

The City of Bagley Land Use Plan: 2014

Clearwater County, Minnesota

Plan Adopted March 11, 2014

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This plan was prepared by:



The Headwaters Regional Development Commission
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DRAFT

Executive Summary

Introduction

The City of Bagley began the process of creating this land use plan in the fall of 2013 and completed it during the winter of 2014. They sought input from local stakeholders, along with making it available for public input and input from neighboring and regional entities.

The purpose of this plan is to create a vision for the future development and redevelopment of lands in Bagley, specifically the spatial distribution of land uses and the character of those uses.

Policy and Process

This plan forms the foundation for policy documents, but is not a substitute for, land use and zoning ordinance. It was created using input from stakeholders from the community. Assessments of economic, demographic, and housing conditions along with an assessment of development suitability provided a framework to inform the input gleaned from participants.

Vision

To characterize the future development and redevelopment of Bagley, stakeholders created Key Issue statements to summarize their community's strengths, weaknesses, challenges, and opportunities. To respond to these issues, stakeholders created a vision for Bagley. The vision statement follows.

The City of Bagley will make forward thinking decisions about land use and development activities that foster a high quality of life for its residents and promote economic growth and development that contributes to the regional economy. The future will be one where economic activities will be welcomed to the community, attractive housing options are available to meet the needs of residents and attract new residents, and the transportation network serves to move goods to market and move people through many modes to their destinations.

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Introduction

Purpose

The purpose of this land use plan is to identify a general pattern for the location, distribution, and characteristics of future land uses in the City of Bagley.

Creating a vision of land use for the future of Bagley will help to ensure that there is adequate land for competing demands, such as retail business operations, industrial processing, and residential development. Planning for the location of and characteristic of uses helps to promote the value of land, reduce accidental injury to neighboring land uses, and reduces conflict between neighbors to help property owners maximize the enjoyment of their land.

Scope

This land use plan serves the City of Bagley, in Clearwater County, Minnesota. This land use plan lays out the desired timing, location, design, density and general performance for future development, redevelopment, or preservation of existing development.

Authority

Cities in the State of Minnesota have the authority to regulate, by ordinance, land use characteristics (Minn. Stat. § 462.357, subd 2; Minn. Stat. § 462.352, subd. 6; Minn. Stat. § subd. 2 (c)). These land use ordinances used by the City of Bagley have a foundation in this land use plan.

Participants and Stakeholders

The Planning Commission

The Planning Commission is directed by City Ordinance with administrative authority over the zoning and subdivision ordinance. They serve in advisory role to the City Council and are leading this planning process. The Planning Commission at the time of this plan's adoption is as follows.

- Jackie Merschman
- Bill Masterson
- Kraig Fontain
- David G. Anderson
- Sidney Michel

The City Council

The City Council reserves ultimate authority to approve this plan and any ordinances. The authority for enforcement of any related ordinances also comes from the City Council. The plan was presented to and vetted by the City Council prior to adoption. The City Council at the time of this plan's adoption is as follows.

- David Anderson
- Chad Bonik
- Jon Brovold
- Dennis Merschman

Regional and Neighboring Jurisdictions and Agencies

A number of regional and neighboring jurisdictions and agencies were asked to, or were given, the opportunity to review this plan during draft stage(s) and provide input. These agencies include the following.

- Bagley School Districts
- Red Lake Watershed District
- Clearwater County Soil and Water Conservation District
- The State of MN Department of Natural Resources, Shoreland Management Program
- Clearwater County

Stakeholder Engagement

Several community stakeholder engagement opportunities were held to gain input for the creation of the goals, objectives, and resulting policies of this plan. These engagement opportunities follow.

- Meeting with Bagley Lions, September 11
- Meeting with Bagley Utilities Commission, September 16
- Meeting with Bagley Chamber of Commerce, September 25
- Meeting with Bagley Rotary Club, September 25
- Meeting with local State Health Improvement Program group,

Additionally, other interests and experts were consulted to gain necessary expertise and context.

Public at-Large

The public at large was given several opportunities to participate. Every Planning Commission meeting is open to the public along with City Council meetings. Specifically an open house in conjunction with a Planning Commission meeting on February 19, 2014 was advertised to give the public at-large an opportunity to comment and contribute to the plan draft. Additionally, a public review and comment period was provided prior to final adoption by the City Council.

The Planning Process

Process Overview

This planning process was simple and straightforward. The objective was to develop a plan based on the input from a diverse cross-section of people and a diverse cross-section of community interests while prudently using planning resources.

The general planning process was as follows: 1) inventory and assess relevant conditions in the community related physical, demographic, economic, and social characteristics; 2) assess those characteristics to understand the opportunities and challenges going forward; 3) identify goals and objectives for the future; and 4) discusses policies and strategies that can be used to achieve those goals and objectives.

Project Timeline

- In the spring of 2013 the Planning Commission began seeking funding to make this plan possible. This planning process was funded by the Northwest Minnesota Foundation in July. Shortly after, the City of Bagley entered into contract with the Headwaters Development Commission (HRDC) to assist them in developing the plan.
- In July 2013 the Planning Commission and HRDC developed a “community background” and “suitability analysis” to begin inventorying and assessing conditions in the community.
- In August of 2013 the Planning Commission and HRDC met to establish a community engagement strategy.
- In September the HRDC engaged with the Planning Commission and other community stakeholders to discuss the results of the community background and suitability analysis. This was the foundation to discussing the opportunities and challenges going forward and the long-term goals and objectives of the community.
- In October 2013 the Planning Commission and the HRDC worked to refine issues, vision, goals, and objectives of the land use plan.
- In November the Planning Commission reviewed a draft of the planning document.
- In February the Planning Commission held a public hearing to share the plan with the community and approve the plan.
- In March the City Council is expected to adopt the plan.

This Document

Section I: Understanding the Community

The first section of this document describes the community, what it is now and some reasonable projections to describe some of the demands the community may face in the future.

Community Background

The community background portion of this document provides context related to the history of development, demographics, economics, housing, and policy. It focuses on current conditions and future trends. Sources include the U.S. Decennial Census, the MN Department of Employment and Economic Development, the MN Demographic Center, anecdotal statements gathered during the planning process, and others.

Suitability Analysis

The suitability portion of this document discusses the existing physical conditions in Bagley to identify land that is suitable or not suitable for particular uses. Much of this information is geospatial data gained from a number of sources then vetted through on-site review and discussion with expert stakeholders.

Key Issues

The first section wraps-up with a discussion of key issues. These are persistent issues brought up during the planning process. They describe strengths, weakness, challenges, or opportunities in the community.

Section II: The Plan

The Plan Vision

The Planning Commission developed the land use plan vision. The plan vision is informed by the community background, suitability analysis, and community engagement. The vision discusses goals and objectives for the community, related to issues like housing, economic development, and transportation, as they relate to land use.

Future Land Uses

In the describing our vision section, future land uses are described generally and generally depicted in a map. The purpose is to exemplify the plan vision, generally, in relation to goals and objectives. A future land use describes, generally, the location and characteristics of land uses in the community.

Section I: Understanding the Community

Community Background

The City of Bagley is the County seat of Clearwater County. It is located 4 hours and 15 minutes northwest of St. Paul, Minnesota and located 1 hour and 30 minutes southeast of Grand Forks. The nearest regional center is Bemidji, Minnesota, located 30 minutes to the east of Bagley.

Bagley is located at the intersection of US HWY 2 and MN HWY 92. At US 2 and MN 92 there is a charming downtown area with a mix of residential, commercial retail, professional services, and local government buildings. Bagley is home to Lake Lamond Park, Bagley Schools, a hospital and clinic, library, and other great community assets.

Table 1. City of Bagley 2010 Decennial Census Profile of Select Characteristics

Subject	Number	Percent
Total population	1,392	100
Median age (years)	40.3	-
65 years and over	331	23.8
Male population	631	45.3
Median age (years)	37.7	-
65 years and over	122	8.8
Female population	761	54.7
Median age (years)	43.9	-
65 years and over	209	15
Race alone/with one or more other races:		
White	1,216	87.4
Black or African American	14	1
American Indian and Alaskan Native	194	13.9
Asian	7	0.5
Native Hawaiian and Other Pacific Islander	0	0
Some Other Race	14	1
HISPANIC OR LATINO		
Hispanic or Latino	34	2.4

Source: 2010 Decennial Census.

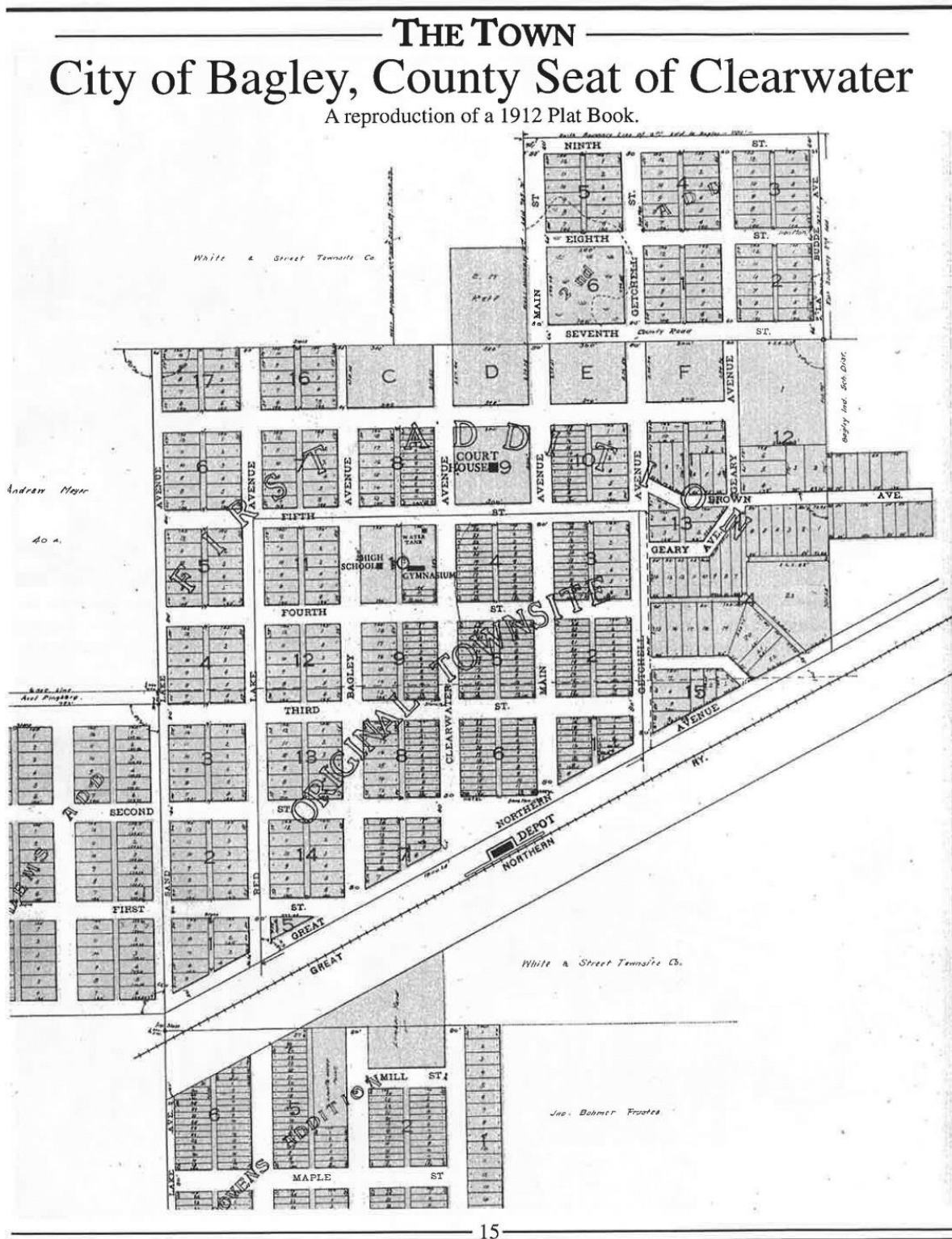
The city of Bagley is shown in **Appendix I, Map 1 – Bagley, Minnesota in Clearwater County.**

History

The City of Bagley was incorporated in 1898, named after a prominent logging baron, S.C. Bagley. Bagley grew out of the logging industry. First it was a logging camp, and then as the population grew, the logging camps moved out and the City was created. The Clearwater River and the railroad played important roles, getting Norway and white pine to market.

Clearwater County was formed in 1903 and Bagley made the county seat.

Shown below, is a reproduction of the 1912 plat map of Bagley made for the 1998 book commemorating 100 years of incorporation, *Bagley: A Celebration of a Century*.



Demographics

Bagley is a moderately sized community within the State. The population in 2012 was estimated to be 1,407 people within 622 households. This compares to the median city and township population in the state of 354. Cities with comparable populations include the City of Winthrop in Sibley County, the City of Appleton in Swift County, the City of Pierz in Morrison County, the City of Dundas in Rice County, and the City of Wheaton in Traverse County.

Shown above is **Table 1**, describing select demographic indicators for the City of Bagley.

Population Projections

The most recent population projections specific to the City of Bagley were performed in 2006 using 2000 census data by the Minnesota State Demographic Office, shown in **Table 2**, below. These should be taken with a grain of salt as they are merely estimates. More recent projects have been performed for Clearwater County in 2012, shown below in **Table 3**, using the more recent 2010 census data.

Table 2. Population Projections Based on 2006 Estimates of Bagley and Clearwater County

	Estimate 2006	Proj. 2010	Proj. 2015	Proj. 2020	Proj. 2025	Proj. 2030	Proj. 2035
Bagley	1259	1259	1243	1222	1200	1176	1150
County	8453	8790	9060	9270	9410	9470	9530

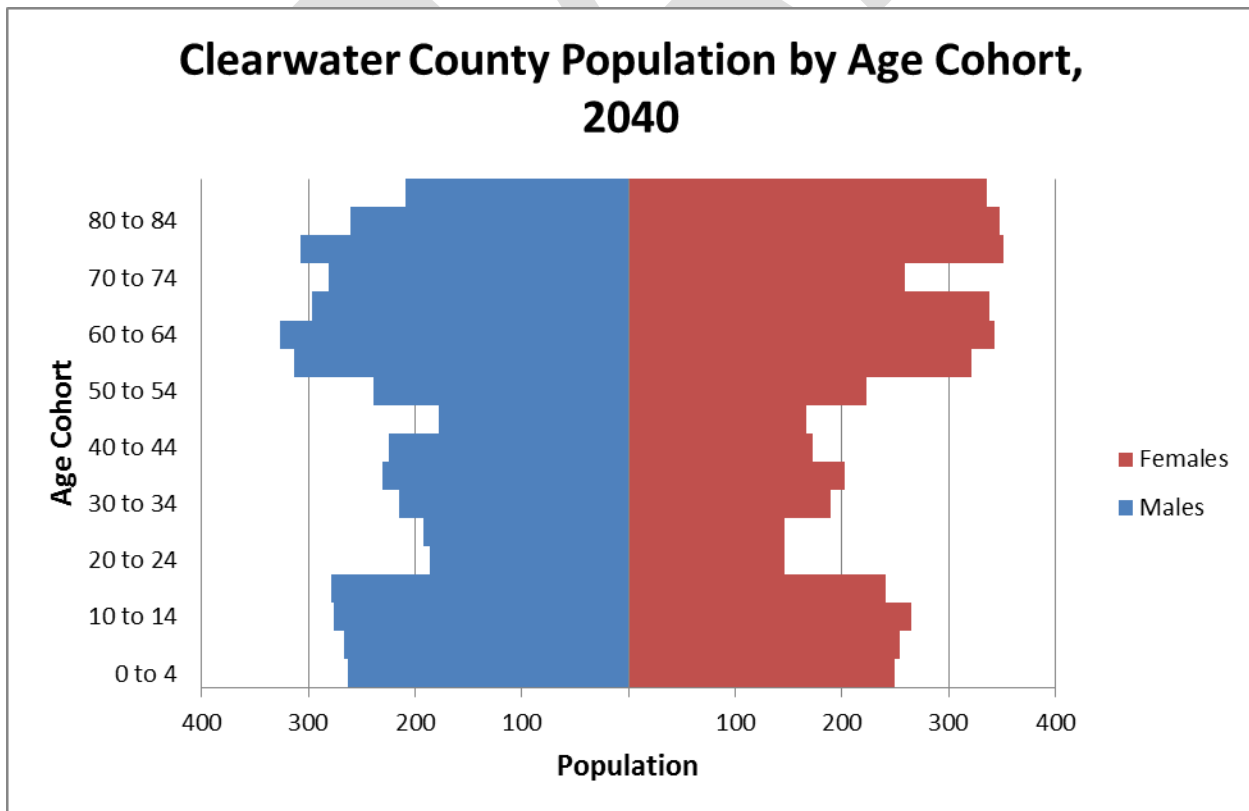
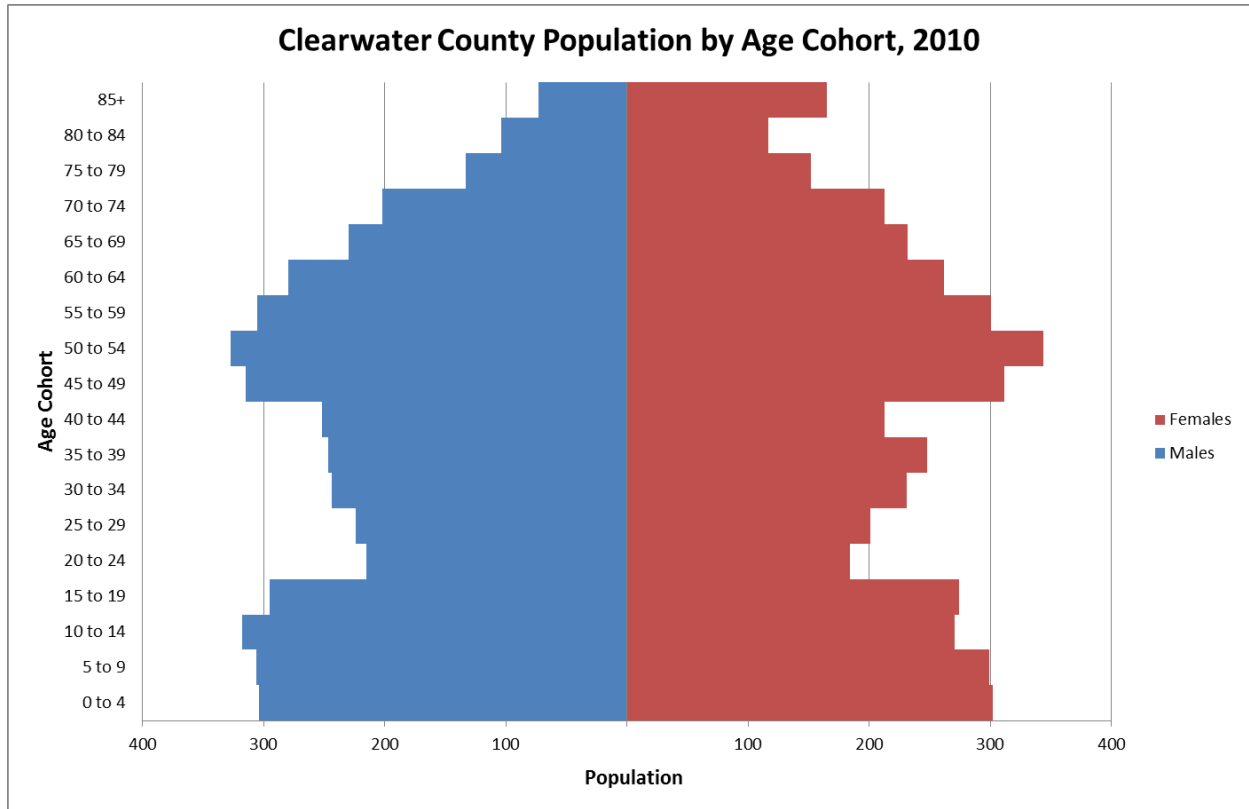
Source: MN State Demographic Center. October 2007. Available online at <http://www.demography.state.mn.us/projections.html>.

Table 3. Clearwater County Population Projections Based on 2010 Actual Population

Year	Actual 2000	Actual 2010	Proj. 2015	Proj. 2020	Proj. 2025	Proj. 2030	Proj. 2035	Proj. 2040
Population	8,423	8,695	8803	8918	8998	9047	9076	9098

Source: Megan Robertson. MN State Demographic Center. October 16, 2012. Available online at <http://www.demography.state.mn.us/projections2015-2040.htm>.

According to the 2006 projections, the County is expected to see a population increase from 2006-2035 while the City is expected to see a slight decrease. The County is expected to increase from 8,453 to 9,530, a 12 percent increase; while the City is expected to see an 8 percent decrease.



The more recent 2010 projections purport a more slight increase in County population of only 5 percent from 2010 to 2040. The 2010 Decennial Census revealed that the 2006 projections were already over estimating the decline. This does not necessarily mean much for Bagley, but to say that the 2006 projection may have over or underestimated the overall projected population loss.

The population size as a whole may change, but also the age distribution of that population will change. The most recent population projections to describe changes in age cohort were created in 2012 for Clearwater County by the State of MN Demographic Center. These projections are shown above in **Chart 1** and **Chart 2**, first the actual distribution of people within age classes in 2010, then the projected distribution of people in age classes for 2040.

In 2010 there was a bimodal distribution of the population in age cohorts from 0-19 and 45-59. In 2040 that distribution will look somewhat different. There is a similar bimodal distribution, but with the locations of those modes in different places. There is projected to be a mode at the age cohort from 0-19 again, but the second mode will be at age 55 and over.

Discussion

The population as a whole in the County is expected to be only somewhat larger, but the workforce aged individuals will be fewer, with more elders. We can expect an increasing need for services oriented towards older adults. Those services will likely be health orientated, but other professional services orientated towards older adults, and even recreation and entertainment orientated towards older adults will be needed. The City landscape will also need to be accessible to older adults whom have a higher need for accessible pedestrian infrastructure.

Business and Economics

Income

Two top level indicators related to income are per capita income and median household income. In 2010, the per capita income, or average income for every man, women, and child in the City was 17,388 dollars. For perspective, the per capita income in the State of Minnesota for that time was about 30,000 dollars. Folks working, part-time or full-time, had median earnings of 22,317 dollars. Men and women working a full-time, year-round job have median earnings of 40,750 and 35,357 dollars respectively.

The median household income in Bagley is 30,385 dollars, compared to the mean of about 37,499 dollars. The difference in median and mean suggests that the average household income, excluding a few high income households, is about 30,385 dollars.

Table 4. Bagley Top-Level Income Measures Adjusted for 2010 Inflation (dollars)

Character	Value	Error
Median household income	30,385	+/-4,909
Mean household income	37,499	+/-4,208
Per capita income	17,388	+/-1,871
Median earnings for workers	22,317	+/-3,500
Median earnings for male full-time, year-round workers	40,750	+/-9,981
Median earnings for female full-time, year-round workers	35,357	+/-10,258

Source: 2006-10 5-year American Community Survey

Labor Force and Employment

According to the 2010 5-year American Community Survey, unemployment in Clearwater County is approximately 9.6 percent, compared to the Headwaters Economic Development Region at 6.8 percent, and the State seasonally adjusted at 5.2 percent. The labor force of Bagley in 2006-10 measured approximately 585 people (plus or minus 95). These folks are all estimated to be in the civilian labor force. The predominant occupations were management (23.9%), service (27.7%), and sales/office (22.5%).

The major industries were educational services/health care/social assistance (38.4%) and retail trade (15.9%).

Table 5. Bagley Households

	Number	Percent
Total households	619	100
Family households	319	51.5
With own children under 18 years	165	26.7
Nonfamily households	300	48.5
Householder living alone	269	43.5
Male	90	14.5
65 years and over	40	6.5
Female	179	28.9
65 years and over	113	18.3
Households with individuals under 18 years	178	28.8
Households with individuals 65 years and over	234	37.8
Average household size	2.12	-
Average family size	2.95	-

Source: 2010 Decennial Census.

Projections and Discussion

Industry employment projections for 2020 are available for the Northwest Region of the State which includes roughly the area north and west of Beltrami County. The top three industries of employment growth will be “Personal Care and Service Occupations,” “Health Support Occupations,” “Construction and Extraction Occupations” with 31.5, 28.8, and 27.7 percent growth respectively. This growth may or may not take place in Bagley.

Households and Housing

In 2010 there were a documented 319 households in Bagley, of which 51.5 percent were families and 48.5

percent were not families. Between both family and non-family households, 28.8 percent of households had minors. In 2010 43.5 percent of non-family households were comprised of an individual living alone, with 37.8 percent of all households having an individual 65 years old or over. In 2010, 24.8 percent of individuals living alone were 65 and over. The average household size was 2.12 individuals.

In 2010, the Census documented 735 housing units in Bagley. Of those, 84.2 percent of housing units were occupied and the remaining vacant. Of the owner occupied homes approximately 2.1 percent are vacant and of rental units 20 percent were vacant. 9.9 percent of all vacancies are units available for rent, 1 percent is for sale, and 1 percent is seasonal or recreational.

Table 6. Bagley Housing Units

	Number	Percent
Total housing units	735	100
Occupied housing units	619	84.2
Vacant housing units	116	15.8
For rent	73	9.9
Rented, not occupied	3	0.4
For sale only	7	1
Sold, not occupied	1	0.1
For seasonal, recreational, or occasional use	9	1.2
All other vacant	23	3.1
Homeowner vacancy rate (percent)	2.1	-
Rental vacancy rate (percent)	20	-

Source: 2010 Decennial Census.

In 2010 there were 330 owner occupied housing units housing 762 people. The average owner occupied household size was 2.31 individuals. There were 289 renter occupied housing units housing 552 individuals with an average household size of 1.91.

Table 7. Bagley Housing Tenure

	Number	Percent
Occupied housing units	619	100
Owner-occupied housing units	330	53.3
Population in owner-occupied housing units	762	-
Average household size of owner-occupied units	2.31	-
Renter-occupied housing units	289	46.7
Population in renter-occupied housing units	552	-
Average household size of renter-occupied units	1.91	-

Source: 2010 Decennial Census.

Discussion

A successful strategy for Bagley may be to cater to the population 65 and over. They are a growing segment of the population and will shape the way the city develops and redevelops. An increasing number of homes will need to be accessible for folks 65 and over, either living with others or living alone.

The rental vacancy rate in 2010 was relatively high, at 20 percent of all rental units. This is likely a very fluid number, but it is worth watching as national trends in housing tenure move towards renewing the rental market and de-emphasizing the home ownership.

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Suitability Analysis

Existing Land Use

The existing land use is our starting point for discussing future development and redevelopment. The existing land uses create the character of the community and presents us with opportunities and challenges to achieving our desired future vision. A map of the existing land use is provided in the map appendix, **Map 2 – Existing Land Uses**. There are several important features to highlight.

Highway Corridors

The first feature to highlight is the US Highway 59 and MN Highway 92 corridors. Traveling into and through town from east to west one will notice on either side of HWY 2 is undeveloped. The Clearwater River runs along the north side of HWY 2 and crosses under the HWY immediately before entering the city, and then travels through the south side of town. The land on either side of HWY 2, on the east side of town, and south of town is currently zoned “conservation” as it is frequently overwhelmed by water in the spring, with snowmelt draining to the Clearwater River.

The intersection of Hwy 2 (Central St) and Hwy 92 (Main Ave) create a central node in town. The area around this node and to the north is primarily commercial. Some commercial spaces have residential units above them, as is common in traditional downtowns. Also, some lots have separate commercial and residential structures. However, the primary use is commercial retail and professional services.

Residential Core

There are several areas of single family residential development. This area can be described as the residential core. There are varying densities in this residential area affected by the era when the homes were built and the need at the time. These areas are described briefly below.

- On the north side of Lake Lomond is a newer development built around Lake Lomond Drive. This is a relatively lower density development than the more traditional residential areas closer to the center of town.
- East of Getchell Ave and north of Hwy 2 are several blocks of residential development.
- North of Hwy 2, west of Bagley Ave, east of Sunset Ave NW, south of Lake Lomond is another area of residential development.
- The area south of Hwy 2, east of Bagley Ave SW, west of Spruce Ave SW, and north of the railroad is another area of residential development.
- A final, somewhat isolated area of residential development is located north of Hwy 2 on McDougal Ave NW.

Other areas of town have residential at higher densities and mixed horizontally or vertically with other uses.

Institutional Uses

North of the commercial downtown area are a few blocks of institutional type uses—County government, schools, and health services. The four block area between Bagley Ave NW and Main Ave N and 3rd St NW and 1st St NW is primarily the Bagley School and the County Courthouse. There is some commercial use on the southwest corner of this area. On the east side of Main there is also some institutional use. One block north of this area is the Bagley Hospital and Clinic, along Lake Lomond.

Western Bagley

The land west of Spruce Ave south of HWY 2, and west of Pine Ave NW north of HWY 2 is mixed residential, commercial, and industrial uses. Some of these industrial uses can be characterized as “heavy” and others “light.” Those heavy uses include activities that involve heaving equipment operating outside, processing, and moving material. Some of the lighter industrial uses include manufacturing indoors, shop and garage spaces.

There is some commercial use—office spaces, professional uses, and retail—in the area. Residential uses in this area include single family home developments and apartment buildings. Some of these are adjacent to commercial and industrial activities.

Parks and Recreational Amenities

There are great parks and recreational amenities in Bagley. South of HWY 2 and East of HWY 92 is a ball field. North of the downtown area adjacent to Main Ave North is Lake Lomond Park, with a ball field, tennis court, and public lake access.

Conservation

Areas currently zoned conservation are intended to prevent people from building in unsuitable areas just as much as they are designed to protect ecosystem services. Important areas for conservation include the areas on the south side of the City adjacent to the Clearwater River. Also, the drainage north of HWY 2 on the east side of town is important to preserve. Conservation areas between Lake Lomond in the north and Clearwater River in the south facilitate the protection of low lands that are not suitable for development because of surface waters and high ground water.

Growth Needs and Opportunities

Population projections for Bagley are unclear. It would be reasonable to expect the population to stay similar, increase by a hundred people, or decrease by a hundred people over the next 30 years. However, there may be a change in the type of housing needed. This need might be to cater to older people, specifically those living alone. This might indicate a need for smaller dwelling units, more dense development that caters to older individuals, dwelling units that have accompanying health care, or more dense dwelling units that do not require maintenance.

Projections regarding the future need for commercial and industrial space are unclear. It is likely that there will be a growth in personal care and service, health support, and construction.

Natural Landscape Considerations

Land Cover

Map 3 – Land Cover in Appendix I depicts a simple description of land cover in Bagley. The land cover data was collected in the National Land Cover Database. This simplified depiction shows developed areas; barren areas, scrub areas, and shrub areas; row crops, grass, pasture, hay, other herbaceous cover; wetlands; lakes; and streams and rivers.

The majority of land cover in the City is “developed.” This is relatively low density development. Wetland is a predominant cover south of the railroad tracks and south and west of Lake Lomond. Forest cover, including deciduous, evergreen, and mixed forests, is prevalent and corresponds to undeveloped areas of the city. The remaining areas have grass and herbaceous coverage. Some land on the west side is depicted as barren, scrub, and shrub.

Water Resources

Map 4 – Water Resources, located in **Appendix I** depicts the location of water resources in the community. The City abuts Lake Lomond in the north and the Clearwater River in the South, and drainage from Lake Lomond to the Clearwater runs through town. These surface waters are wonderful resources. Lake Lomond provides a wonderful recreational amenity and they all provide great aesthetic quality to the community.

- Lake Lomond on the north side of town is largely developed. The east shore is single family housing. The South shore abuts the backside of development in town. The south east shore is Lake Lomond Park.
- The Clearwater River traveling east-west on the south side of the railroad tracks is broad and sweeping. It presents some flood risk during spring flood events.

- The community drains south to the Clearwater River. There is a drainage running from Lake Lomond in the North, through town, to the Clearwater River. This drainage area is largely forested. Some development encroaches, particularly near Highway 2.

Flood Risk

An area depicted as “Potential Flood Inundation” is shown on **Map 3**. This is a “best guess” at describing the area that is likely to be impacted by spring flood waters. This is to be taken with a grain of salt. It does not reflect a comprehensive assessment of the watershed, including all of the pertinent issues. It is also not based on any particular probability of flood conditions. It is based on documented flooding and topography.

- Historic spring flood events have impacted homes in the area south of the railroad tracks, in Groven’s Addition North. The former land use plan and zoning has zoned some of this area “conservation” in which development was limited and the remaining area was to be “manufacturing.” The area was developed with homes in the 1930’s. Through attrition most of the homes have been uninhabited and later razed. It does not have City owned sewer or water, and does not have paved streets. Five homes remain in this area. Three are owner occupied and two are rentals.
- One home on the east shore of Lake Lomond is listed with the MN DNR as a “frequently flooded property.” This is related to the home filing for a claim through the National Flood Insurance Program at least twice in a 10 year period.

Elevation

Map 5 – Elevation, located in **Appendix I** depicts the elevation changes in Bagley. This map was created using digital elevation model data belonging to the MN DNR. It has a vertical accuracy of <18cm and a horizontal accuracy of < 1 meter. The map units are shown in meters.

The lowest elevation shown is 438 meters or about 1,437 feet, located at the Clearwater River. The highest elevation is 464 meters, or about 1,522 feet, located in the northwest along Lake Lomond Drive.

Steep Slopes

There are a few areas of steep slopes in the community that may impact future development, but conversely provide some scenic value. These areas are listed below.

- Toward the south, on the west side of the City (west of Spruce Street) the grade slopes down towards the railroad tracks and the river valley.
- Slopes between Spruce Ave SW and Sunset Ave SW, and especially near Merschman Drive SW vary greatly.

- The north shore of Lake Lomond also has quite steep slopes.

These areas are likely more challenging to develop, but also provide scenic vistas of Clearwater River, the Railroad (which some may enjoy and others may not), and Lake Lomond.

Development Suitability

Some areas are suitable for development, some may be suitable for development, and some are likely not suitable for development or not suitable at all.

- **Not Suitable** - Areas with mapped wetlands, surface waters, and surface water buffers are areas where no development should take place.
- **May be Suitable with Special Considerations**- Areas with steep slopes, areas susceptible to flood inundation, and the generally wet drainage area in the center of town, and areas nears the railroad and highways may be suitable for particular types of development with specified performance standards.
- **Suitable** – Those areas are generally flat or with gradual elevation changes, are dry and slightly elevated from the Clearwater River valley. They are suitable for all types of land uses.

Additionally, we look at areas with special concerns, but where development shouldn't be prevented. These areas are the inner wellhead management zones and the wellhead protection area, featured in **Map 4**.

Weather and Climate

Average annual rainfall is 23.2 inches and average snowfall is 41 inches. The average July high is 79.4 degrees Fahrenheit and average January low is -7.1 degrees Fahrenheit. The four seasons are powerfully contrasting in Bagley. Each season can be characterized as substantially different.

Spring is characterized by warming temperatures. With snowfall melts and under certain conditions, generally saturated soils and excess precipitation, spring riverine flooding results.

Summer brings warm, humid weather. The primary source of precipitation in summer months is derived from convection systems that deliver high-intensity, short duration rainfall delivered over limited areas. These types of storms can also generate hail. When these thunderstorms occur over a large enough area, overland flash flooding can occur. Similarly, low level tornadoes are common in the summer months with impacts similar to severe thunders storms.

Fall experiences cooling temperatures transitioning into winter. Winter is markedly colder than the other seasons, typically with deep snow conditions.

Drought, lack of precipitation over a long period that results in drier than normal soil conditions, lower than normal surface water levels, and slower rates of ground water recharge may occur in all seasons.

Climate Change

Climate change models predict that Minnesota will experience wetter and warmer winters, much like the winters in Illinois, and drier and hotter summers, much like those currently in Kansas. Atmospheric energy is increasing. This has been and will lead to increased severe weather conditions. Drought will persist to be a concern. Because of the increased atmospheric energy, flash flooding and tornados will likely also be an increased concern.

Transportation Network

The transportation network is depicted in **Map 1**. Two of the major landmarks in town are US HWY 2 and MN HWY 92. They serve to connect the community to the region. Their intersection is an important node in town, previously described as the downtown core. US HWY 2 serves a large function, along with the railroad, of connecting the city to the national transportation of goods.

2012 traffic counts, completed by the MN Department of Transportation, show that annual average daily traffic on US HWY 2, east of Bagley, was 5,800 vehicles. On US HWY 2, west of Bagley, 3,600 vehicles were counted. Other roads were not counted. US HWY 2 is the busiest route through town. There is an affinity for traveling east out of Bagley, traveling into Bagley on the east side, likely because the larger regional center, Bemidji, is to the east.

The traffic volume on city streets is low, making them feel comfortable for a bicycle or pedestrian. Busier routes, like HWY 2 and 92 are busier, but also have some pedestrian infrastructure.

Healthy Living and Land Use

Many of the decisions we make about land use in our community affects the opportunities we have to live a healthy life.

Active Transportation

A community has the opportunity to afford its residents and guests a healthier lifestyle through its decisions about transportation options in land use policy. Active transportation options, like biking and walking, help people to get exercise while going about their day-to-day activities without special effort. Biking and especially walking are transportation options that are available to everyone, unlike automobile transport.

Automobile transportation precludes some folks with disabilities and folks whom cannot drive for any number of reasons, including: the blind, developmentally disabled, older individuals whom can no longer drive, individuals whom cannot afford a car, individuals

in wheel chairs and power scooters, and individuals whom have lost their license due to driving offences. Active transportation options need some special considerations in land use planning and zoning. The following are resources and principles regarding active transportation.

- The MnDOT Bikeway Design Manual shows examples of street and road regulations allowing for affordable “complete streets” that are safe for all modes without being costly to maintain at <http://www.dot.state.mn.us/bike/pdfs/manual/Chapter4.pdf>. Ordinances should give enough right-of-way for all modes to safely use the road, but not require the city to pave more than is necessary.
- “Leap frog” development is discouraged, where cars become the only transportation choice to get to and from homes, businesses, and services.
- Land uses should be desegregated, creating more short trips from home to destinations. This along with preventing leap frog development makes walking practical, and even encourages it.
- Parks, trails, and other activity destinations need on-site improvements to accommodate walking and biking.
- Proximity and accessibility between schools, parks, and residences is highly desirable.
- Organized land uses allow the bicycle and pedestrian network to be continuous and simplified, requiring less infrastructure.
- Zoning should allow for bike parking and should not “over-require” automobile parking.

The most important principle regarding active transportation is that ***everyone is a pedestrian***. Land uses need to be organized in smart ways, to put destinations within bikeable and walkable distances. Complete streets, which allow for biking and walking, should be the norm. Destinations, such as parks, schools, and businesses, need improvements to allow for bicycle and pedestrian traffic, by emphasizing the safety and accessibility of bikes and pedestrians as one of their primary concerns.

Resilient Communities

Communities provide a place for people to live, gather, recreate, and engage in economic activity. Public and private investments make all of these things possible. Businesses invest in their work spaces, home owners invest in their homes, and cities invest in things like sewer, water, and roads. These stakeholders are interdependent in their long-term success.

A resilient community makes smart investments that:

- consider long-term operation and maintenance costs,
- consider vulnerability of public and private investment to natural hazards,
- protect public health,
- reduce homeowner's cost of living, and
- increase economic activity.

Principals of a resilient community must be conveyed through land use planning. Some of these principals are listed below.

- Develop infrastructure that is appropriately sized to service demand and develop in ways that maximize infrastructure investments.
- Build complete streets and promote active transportation to reduce personal expense and increase economic activity.
- Identify areas at risk to natural hazards and reduce the vulnerability of people and property in those areas.
- Develop infrastructure to meet current demand or anticipated demand based on very well understood projections.

Background and Suitability Highlights

The following are highlights from the background and suitability assessments for the Bagley Land Use Plan. Items 1-5 provide highlights from demographic, economic, and housing data and trends. Items 6-11 are highlights regarding issues related to development suitability.

1. The population of Bagley in 2010 was about 1,400. Projections have been made as far as the year 2040. The County is expected to grow, but the City is expected to decline. Projections are unclear. The City population may grow or shrink by 5 percent, but will likely remain stable.
2. The population is aging. By 2040 the largest population cohorts will be 55 and over compared now with the largest population cohorts aged 45-59. Communities will need to cater to aging individuals with goods, services, and infrastructure that suit them.
3. The median household income in Bagley is about \$7,000 less than the State. The per capita income is about \$13,000 less. In the Region, we can expect to see increases in occupations in “personal care and services,” “health support,” and “construction and extraction.”
4. In 2010 there were about 620 households in Bagley. Half of them were family households and half were non-family households. Almost all non-family households were people living alone. About 24% of all households were people 65 and over living alone.
5. In 2010 there were 735 housing units, 620 were occupied. There was an 85% occupancy rate. About 50% of those occupied housing units were owner occupied and about 50% were rentals. The rental vacancy rate was approximately 20% and the owner occupied was approximately 2%.
6. There are a few clearly identifiable areas in the City: a mixed use downtown, a traditional residential core, highway commercial activities, the industrial park, and conservation areas where no development has occurred. However, the western side of the community has muddled land uses that may be conflicting.
7. There isn't strong evidence for population growth or decline, but there is some evidence of housing needs changing.
8. Not every area in the community is suitable for development. Groven's North has a risk of flooding. The drainage from Lake Lomond and the wetland areas east of town near HWY 2 are also not suitable for development.
9. Some areas in the City, with traffic, train or industrial noise, and steep slopes may not be suitable for development. However, these areas might be great for some uses and not great for others.

10. Principles of active transportation can be built into land use and zoning regulations to help improve public health without increasing construction costs. These principles include a mixed organization of land uses, complete streets, ADA requirements, and walking and biking orientated infrastructure at destinations.
11. Future development and redevelopment activities need to be mindful to consider long-term maintenance costs, consider impact from natural hazards—like flooding—on property owners, reduce the living expenses of residents, and increase economic activity.

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Key Issues

The Community and Planning Commission identified several issues during the planning process. They are stated below as they related to land use.

Housing

The population of Bagley may grow slightly or contract slightly according to projections. Community input emphasized the need for quality housing options. Finding high quality housing, amongst the aging housing stock can be a challenge. People want to be able to buy and rent. They want the option to live in a town house, live in an apartment, living in a detached single family home, or live in a manufactured home. There is consensus that all of these should be an option, but that the community prioritizes maintaining and keeping up the appearance of residential property.

Transportation

The close geography of land uses is a highly valued feature in Bagley. Downtown Bagley is the heart of that tight-knit geography and at the center of the busiest transportation hub, HWY 2 and HWY 92, in town. People like to walk to important places like work, the grocery store, school, and the clinic. The small footprint of the city lends itself to walking between destinations. Accessibility for everyone and all transportation modes is important. The automobile is a very important tool for residents in non-metropolitan communities; they are needed and serve an important purpose.

Economic Development

While downtown is a transportation node it is also an economic activity node. It contributes to the “feel” of Bagley and is home to a variety of businesses. Community members desire a vibrant downtown. Additional activity nodes are developing along HWY 2, west of downtown. These nodes emphasize commercial activity and they look to be the most valuable commercial land because of the traffic HWY 2 generates and the availability of land.

Suitability and Resiliency

The community has long been preventing inappropriate development in unsuitable areas. Spring flooding is a regular concern south of the railroad tracks. That area is not suitable for residential development. There are many existing examples of industrial activities adjacent to residential uses, and those can be a point of conflict.

Section I: The Plan

Vision, Goals, and Objectives

Vision

The City of Bagley will make forward thinking decisions about land use and development activities that foster a high quality of life for its residents and promote economic growth and development that contributes to the regional economy. The future will be one where economic activities will be welcomed to the community, attractive housing options are available to meet the needs of residents and attract new residents, and the transportation network serves to move goods to market and move people through many modes to their destinations.

Goal 1 – Economic Development

Provide for land to facilitate economic growth and development that contributes to the local and regional economy.

Objective A

The downtown core is a valued mixed-use commercial area and should be preserved.

Objective B

New commercial activities—like office, retail, professional services, and grocery stores—will be best positioned to draw business if they are along the Highway Two corridor.

Objective C

New industrial activities should be developed in the industrial park, and existing industrial activities not in the industrial park should be buffered from neighboring residential uses.

Goal 2 – Housing

Allow for the development of housing that meets the needs and changing needs of the community. The purpose is to position the community in the region for development and redevelopment. A variety of housing options are needed in the community to make sure that everyone can afford to live in Bagley and can find an option that suits them.

Objective A

Foster high quality rental housing for a multi-generational community, including market-rate and below market-rate options. Housing for elders may include options with healthcare support.

Objective B

Promote high quality market-rate and below market-rate home ownership options to meet the needs of a multi-generational community—create housing for every stage in life.

Objective C

Allow for the various residential structures—apartments, single family detached or attached, or manufactured homes—in a way that preserves a well-kept attractive community.

Goal 3 – Transportation

Our transportation network will contribute to economic growth and development and to the quality of life of our residents and visitors. It facilitates economic activity and accommodates different modes of transportation.

Objective A

Promote the safety of everyone using the transportation network by encouraging multi-modal transportation considerations on road reconstructions by the City. Encourage multi-modal considerations by the County and the MN Department of Transportation when reconstructing routes through the City.

Objective B

Promote active transportation options and the infrastructure needed to promote a healthier public, equitably provide the community with access to goods and services, and promote economic activity in the community.

Goal 4 – Suitability and Resiliency

Bagley will develop in ways that provide for the protection and enhancement of high quality natural spaces, reduces the potential impact from natural hazards on businesses and residents, and will make infrastructure investments understanding the long-term implications of their investment options.

Objective A

Promote development in areas—use existing infrastructure capacity and build future capacity— to create a high quality of life and drive economic activity while reducing long-term maintenance and operational costs.

Objective B

Avoid inappropriate development in flood prone areas. In other areas immediately adjacent to surface waters and wetlands promote less intense uses and promote efforts to reduce runoff from impervious surfaces.

Objective C

Promote mixed higher density land uses where appropriate to maximize benefit-cost ratio of infrastructure investments and maximize the returns in economic activity.

Objective D

Provide for multi-modal connections in the community between land uses to facilitate equitable transportation options, improve public health, reduce infrastructure investments and maintenance costs associated with new growth, and foster economic activity.

Objective E

Promote complimentary adjacent land uses—such as residents and schools—and avoid conflicting land uses—such as residents and industrial activity.

Future Land Use

Describing our Vision

The Planning Commission, with the help of citizen input, has created a vision for the future. That vision, described previously, is depicted on **Map 7 – Future Land Use**, in **Appendix I**. The following text describes the future land use, talking about general characteristics one might expect to see in the areas identified in the future land Use map.

Map 7 and the following text serve to exemplify the vision of this land use plan. They are not, and should not be confused for zoning policies. Any interested party may obtain an official zoning map from the Bagley City Zoning Administrator.

Industrial Landscapes

Industrial areas provide space for activities like manufacturing, milling, commercial storage, shop space, related office activities, and etc. These activities produce noise, light, traffic, odors and other affects that might not be appropriate adjacent to lighter land uses.

Commercial Corridor

The HWY 2 commercial corridor serves to provide an area for commercial growth in the community. We envision office, retail, professional services, restaurants, grocers, hardware, and others to occupy this area. This area caters to automobile traffic along HWY 2, but also foot and pedestrian traffic coming from adjacent industrial and residential areas.

Downtown

Downtown serves to be the heart of the community. It is largely a mixed use environment with slightly higher densities than one might see in other areas of the community. This is an active place with automobile, pedestrian, and other traffic. It is the service center of the community and is connected to adjacent high amenity value areas, like Lake Lamond Park, the fairgrounds, and the ball field.

Residential

Residential areas in Bagley provide a place for single family homes, multi-unit homes, apartments, manufactured homes, and other residential developments. They serve a multi-generational community. These areas are characterized by less noise and traffic during the evenings. They are adjacent to amenities and services to foster a more active and walkable urban environment.

High Amenity Areas

High amenity areas in Bagley cater to the public; they may draw lots of foot, automobile, and other traffic. They are areas with parks, recreation, public places and services, and homes. They are areas where we expect high volumes of pedestrians and accessibility is very important.

Agriculture

Some land in Bagley will best serve the community to remain in agricultural production. These areas may have homes, but have substantial acreage that may facilitate the cultivation of crops or like activities.

Conservation

Several areas in the community are not suitable for development or are suitable to very carefully planned intrusions. These areas are said to be conservation areas. For the sake of preserving values provided by nature, we do not develop these areas. Some of them may require management and some areas might provide recreational value if managed appropriately.

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Section III: Appendices

Appendix I - Map Documents

Map 1 - Bagley MN

Map 2 - Existing Land Use

Map 3 - Land Cover

Map 4 - Water Resources

Map 5 - Elevation

Map 6 - Existing Zoning

Map 7 - Future Land Use

