIP). The CIP identifies capital projects and equipment purchases, provides a planning schedule, and identifies options for financing the plan.

Q5: Would you like to see a public space that could be used for community gatherings within the city?



BB

I WOULD LIKE TO SEE A COMMUNITY CENTER OR WELLNESS OPPORTUNITIES FOR YEAR ROUND RESIDENTS.

-Community Survey Respondent

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# 11. IMPLEMENTATION

## OVERVIEW

The comprehensive plan is meant to be a working document that results in enhancements to Breezy Point. In a sense the plan presents a "blueprint" for action that provides direction and assists decision makers with short- and long-range choices.

The preparation of this plan update included involvement from a cross representation of city staff, city officials, residents, and the business community. Implementation will involve city departments, boards, City Council, nonprofits, businesses, and citizens. It will also require participation of Crow Wing County and other area partners.

Implementing the actions and strategies identified in the plan is crucial to achieving the goals of the plan and improving the quality of life for residents, tourists, and the business community in Breezy Point. The balance of this chapter includes guidance on managing and using the

plan. It also includes a summary of goals and strategies from each element.

## KEY FINDINGS

The key findings of this section highlight the themes identified throughout the public engagement process and should serve as a high-level guide when making decisions. The findings were identified by characteristics the community would like to maintain and characteristics the community would like to see improved.

## HOW TO USE THE PLAN

The plan is intended to be used daily as public and private decisions are made concerning development, redevelopment, capital improvements, economic incentives, and other matters affecting the city. The following is a summary of how decisions and processes should align with the goals and strategies of the plan.

**Annual Work Programs and Budgets**  
Individual city departments and administrators should be cognizant of the recommendations of the plan when preparing annual work programs and budgets.

**Development Approvals**  
Administrative and council approvals of development proposals, including rezoning and subdivision plats, should be a central means of implementing the comprehensive plans. Decisions by the Planning Commission, City Council, Roads Committee, Parks Committee, and other boards or committees under the city umbrella should reference relevant comprehensive plan recommendations and strategies. The zoning code and subdivision regulations should be updated in response to regulatory strategies presented in the plan.

**Capital Improvement Plan**  
A capital improvement plan (CIP) should be prepared consistent with the comprehensive plan's strategies and infrastructure recommendations.

**Private Development Decisions**  
Property owners and developers should consider the goals and strategies of the comprehensive plan in their land planning and investment decisions. Public decision makers will be using the plan as a guide in their development deliberations such as zoning matters and infrastructure requests. Property owners and developers should be cognizant of and complement the plan's recommendations.

**Consistent Interpretation**  
City Council should collaborate with the Planning Commission to ensure clear and consistent interpretation of major items in the plan.

### MAINTAIN:

**Protect Natural Resources and Scenery:** Community members acknowledged the attractive setting and multitude of natural resources that Breezy Point has to offer and identified this as the leading, most vital asset of the community.

**Sense of Community:** Participants noted they enjoy the "small-town feel" and the amenities that Breezy Point has to offer. Participants often referred to the "people" who make Breezy Point such an enjoyable place to live, along with the bustling summer months, and the natural draw to the area.

**Recreation Opportunities:** The various lakes, golf courses, and resort provide a multitude of opportunities for recreation. Residents expressed their priority in protecting and enhancing these amenities that offer residents and visitors opportunities to recreate, exercise, and be immersed in the natural environment.

**Water Quality:** A variety of lakes and streams add to the pristine character of the city. It's important to residents that we maintain the multitude of natural resources and protect their quality.

**Safe Neighborhoods:** Respondents feel that safe neighborhoods are the leading element that makes Breezy Point a healthy community.

### IMPROVE:

**Community Identity:** The community seeks to build a community identity that captures the unique experience and sense of place that Breezy Point has to offer.

**Year-Round Employment Opportunities:** Participants seek a diverse economy that can sustain the community throughout the year, offering opportunities at every season.

**Business Expansion and Retention:** Tourism and recreation are essential components of the city's economy. Citizens support efforts to create places where people do not want to leave.

**Retail Options:** Community members who participated in the survey felt that supporting commercial and retail growth is among the top priorities for future growth in the City of Breezy Point.

**Motorized and Nonmotorized Trail Networks:** Community members seek to expand and improve the existing motorized and nonmotorized trail network. Participants noted support toward integrating golf carts into the trail network (separated, multi-use trail).

**Expand Housing Options:** The community seeks a coordinated effort to expand housing options for all ages in the community and seeks to provide housing that is affordable to the typical residents.

**Road Maintenance:** Respondents seek a comprehensive approach to improving the existing road network and seek to identify targeted improvement areas.



**PLAN MANAGEMENT**

The comprehensive plan should be monitored on a regular basis, and when necessary, it should be revised or updated. This section outlines the guidance for monitoring the plan’s effectiveness and maintaining its relevancy.

**Monitoring the Plan**

The comprehensive plan should be monitored for implementation effectiveness and relevancy. As stated in the Objectives and Strategies section, this should happen on a formal basis at least once per year.

**Updating the Plan**

A major update of the comprehensive plan should be scheduled by the City Council following a formal recommendation from the Planning Commission and administration. The update should be considered at least every five years. In the interim, key milestones may be reached that necessitate an update sooner than a five-year cycle. Such milestones should be considered by the Planning Commission and administration on a case-by-case basis.

There may be circumstances that warrant formal amendment of the plan. Amendments to the plan should be made only with careful consideration and compelling justification. The Steering Committee that crafted this plan was clear that the recommendations of the plan represented a strong, long-term vision and that changes should not be made lightly.

**OBJECTIVES AND STRATEGIES**

Outlined below are three objectives and nine strategies to help manage implementation of the plan.

**CITY OF BREEZY POINT** Comprehensive Plan

**Monitor and Share Implementation Progress**

**Strategies:**

- Prepare an annual report that summarizes the status of plan implementation and outlines annual accomplishments and priorities.
- Hold a special public meeting on a regular basis to review the city’s success in implementing the plan.
- Schedule meetings with the Planning Commission periodically to address the status of plan implementation and discuss other long-range planning issues.
- Develop a formal training program for council and board members. Training should focus on land use law, meeting procedures, organizational dynamics, and how to use the plan.

**Require Concurrence with the Comprehensive Plan**

**Strategies:**

- Require concurrence in rezoning and other major development approvals.
- Require staff reports to reference the comprehensive plan.
- Require interpretation of the comprehensive plan by Planning Commissioners and City Council to be in writing.

**Develop the Necessary Regulatory Tools for Implementation**

**Strategies:**

- Update the city’s code to implement this plan.
- Coordinate development with surrounding local units of government and Crow Wing County.

**LAND USE**

ACTION	SUB-ACTION	PRIORITY
Review city code and make amendments as appropriate to align with the comprehensive plan		M
Hold a yearly workshop with the City Council to determine priorities for the upcoming year		H
Identify growth areas and guide development to these areas	Complete a map identifying growth areas	L
Complete an assessment of buildable and non-buildable residential lots throughout the city based off a set of development criteria	Identify clusters of tax-forfeited lots that can be grouped to facilitate development	L
Consider acquiring tax-forfeited parcels adjacent to future park and public uses		M
Amend zoning ordinances to expand the list of permitted uses, consistent with this plan		M

**COMMUNITY CHARACTER**

ACTION	SUB-ACTION	PRIORITY
Support community gatherings throughout the city		M
Launch a marketing campaign to highlight the city’s offerings and amenities	Leverage social media to share success stories and attractions	M
	Specifically advertise the character elements that define the city	M
Support local partners around seasonal event programming		M
When feasible, construct wayfinding and directional signage throughout the city at strategic locations		M

## PARK AND RECREATION

ACTION	SUB-ACTION	PRIORITY
Complete a set of plans that address the long-range planning of the park and trail network, either combined or standalone	A bicycle and pedestrian master plan	M
	Become a Bicycle Friendly Community through the League of American Bicyclists	M
	Long-range park plan	M
Promote the active and passive offerings within the park network	Leverage social media to promote the park system offerings	H
	Develop maps and signage for the park network	H
	Provide a map identifying the various water accesses	M
Develop a playground replacement plan	Integrate park equipment replacement needs into the CIP	H
When possible, acquire natural areas and greenways to improve connectivity and advance conservation efforts	Review tax-forfeited lands adjacent to existing parks and future areas	L
Coordinate with landowners to advance planned trail alignments		M
Promote passive winter trail use such as snowshoeing and cross-country skiing	Provide trail maps	H
Construct historical and interpretive elements throughout the park network to reinforce the city's identity		M
Conduct a community center feasibility study		M
Incrementally construct a natural surface trail network for hiking and develop an operation and maintenance plan that is a shared public/private effort		L
Monitor the use of recreation facilities		H
Strategically plan for the expansion of the disc golf course		M
Specially market and promote the disc golf course		H

## NATURAL RESOURCES

ACTION	SUB-ACTION	PRIORITY
Acquire natural areas when feasible and that align with this plan	Improve connectivity through natural area corridors and greenways	L
	Interconnect existing natural areas to one another	L
Promote appropriate shoreline and best management practices meant to improve water quality	Coordinate with Crow Wing County and lake associations to distribute materials	H
Map important natural resource and environmental features	Inventory wildlife corridors, habitat, and natural resources	M
	Identify woodlands, wetlands, and forested tracts	M
	Identify greenways and natural trail corridors	M

## HOUSING

ACTION	SUB-ACTION	PRIORITY
Complete a housing study	Coordinate with Crow Wing County on timely updates	H
When needed, work with area businesses to determine workforce housing needs	Prepare a needs analysis	M
Identify and inventory areas prime for redevelopment or lifecycle housing options		M
Conduct and maintain an inventory of buildable lots		M
Recruit developers to address housing needs		M

## TRANSPORTATION

ACTION	SUB-ACTION	PRIORITY
Develop Capital Improvement Plan (five-year)		H
Develop a city road document that combines ordinances, design standards, assessment policies, and other related road subjects into one comprehensive document		L
Identify a process to improve local roads	Evaluate minimum-maintenance roads to develop priority list	M
	Send letters to property owners on minimum-maintenance roads with options on road improvements	M
	Identify unpaved roads in the Shoreland zone and develop a priority list	M
Perform a corridor study of County Highway 11 through the cities of Pequot Lakes and Breezy Point		M
Evaluate Bushmann Road and determine if it should remain a local road or be upgraded to a county road		M
Review local and regional studies to advance roadway priorities	Maintain arterial status of Highway 11 and County Road 4	M
	Identify priority improvements for separated and on-street trail facilities	M
	Improve existing and propose motorized and nonmotorized	M
	Achieve bike-friendly status through League of American Bicyclists	H

## ECONOMIC DEVELOPMENT

ACTION	SUB-ACTION	PRIORITY
Work with area partners and business owners to develop a promotional campaign	Identify a variety of platforms to share this message and story	H
Develop a citywide branding initiative		M
Review site design guidelines to identify areas for improvement		L
Utilize economic development authority when necessary		M
Work with local and regional partners to help attract businesses		M
Form a local business association		M

## INFRASTRUCTURE

ACTION	SUB-ACTION	PRIORITY
Review sanitary sewer capacity	Monitor the capacity of the central wastewater treatment plant to ensure that steps are taken to expand the plant if necessary	M
	Review municipal sanitary sewer map and determine if changes are needed “potential expansion area” for sewer service	L
Enhance broadband and other technology with area providers and partners		M
Prepare a stormwater management plan	Use the stormwater management plan to review and improve development applications to build public capital improvements related to stormwater and write new or amended regulations	L
Develop Capital Improvement Plan (20-year)	Add infrastructure needs to the capital improvement plan	H

## COMMUNITY SERVICES & FACILITIES

ACTION	SUB-ACTION	PRIORITY
Develop Capital Improvement Plan (20-year)	Conduct an inventory assessment of existing facilities and review responses from the community survey to identify facility wants and opportunities	H
	Add community facilities, public equipment, and technology needs to the capital improvement plan	H
	Coordinate with partners to identify equipment and technology needs as well as available funding programs	M
Promote the city’s website and social media pages	Review and update (if needed) permit forms and applications on city website. Consider designing forms so they are fillable PDFs	L
	Review content on the city’s webpage to ensure information is accurate and updated	H
Continue public safety presence and interaction in the community		H

## GENERAL BEST PRACTICE

ACTION	SUB-ACTION	PRIORITY
Complete annual reports summarizing the progress that has been made	Create a report template to aid in the ease of preparation	H