

Proctor Comprehensive Plan

December, 2002



Prepared by the City of Proctor and the Duluth-Superior
Metropolitan Interstate Committee



CITY OF PROCTOR
CORPORATE SEAL

1894

City of Proctor, Minnesota Comprehensive Plan

December 2002

Prepared by the

Duluth-Superior



Metropolitan Interstate Committee

Duluth and Superior urban area communities cooperating in
planning and development through a joint venture of the
Arrowhead Regional Development Commission
and the
Northwest Regional Planning Commission



**To view this plan online,
please visit www.ardc.org**

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Introduction

What is a Comprehensive Plan?

A Comprehensive Plan is a statement of what a city or community wants to become. It is a compilation of goals and strategies intended to express a vision for the future and to guide the decisions of community leaders to help attain that vision. It responds to and anticipates change and seeks to ensure preservation of desired community characteristics and appropriate growth. The planning process provides the community with an opportunity to involve its citizenry and coordinate local issues and concerns with neighboring jurisdictions.

Proctor's first comprehensive plan was completed in 1974 as a result of planning requirements set forth by the Western Lake Superior Sanitary District (WLSSD). A new plan was established in 1997. This planning effort is an update of the 1997 plan and will serve as a blueprint to guide development for the next five to ten years.

Purpose

The fundamental purpose of this document is to provide a statement of the City of Proctor's goals and strategies and to provide direction for residents, developers, decision-makers and others as to uses the City envisions for its land. While it does not change existing zoning, the



Proctor's new City Hall/Community Center was completed in 2002

Comprehensive Plan does provide the context in which decisions regarding zoning changes could be made. The Comprehensive Plan serves as a basis for making decisions affecting many aspects of the City in addition to zoning changes. The 1997 Comprehensive Plan has, for the past several years, been successful in providing a solid foundation for important land use decisions as many priority strategies approved under its guidance were completed. The City is confident that similar results will be realized with the 2002 update of the Plan.

guide the location of future land uses within its boundaries and will act as the basis for management decisions of City officials.

The Comprehensive Plan of the City of Proctor, as updated in 2002, will serve as the principal policy document to

The fundamental objectives of this update to the Comprehensive Plan are, first, to ensure that development within the City takes place in an orderly and complementary fashion; and, second, to ensure that the necessary issues are considered and facilities are provided to accommodate such development and future population. The Plan is advisory rather than prescriptive in nature.

It is not a regulatory document to control the exact nature of development on individual lots. That function is performed by the City Codes.

The 2002 Comprehensive Plan was formally adopted by the Proctor City Council in accordance with the provisions of the Minnesota Statutes in December, 2002.

Process

Energized by the accomplishments achieved in recent years as a result of the implementation of the 1997 Comprehensive Plan, Proctor's community leaders were motivated to renew efforts by updating the Plan. Many of the goals of the previous plan have been achieved, including the following improvements:



The golf course's new clubhouse

- New city hall/community center
- New golf course clubhouse
- New medical clinic
- Country Inn & Suites
- AmericInn
- Black Woods Restaurant and Banquet Center improvements
- Highway 2 reconstruction with several reconfigured intersections and a landscaping partnership
- LTC Prescription Providers (new downtown pharmacy)
- Expanded Proctor Builders in the downtown
- New Welcome to Proctor sign
- LaVaque Road reconstruction
- Downtown sidewalk/street/utilities improvements
- Railway Pizzeria
- New Winter Carnival



Superior Health Clinic

With the completion of these achievements, the City determined that it was time to take on more challenges. The Comprehensive Plan Group (hereafter referred to as CPG) that was established in 1995 to lead the process of developing the 1997 Plan has continued meeting on a regular basis ever since. This group was charged again with providing direction for the 2002 update of the Plan. The group began meeting every two weeks in late 2001 and received assistance from the Metropolitan Interstate Committee (MIC).

The planning process began in October 2001 with the development of a community survey. This survey was designed to closely imitate previous surveys from Proctor's past Comprehensive Plans to provide a historic comparison of citizen viewpoints. The survey was sent out in November 2001 with utility bills and results were compiled in January 2002. For a summary of results, see the "Community Survey Results" on page 77.

The CPG conducted a picture survey by providing disposable cameras to selected citizens and asking them to take pictures of elements of the community that they liked and disliked. The results of the picture survey were presented at the Roundhouse Public Meetings in March 2002.



Wagon ride at the new winter carnival

The CPG also reviewed the status of the 1997 Plan and Action Plan Matrix that was developed with that plan.

Accomplishments were noted and other projects in progress were discussed. Other information reviewed included Proctor's zoning ordinance, subdivision regulations, official maps, and the five year Capital Improvements Program from 2000.

To get a better idea of what adjacent jurisdictions and other agencies had in mind for long range planning, the CPG reviewed comprehensive and long range plans from Duluth, Hermantown, Canosia, Midway, Grand Lake, St. Louis County, and WLSSD. These plans provided information on how land may be developed along Proctor's borders in the future.

When the background information was reviewed, the task of adopting a vision statement was undertaken. The CPG felt that the vision statement developed in the 1997 Plan was still valid and should be used for this planning effort.

Proctor's Vision

Proctor, rich with railroad heritage, values above all its people and environment. Working together is our pathway to a safe, secure and progressive community.



Baseball/football field at the Proctor Regional Recreation Center

The next step in the process was to develop the elements that the plan would cover. These elements are land use, economic development, housing, education, transportation,



Proctor's new welcome sign on Highway 2

intergovernmental cooperation, recreation and infrastructure. From these elements, specific goals and strategies were developed. This information would provide the framework to identify the steps to be taken by the community to make land use decisions in the future. A detailed description of the goals and strategies can be found on page 47.

After deciding upon the goals and strategies for each plan element, specific action steps were identified to accomplish the strategies. These action steps were compiled in a matrix format with a time period and stakeholder/responsible party identified to carry out each step. This action plan matrix will provide community leaders with a specific list of tasks to assist Proctor's growth and development in the next five to ten years. The matrix begins on page 51.

Public Involvement

The City of Proctor recognizes that public involvement was not only beneficial to the development of this Plan, but is an integral part of the decision-making process in all matters with regard to the City.

Active citizen participation in the planning process leads to more creative and effective decision-making. Public involvement:

- Builds public knowledge and trust about processes and issues
- Identifies public concerns and values early in the process
- Gathers information, develops consensus, resolves conflicts and produces better decisions
- Enhances the accountability of government decisions through increased opportunity for citizen participation
- Gains the fresh perspective of empowered citizens leading to creative approaches for solving problems



Downtown pharmacy

The City of Proctor is committed to being a responsive and participatory community and ensuring that citizens are involved in all decision-making processes.

Inventory of Existing Conditions

History

The City of Proctor is a small Minnesota community with a 2000 population of 2,852. Proctor was and still is a major railroad transportation center. Its entire history revolves around the railroad and iron ore industries. In 1892, Proctor was created when the Duluth, Missabe, and Northern Railroad (now the Duluth, Missabe, & Iron Range Railroad (DM & IR)) was extended into Duluth, Minnesota. Its location on a flat plateau above the St. Louis Bay area proved to be a logical and economical site for the railroad's engine shops and storage and classification yards. By 1894, the village was incorporated as Proctorknott. Due to the boom in the iron ore business, Proctor's population nearly tripled in a decade from 784 persons in 1900, to 2,243 in 1910.

With this increase in population came the creation of city government and services. In 1911, a franchise was granted to the Proctor Water and Light Company, and in that same year, the sewer system was installed with the DM & IR paying the village's share of the construction. Two high schools were built in the late 1910s and early 1920s and the first trolley bus could be seen on the streets of Proctor in 1937. In 1974, Proctor's designation changed from village to city with three full sections (three square miles) continuing to provide its area.

Throughout the years, Proctor has been a defined community within a metropolitan area that has a current population of approximately 145,000. While still retaining its small town feel, Proctor residents are able to take advantage of cultural, employment, and shopping opportunities provided by a larger urban area.

Community Survey Results

The City of Proctor conducted a community survey in late 2001 at the start of the latest Comprehensive Plan process. The purpose of the survey was to discover opinions of the residents and determine what concerns they may have. The City also conducted surveys at the time of its previous Comprehensive Plans in 1996 and 1974. This section will document the results of the most recent survey and make comparisons with the previous results, where applicable. The full results of the survey can be found in the appendix of this Plan beginning on page 75.



Downtown Proctor

The majority of residents are not sure if the City has a clear vision for the future. The result was virtually the same as in 1996. Fifty-seven percent reported that they are not sure compared with 58% six years ago.

Housing is one of the biggest concerns of residents. The percentage of people that believe the City needs more housing has been rising through the years. Fifty-seven percent thought the City needed more housing in 1974. This percentage jumped to 73% in 1996 compared with 78% last year. As for the types of housing needed, virtually all types were identified with single family, senior, townhouse and apartments the most often checked on the list. Only manufactured homes were not identified as a needed housing type.

There have been many new economic improvements in the City over the last 5 years and these have been highly visible in the community. Eighty-six percent of the respondents identified the Highway 2/Boundary Avenue area or the Interstate 35 corridor as the areas where most economic development has taken place recently. As for future development, approximately one-third of the respondents identified the Interstate 35 corridor and one-third the downtown area as the best locations for new development.

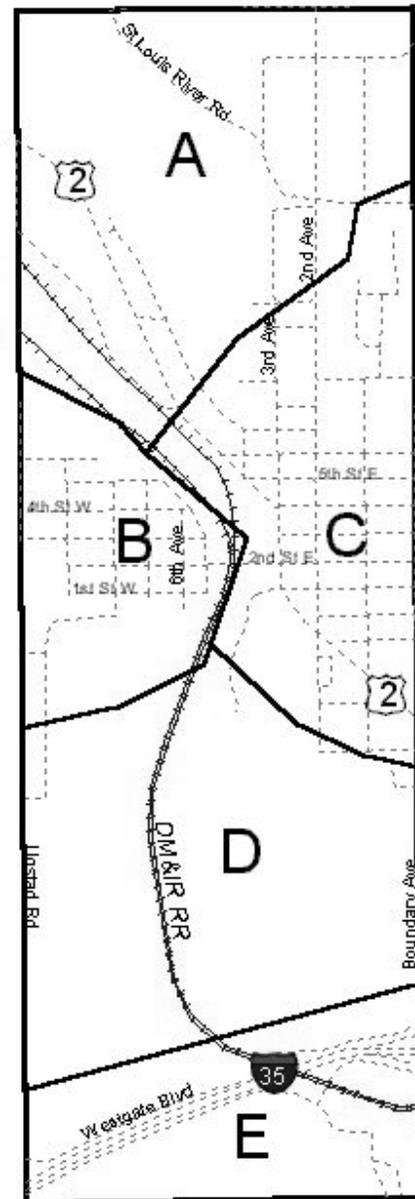
The percentage of people that think the transportation system is adequate has been increasing through the years. Only 30% thought it was adequate in 1974; 50% thought so in 1996 and 69% said the system was adequate last year. Of those that did not think it was adequate, the improvements needed that were cited most often were bus service, bike trails and sidewalks/walking trails.

Proctor appears to be a very stable community. The percentage of people that have lived in the City for over 15 years has increased with each survey from about half in 1974 to two-thirds last year.

Nine out of 10 respondents own a single family home. This statistic could be somewhat skewed, however, because the surveys were mailed with utility bills so some renters may not have received them because they were sent to the property owner's address.

About 55% of the work force that lives in Proctor commutes to Duluth. About a quarter work in Proctor with the rest commuting to other communities in the region. The farthest commuting locations identified were Moose Lake and Two Harbors. Almost one-third of the respondents stated that they were retired or answered the question as not applicable.

The five traffic analysis zones* of Proctor were identified on a map and residents were asked to state which types of development they would like to see in each location.



**Proctor's 5
TAZ's**

*Traffic analysis zones, or TAZ's as they are sometimes called, are compact, contiguous geographic areas with homogenous travel related characteristics. They are typically used to tabulate traffic-related data, particularly journey-to-work and place-of-work statistics. In this case, they were convenient to use to separate Proctor into different districts.

The downtown area was most identified with redevelopment of commercial businesses (included in area C on the previous page). New businesses were identified for downtown (area C) and the southern, mostly undeveloped half of Proctor (areas D & E). New manufacturing and industrial development was mostly desired in the area along Highway 2 and the DM&IR rail yard (area A). New residential developments were picked for the far northern and southern areas of the City (areas A & D). Finally, park and recreation areas were most likely identified near the existing Proctor Regional Recreation Center (area D).

More than half the respondents identified the area of town just to the east of downtown as the location in which they live. This result is appropriate because, in fact, this part of Proctor does have the most population.

The biggest changes over the last 5 years that residents have identified include the reconstruction of Highway 2, the new City Hall, clinic, the new golf course clubhouse and street and sewer upgrades. New projects that the residents would like to see in the next 5 years include a grocery store, more businesses in general, more housing, improved sidewalks and an increase in recreational space.

The most often mentioned comments that residents stated were that they would like to see more enforcement of code violation laws and an improvement in blighted properties; the mayor, council and city staff are doing a good job and that there need to be more infrastructure upgrades.

Population and Housing Characteristics

Population History

The City of Proctor was established in the late 1800s as a railroad yard on a flat plateau above the hills of Duluth. It was an ideal location for railroad storage and repairs and provided easy access for shipping taconite down the hill to the docks on St. Louis Bay. The town grew slowly through the late 1800s and had a population of 784 in 1900. The iron ore business boomed in the early 1900s, which led to Proctor's population increase to 2,243 by 1910.

Subsequently, slow growth resumed and the population peaked in 1980 at 3,180 (see Table 1). However, the population has been remarkably stable since 1960; there were 2,963 people living in Proctor in that year, compared to 2,852 in 2000. Proctor's population is concentrated in the central part of the community; while most of the northern and southern sections remain relatively rural. (See map on page 11)

TABLE 1

Historical Population		
Census Year	Population	% Change
1950	2,693	
1960	2,963	10.0
1970	3,123	5.4
1980	3,180	1.8
1990	2,974	-6.5
2000	2,852	-4.1

Source: U.S. Census Bureau



Railway Pizzeria



Blackwoods/AmericInn



Country Inn & Suites

Age Structure

Like many long established cities throughout the country, Proctor is an aging community. Between 1990 and 2000, the median age in Proctor increased from about 36 to 38 ½. Since

TABLE 2

Census	Total Population	Percent of Total Population					Median Age	Males per 100 Females	
		Under 18	18 to 24	25 to 44	45 to 64	65 and over		All Ages	18 years and over
1990	2,974	26.6	8.1	30.8	18.2	16.2	35.9	NA	88.0
2000	2,852	24.0	9.4	27.3	23.6	15.8	38.5	86.6	85.8

Source: U.S. Census Bureau

women typically outlive men, the ratio of males to females continues to decline as a community ages. In Proctor, between 1990 and 2000, the number of adult males per 100 adult females decreased from 88 to 86 (see Table 2).

The age group with the largest percentage increase was 45 to 64 years old. This reflects the movement of the baby boom generation (those born between 1946 and 1964) into this age group. The fact that those 65 and over decreased as a percentage of the total in Proctor is interpreted as a short-term situation that will change dramatically beginning with the next census as the baby boomers begin to enter retirement age. This situation will present challenges and opportunities for Proctor. On one hand, it will begin to put enormous pressure on health and retirement systems, which may force the City to address the levels of senior services provided. On the other hand, the substantial increase in older adults signals a growing potential for more disposable income spending as the costs of raising children subside and households enter their peak earning years. This situation could lead to more commercial development opportunities in the City to serve these individuals. This aging of the baby boomers and more empty nesters throughout the country could also lead to increased tourism in the region, which Proctor may be able to capitalize on. The share of those residents under 18 decreased during the decade, although it was a slight decrease. Table 3 shows that school district enrollment has been slowly but steadily declining throughout the years as birth rates continue to decrease.

TABLE 3

Proctor Public School District Enrollment		
School Year	Enrollment	% Change
1988-89	2,233	
1989-90	2,231	-0.1
1990-91	2,217	-0.6
1991-92	2,217	0.0
1992-93	2,229	0.5
1993-94	2,215	-0.6
1994-95	2,185	-1.4
1995-96	2,172	-0.6
1996-97	2,195	1.1
1997-98	2,126	-3.1
1998-99	2,099	-1.3
1999-00	2,038	-2.9
2000-01	2,026	-0.6
2001-02	1,946	-3.9
Total Change 1988-2001:		-12.9

Source: Minnesota Department of Children, Families and Learning (www.educ.state.mn.us)

Future Population Projections

In February 2000, the City completed a Housing Assessment & Strategy entitled “The Proctor Community Housing Assessment Team (CHAT) Report.” The report was also used to generate the City’s population projections for the years 2010 and 2020, which is described in Method # 1 in Table 4A. The report assumed a population of 3,057 in 2000; the actual population was 2,852. The projection using this method was based on the 8.5% growth rate in the CHAT but used the actual 2000 census rather than the projected number used in the CHAT.

TABLE 4A

Method # 1		
Census Year	Population	% Change
2010	3,093	8.5
2020	3,356	8.5

Through the development of the CHAT Report, the City has set a goal of developing 14 new housing units per year. The 2010 and 2020 population projections in Method #2, Table 4B, reflect achievement of this goal and use the current household size of 2.38 persons. These figures factor in a replacement of 2 housing units annually because of demolition or redevelopment to other uses, as recommended in the CHAT Report.

TABLE 4B

Method # 2		
Census Year	Population	% Change
2010	3,185	11.7
2020	3,518	10.5

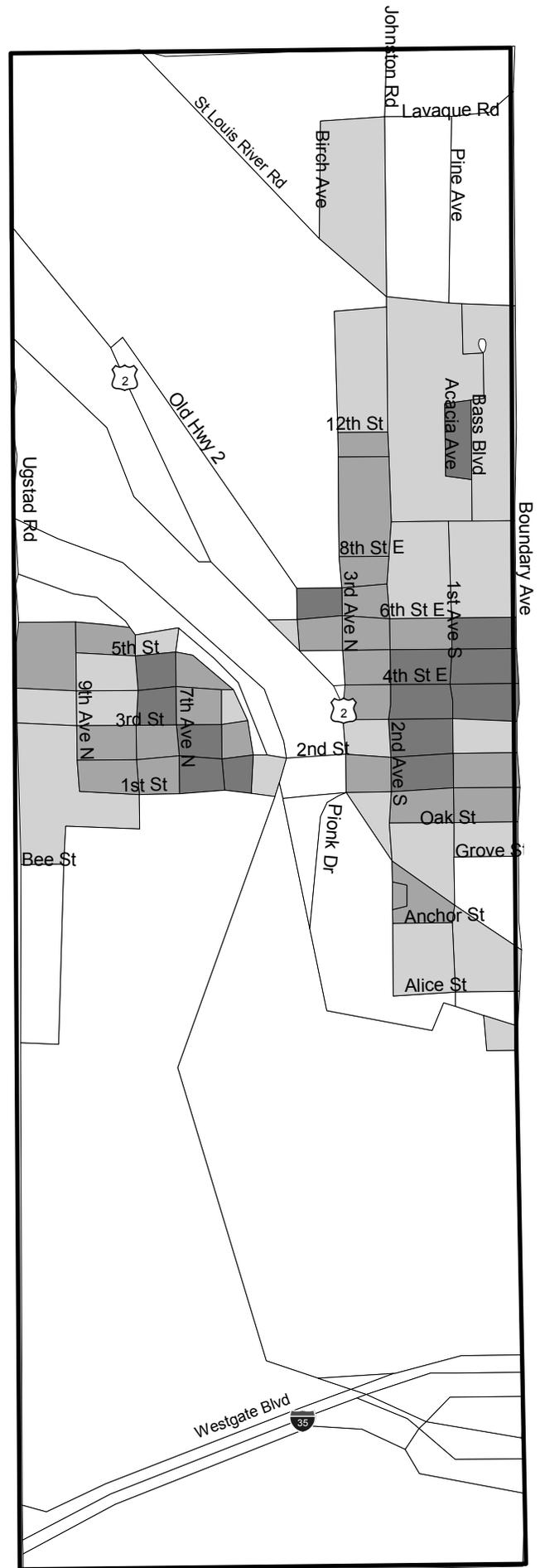
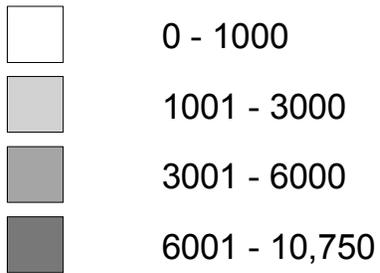
Method #3, Table 4C, uses a trendline of the two components of population change, natural increase and migration. Natural increase is the number of births minus the number of deaths in a given period. Migration is the number of people that have moved into a community minus the number of those that have moved out in a given period. This method shows that Proctor would lose population between 2000 and 2010, but at a slower rate than the past two decades and then rebound slightly by 2020. If this trendline were continued, it would show a somewhat larger growth rate between 2020 and 2030.

TABLE 4C

Method # 3		
Census Year	Population	% Change
2010	2,804	-1.7
2020	2,824	0.7

Proctor 2000 Population Density

Population/Square Mile





Year of Housing Unit Construction

Table 5 shows that Proctor's housing stock is rapidly aging. Only 139 of 1,231 (11%) units have been built since 1980 while 754 (61%) were built before 1960. The 2001 community survey indicated that 78% of the respondents felt that more housing is needed in Proctor.

As a result of these developments, the City is taking an aggressive approach toward new housing construction. Many of the strategies of this report have been integrated into the Housing element of this Comprehensive Plan. The CHAT study was initiated by the City of Proctor in order to provide a framework for expanding the number of housing units in the City.

TABLE 5

Year of Housing Unit Construction	
Years	# of Units
1999 to 2001	13
1995 to 1998	10
1990 to 1994	29
1980 to 1989	87
1970 to 1979	233
1960 to 1969	105
1940 to 1959	306
1939 or earlier	448

Source: U.S. Census Bureau, City of Proctor



Community volunteers work on the construction of a Habitat for Humanity house.

The study suggests that Proctor has not been attracting "its share" of housing development in the metropolitan area. It notes that in 1990, Proctor had 2.43% of the area's population but attracted only 2.25% of the housing construction between 1990 and 1997. Duluth and Superior also had construction rates below their population shares. Hermantown, however, made up the difference. It had 5.53% of the population but 18.21% of the construction. The Proctor imbalance may seem very slight, but the study argues that Proctor is more like Hermantown than Duluth or Superior, that is, a

suburban community. Thus, it should be able to attract a larger percentage of housing construction.

Based on this assumption, the study forecasts housing and population increases and recommends techniques for achieving the forecasts. It also discusses housing affordability and ways to achieve construction of units of varying prices while outlining some of the barriers that Proctor must overcome to achieve these goals. Finally, the study discusses financing strategies, infrastructure policies, rehabilitation programs and marketing techniques. Many of these recommendations have been integrated as goals and strategies into the Housing element of this Plan.

Table 6 below shows general demographic information for Proctor through the last three censuses. It is intended to show how various population and housing statistics have changed over time.

Current Land Use

This section contains a brief discussion of current land use and zoning in Proctor as well as description of vacant land. The purpose of this section is to provide a framework for the discussion of future land use.

Land Use and its Relationship with Zoning

Land use and zoning are concepts that are often confused. The Zoning Ordinance and accompanying Zoning Map are legal documents that govern the use of all parcels of land within a city. A current land use map shows how the land is actually being used, regardless of its zoning classification. A future land use map shows the preferred use for the land in the future as envisioned by the community. (See maps on pages 17 & 19 for zoning and current land use)

In summary, zoning governs the legal right for the use of property. Current and future land use maps indicate graphically how land is being used today and what the community would like to see it used for in the future. The future land use map is a guide intended for community leaders to make decisions based on input from the community and reflected in its comprehensive plan.

Proctor General Demographics

TABLE 6

Category	1980	1990	2000	% change 1990-2000
Population	3,180	2,974	2,852	-4.1
Population >65	402	482	450	-6.6
Number of Households	1,170	1,203	1,196	-0.6
Average Household Size	2.72	2.47	2.38	-3.6
Number of Housing Units	1,237	1,245	1,246	0.1
Seasonal/Other Units	0	0	2	--
Owner Occupied Units	887	917	954	4.0
Renter Occupied Units	283	276	242	-12.3
Vacant Units	67	49	50	2.0
Occupied Housing Units	1,170	1,196	1,196	0.0
Owner Occupied Percentage	72%	74%	77%	4.0
Renter Occupied Percentage	23%	22%	19%	-12.4
Vacant Percentage	5%	4%	4%	2.0

Source: U.S. Census Bureau

Existing Land Use

The City of Proctor consists of three sections (three square miles) running three miles north to south and one mile east to west. The City is bisected by Interstate 35 on the south and Trunk Highway 2 southeast to northwest. Much of the current development is oriented to these two major roadways. The area in the southeast corner of Proctor is owned by the City of Duluth and contains some of the parking areas for Spirit Mountain Recreation Area. Other areas south of I-35 include higher density residential condominiums and apartments as well as lower density single family homes and open space. The areas adjacent to I-35 include highway commercial development in the east and a low density mix of commercial and residential in the west.



Proctor Builders after its expansion

The area north of I-35 extending to as far north as the golf course and the Proctor Regional Recreation Center (PRRC) is comprised of mostly open space. The exceptions are the DM&IR rail line and the residential areas along Ugstad Road and Boundary Avenue. Just to the north of this open space area is the Proctor Golf Course and the Proctor Regional Recreation Center with soccer, baseball, softball, and football fields.

The central portion of Proctor is the location of the DM&IR maintenance facility. The facility occupies a large section of Proctor and a small section of adjacent Midway Township. This facility is the reason Proctor developed and the downtown commercial area is located east of this facility, along the east side of Trunk Highway 2. Located both east and west of the DM&IR facility and the downtown are the areas of highest housing density in Proctor. These two areas are connected by a single street (2nd Street).



A familiar Proctor landmark

The northern portion of Proctor is mostly lower density housing along with areas of open space. The housing becomes less dense as you move away from central Proctor with most of the low density housing located in the northeast section of the City. The northwest area of the city is mostly open space with a scattering of low density single family homes.



Proctor Zoning

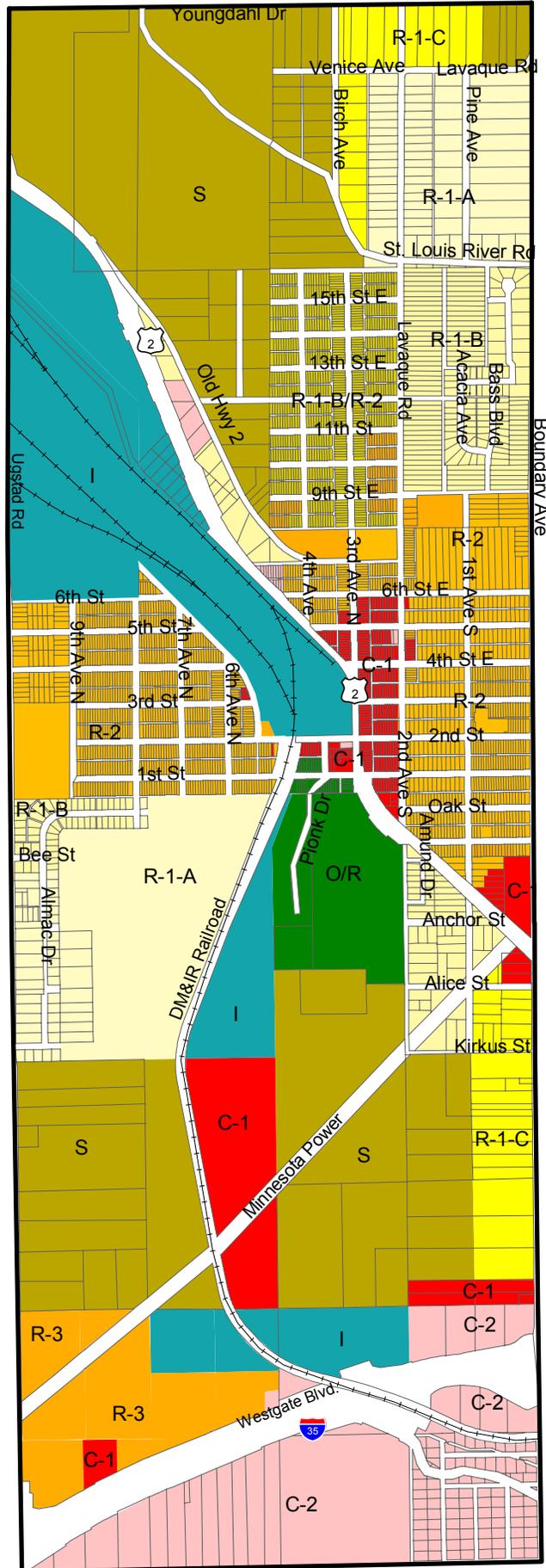
Zoning Districts

- C-1 Retail
- C-2 Commercial
- I Industrial
- O/R Open Space/Recreational
- R-1-A One Family Residential
- R-1-B One Family Residential
- R-1-C One Family Residential
- R-1-B/R-2 One Family/Two Family Residential
- R-2 Two Family Residential
- R-3 Apartment Residential
- S Suburban
- Parcel Boundaries

Source: City of Proctor



0.1 0 0.1 0.2 0.3 0.4 0.5 Miles





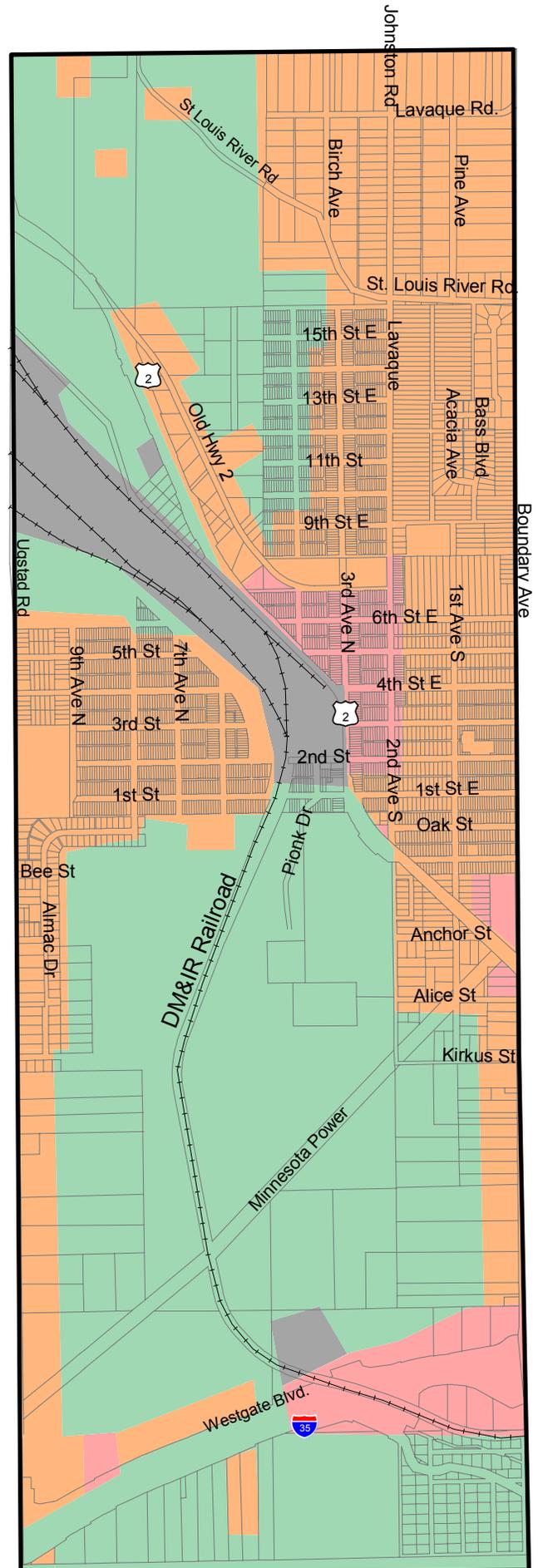
Current Land Use

Current Land Use

-  Commercial
-  Industrial
-  Residential
-  Open Space
-  Parcel Boundaries



0.1 0 0.1 0.2 0.3 0.4 0.5 Miles





Vacant Land

The map on page 23 indicates that a significant portion of Proctor is vacant. However, much of this land would be difficult to develop at this time because of its ownership status and/or lack of infrastructure availability. Over time, current obstacles to development may be overcome. Thus, for purposes of a long range plan, it is essential that the community prepares a future land use map that shows the types of development and locations of development that would be most beneficial to the city's viability.

Economic Development

Proctor has recently focused economic development efforts to a couple of specific areas, namely the I-35 corridor and the downtown. While Proctor is willing to develop other areas, infrastructure such as roads, water and sewer are not available in all parts of the city.

The I-35 corridor has recently seen the development of a fast food restaurant, convenience store, and a motel. This development has taken place in the area adjacent to the Boundary Avenue interchange with I-35.

In the downtown area, the focus has been more on redevelopment than new development. Storefront renovation and filling vacant buildings have been a primary focus. The 2000-2005 City of Proctor Capital Improvements Program identified a downtown storefront renovation program as one of the top priorities.

One other area that has seen some development is the Boundary Avenue/Highway 2 area. The Blackwoods Restaurant and banquet facility has recently expanded and the new Superior Clinic has been constructed. Another project recently announced and in the early stages of development is a water park/hotel along Boundary Avenue just north of I-35, with additional commercial property available.

Education

Proctor Public Schools or Independent School District #704 (ISD #704), encompasses the City of Proctor as well as the Bayview Heights neighborhood of Duluth, the Townships of Midway, Solway and Grand Lake and about half of Canosia Township (see the map on the next page). ISD #704 has three elementary schools (Caribou Lake, Pike Lake & Bay View), one middle school and one high school, both of which are located in Proctor.



Proctor High School

The following is a list of the goals and objectives from the ISD #704 2002-2003 Strategic Plan. This plan also includes a list of strategies and an action matrix. For more information or a copy of the strategic plan, contact ISD #704:

**131 – 9th Avenue
Proctor, Minnesota 55810
(218) 628-4934**

Goal #1 – Curriculum, Program, Instruction Improvement

Objective: To implement, integrate and evaluate broad curricular variety.

Goal #2 – Financial Management

Objective: To develop a long range plan for the district to carry out its mission while remaining solvent.

Goal #3 – Organizational Structure

Objective: To review and modify organizational structure to meet district goals.

Goal #4 – Facilities

Maintenance/Improvement

Objective: To develop facilities which provide an optimum learning environment for both students and curriculum.

Goal #5 – Community Involvement/Partnerships

Objective: To develop public and private community partnerships which improve the quality of education and life experiences for our students.

Goal #6 – Image and Morale

Objective: To express appreciation, publicize and market the educational excellence attained in our district.

Goal #7 – Accountability

Objective: To effectively evaluate all district resources to determine strengths, challenges and needs.

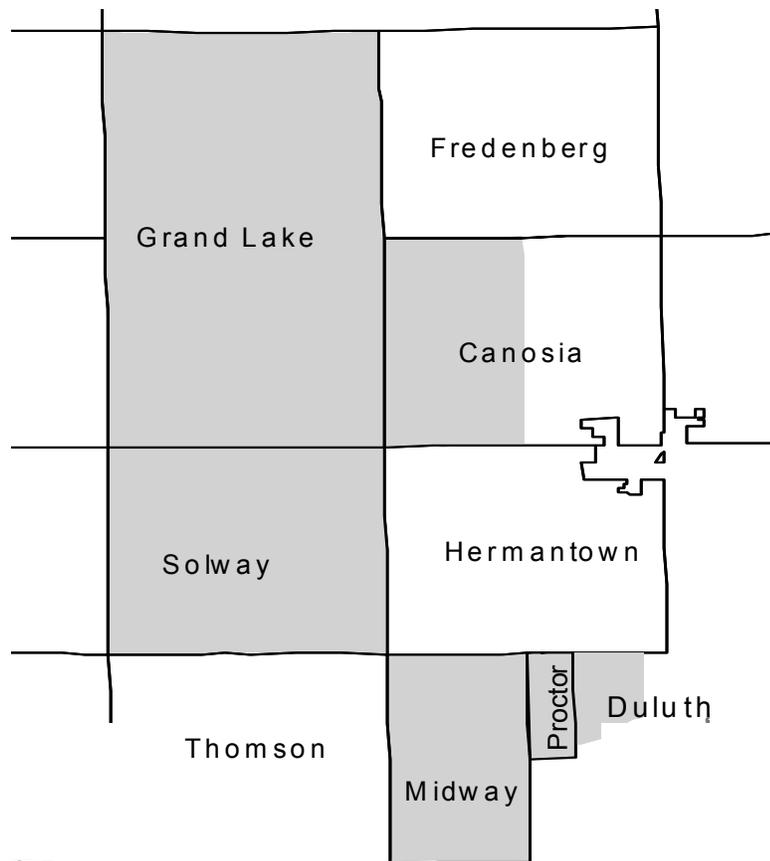
Goal #8 – Human Resources

Objective: To provide our district personnel with the tools, skill development opportunities, information and time to carry out our goals.

Goal #9 – Communication

Objective: To promote internal and external communication which facilitates our mission statement.

ISD #704 Boundaries

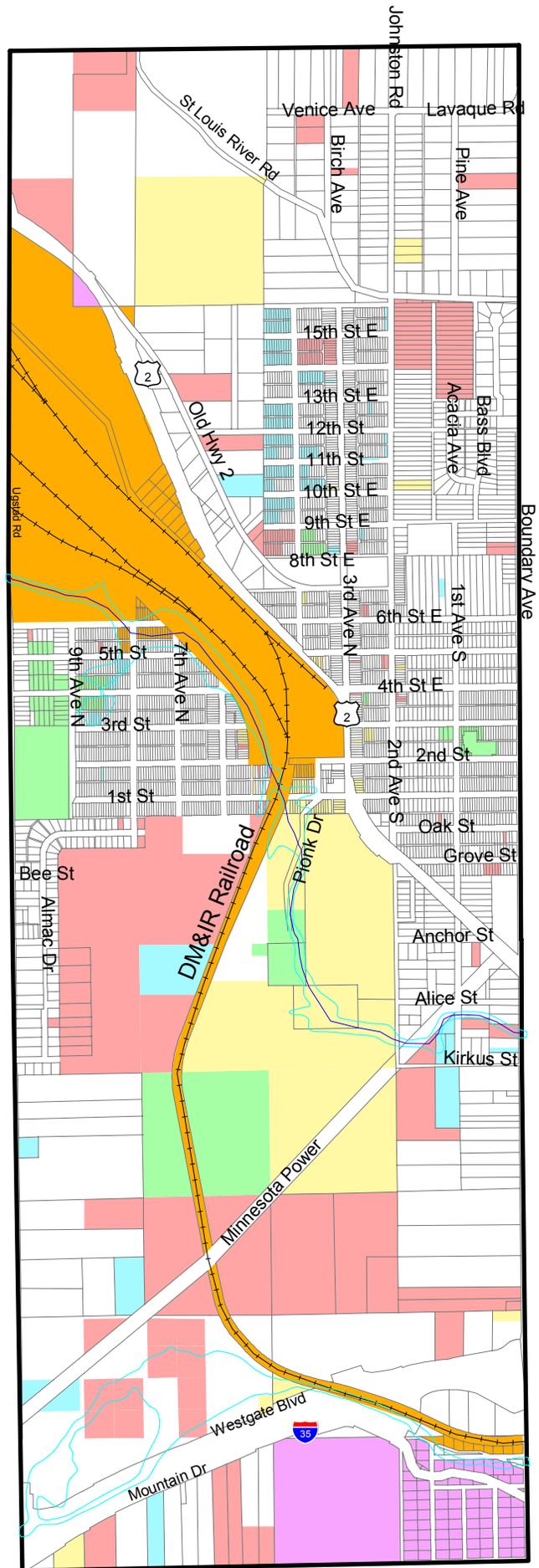


Vacant Land

Vacant Land

- City Owned
- ISD #704 Owned
- Tax Forfeited
- Taxable Vacant
- DM&IR Owned
- City of Duluth Owned
- Rail
- Parcel Boundaries
- Stream
- Flood Zone

Source: City of Proctor





Over the past five years the Proctor Public Schools have seen a decrease in the number of students. Several factors may be contributing to this situation. Some students and their parents may be choosing other options for their educational attainment. Most likely, however, the largest factor is the changing demographics of the Proctor School District area. An aging population with fewer younger families means fewer school age children. This development, combined with more education options, has led to a significant decline in school enrollment as shown in Table 7. This equates to a significant loss in federal, state and local revenue for the school district.

Because of this revenue loss and further declines in enrollment in the district, a referendum election was held in October, 2001. This referendum was approved by school district voters.

The following points summarize the changes as a result of the referendum:

- The cost of the referendum is \$13.9 million
- The Intermediate/Jedlicka Jr. High building will be closed within the next couple of years
- Caribou Lake, Pike Lake and Bay View elementary schools will remain open, with improvements to the latter two locations
- There will be new additions to the Proctor High School site, where all 6th through 8th graders will be headed once the Jr. High building is closed

Transportation

Roadway Functional Classification

Functional classification is the process in which streets and highways are grouped in “classes”, or systems, according to the way people use them. It is important to remember that roads do not work independent of each other. The purpose of any road network is to move people and goods from one point to another point. These classifications include interstate highways, other freeways and expressways, principal arterials, minor arterials, major collectors, and minor collectors. All other roads are considered local streets. The map on page 27 illustrates the locations of functionally classified roads in Proctor.

TABLE 7

Proctor Public School District Enrollment		
School Year	Enrollment	% Change
1988-89	2,233	
1989-90	2,231	-0.1
1990-91	2,217	-0.6
1991-92	2,217	0.0
1992-93	2,229	0.5
1993-94	2,215	-0.6
1994-95	2,185	-1.4
1995-96	2,172	-0.6
1996-97	2,195	1.1
1997-98	2,126	-3.1
1998-99	2,099	-1.3
1999-00	2,038	-2.9
2000-01	2,026	-0.6
2001-02	1,946	-3.9
Total Change 1988-2001:		-12.9

Source: Minnesota Department of Children, Families and Learning (www.educ.state.mn.us)

Arterial System

The arterial system includes the freeway and interstate system, principal arterials, major arterials, and minor arterials. This system generally carries large traffic volumes within and through urban areas. The traffic includes trips entering and leaving urban areas, through movements bypassing the central city and intra-area travel between central business districts (CBD's) and outlying residential areas, major inner-city communities, and major suburban centers. This type of system normally accommodates about 65 to 80 percent of traffic volumes and makes up 15 to 25 percent of the street network.

Interstate Highways

The interstate highways are characterized as roadways that provide for high levels of safety and efficiency in the movement of high volumes of traffic at high speeds. Essential elements for this type of system include medians, grade separations, ramp connections for entering and exiting traffic, and in some cases, frontage roads. There also is full control of access to abutting land uses. Roadways in this classification are normally part of the United States Interstate System. The Interstate System in Proctor is comprised of I-35.

Other Limited Access Freeways

Other limited access freeways are very similar to interstate highways in that they provide a high level of mobility at higher speeds and share the same design features as Interstates. However, these roads are not part of the U.S. Interstate System and are normally part of the Trunk Highway system. There are no roadways of this classification in Proctor; the only roadway in this classification in the Duluth-Superior area is the Bong Bridge, which is part of U.S. Trunk Highway 2.

Principal Arterials

Principal arterials normally accommodate about 40 to 65 percent of a region's travel when combined with the interstate system, while making up 5 to 10 percent of the street and highway network. The major function of the principal arterial is mobility of traffic with limited or restricted access to local development.

Distance between these roadways is generally three miles outside of the CBD and about one mile within the CBD. The principal arterial tends to have a design speed of 30 to 55 mph, serves truck traffic, and connects to other principal arterials and interstates. Principal arterials normally have an average daily traffic (ADT) greater than 10,000 and are a part of the federal/state trunk highway system. One principal arterial exists in Proctor – U.S. Trunk Highway 2.

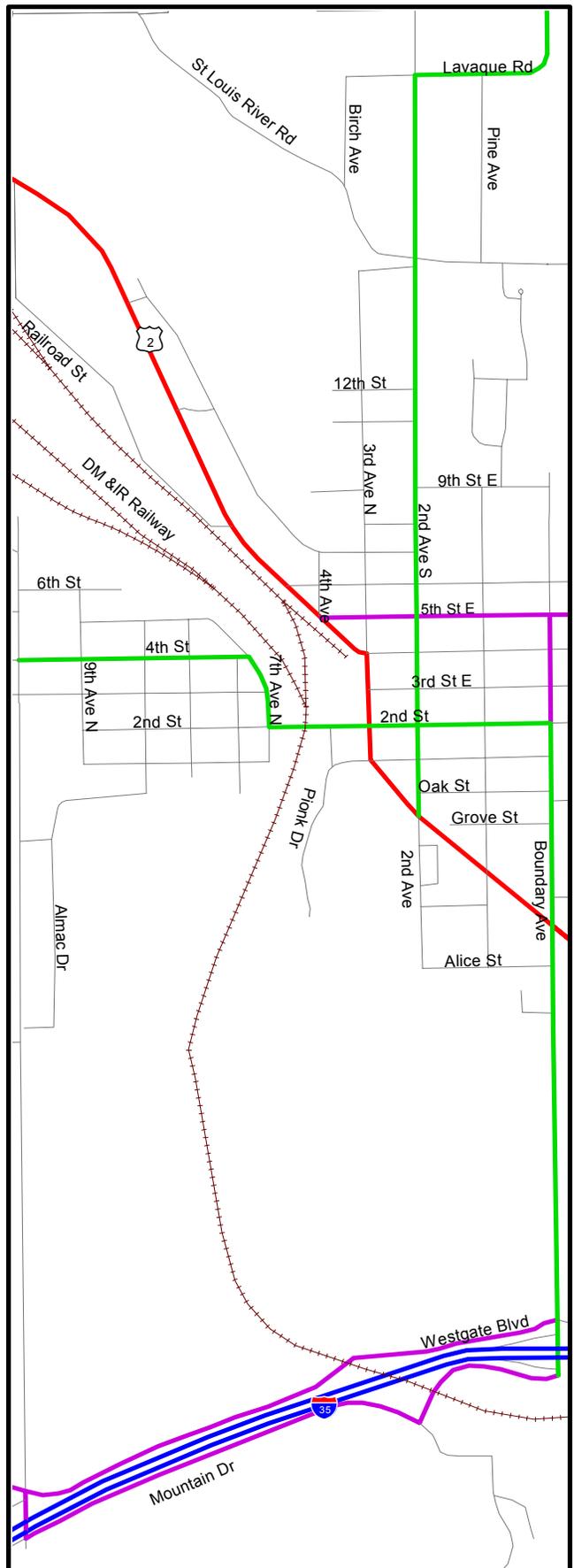
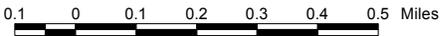


Reconstructed Highway 2 and new sidewalk

Functionally Classified Roads

Functional Class

-  Interstate
-  Principal Arterial
-  Minor Arterial
-  Major Collector
-  local





Minor Arterials

The minor arterial system generally functions more in relation to land access than do the other arterial classifications by offering a lower level of traffic mobility. Traffic volumes are usually over 3,000 ADT, trip lengths range from a 1/2 to 1 mile, spacing between roadways is generally between 1/2 to 1 1/2 miles, and widths are often greater than 36 feet. Design speed on minor arterials is about 30 to 40 mph and it is also part of the designated truck and bus route systems. Minor arterials are normally busy city streets and may have transit and truck routes utilizing them. Minor arterials in Proctor include portions of Boundary Avenue, 2nd Street, 4th Street, Ugstad Road and 2nd Avenue/Lavaque Road. These roads are County State Aid Highways (CSAH) and are administered by St. Louis County.

Collector System

The collector system includes major and minor collectors. It provides land access service and traffic circulation within neighborhoods, commercial, and industrial areas. Their main purpose is to funnel traffic between local streets where land access is dominant, and the arterial system, where service to through traffic is of primary importance. Collectors may penetrate residential neighborhoods to distribute trips from arterials to a local street. The system should carry about 5 to 10 percent of the traffic volume and make up about 5 to 10 percent of the roadway network. Spacing between all collectors is 1/8 to 1/2 mile in the CBD, 1/2 mile in fully developed areas, and 1 to 3 miles in suburban fringe areas.

Major Collectors

Major collectors primarily funnel traffic between local streets. The CBD and other similar downtown areas may use a grid pattern of collectors to accommodate traffic movement. Major collectors should also penetrate residential neighborhoods, but it may also serve elementary and middle schools, small industrial plants, and neighborhood shopping centers. This type of roadway generally carries traffic volumes over 500 ADT, has pavement widths between 28 to 40 feet, which may contain additional width for parking, and a design speed of 40 mph. The system usually includes transit routes. Major collectors in Proctor include portions of Boundary Avenue, Mountain Drive, Westgate Boulevard and 5th Street East.

Minor Collectors

Minor collectors are located outside of the urbanized area. These rural roadways normally connect residential areas, rural schools, and cultural gathering locations with higher classified roadways. Pavement widths are normally greater than 24 feet. There are no minor collectors in Proctor, however, just northwest of the city limits, west of Highway 2, St. Louis River Road qualifies as a minor collector.

Local Streets

Local Streets permit direct access to abutting lands and make connections to higher functionally classed roadways. They offer the lowest level of mobility but offer the highest level of access to abutting properties. The local system makes up 60 to 65 percent of the roadway network mileage and carries about 10 to 30 percent of the vehicular traffic.



A quiet Proctor street

Pavement width ranges from about 22 to 36 feet, while design speeds remain at 30 mph. Typically, no bus routes are carried on local roadways. All roads that are not functionally classified are considered local roads.

New Roadways

Kirkus Street

2nd Street, extending through the central, densely populated part of the community, is the only roadway that connects the east and west sides of town other than the frontage roads along Interstate 35 in the far southern part of the City. In order to travel across town on 2nd Street, vehicles, bicyclists and pedestrians must traverse a major railroad crossing. Trains frequently pass through this area loaded with taconite bound for the docks at the harbor in Duluth. This not only slows travel in the community but can lead to delayed response times for emergency vehicles. For these reasons, Proctor would like to extend Kirkus Street completely across the community from Boundary Avenue to Ugstad Road. This extension would provide travelers with another east-west link with an above grade crossing of the railroad tracks through the central part of town. This high priority goal is a carryover from the 1997 plan. Some steps have been taken to achieve the extension, but work remains to see the project through to its completion. This project is also discussed in the future land use section on page 45 and in the implementation section, which begins on page 50.

Traffic Conditions

The map on page 33 displays the average daily traffic (ADT) for functionally classified roads in Proctor in 1974 and 1999. The reasons for the increase in traffic can be directly connected to the average number of vehicle miles traveled per household over the past 30 years. Factors contributing to this situation include the increase in the number of women in the workforce, the increase in the number of vehicles per household and development of land use patterns that require a vehicle to meet mobility needs to get to work and shopping destinations. A good example of the latter is the development of fewer, larger grocery stores at the cost of neighborhood grocery stores. Proctor proves to be a good example of this phenomenon as they have lost their grocery store and residents now must travel to West Duluth or the Miller Hill area for groceries.

Regional Traffic Flow

In the development of the 2001-2025 Long Range Transportation Plan *Tomorrow's Transportation 2025*, the Metropolitan Interstate Committee (MIC) examined deficiencies throughout the Duluth-Superior roadway system. The travel demand model TRANPLAN was used to simulate regional traffic flows for the base year, in this case 1999, and then it was used to model forecasted traffic for the year 2025. Inputs into the model include average daily traffic (ADT), socio-economic data, new housing starts, new businesses, and projected areas of growth. The results help to determine impacts of growth on the future transportation system. The TRANPLAN model indicates where congestion is likely to occur based on demographic trends. This information helps in monitoring areas where future road improvements may be needed.

Examining the results of the TRANPLAN model for Proctor roadways shows that existing capacity should be sufficient in the future with the exception of a segment of Trunk Highway 2

between Boundary Avenue and 2nd Street. The model projects a slight capacity deficiency in this area. This area will be monitored as the model is updated and the MIC updates its long range transportation plan every three years.

Community Survey and Transportation

The transportation results of the community survey showed that more people desired pedestrian, bicycle and bus route improvements over roadway improvements. They were generally satisfied with roadway *capacity*, but not necessarily *condition*. Since roadway capacity will continue to be at acceptable levels over the next 20 years, increased capacity is unlikely to take place in Proctor, however, improvements in roadway conditions likely will occur. The one possible exception where capacity could be increased is Boundary Avenue where commercial development pressures may increase through the years. The MIC is scheduled to conduct a Boundary Avenue Corridor study in 2003.



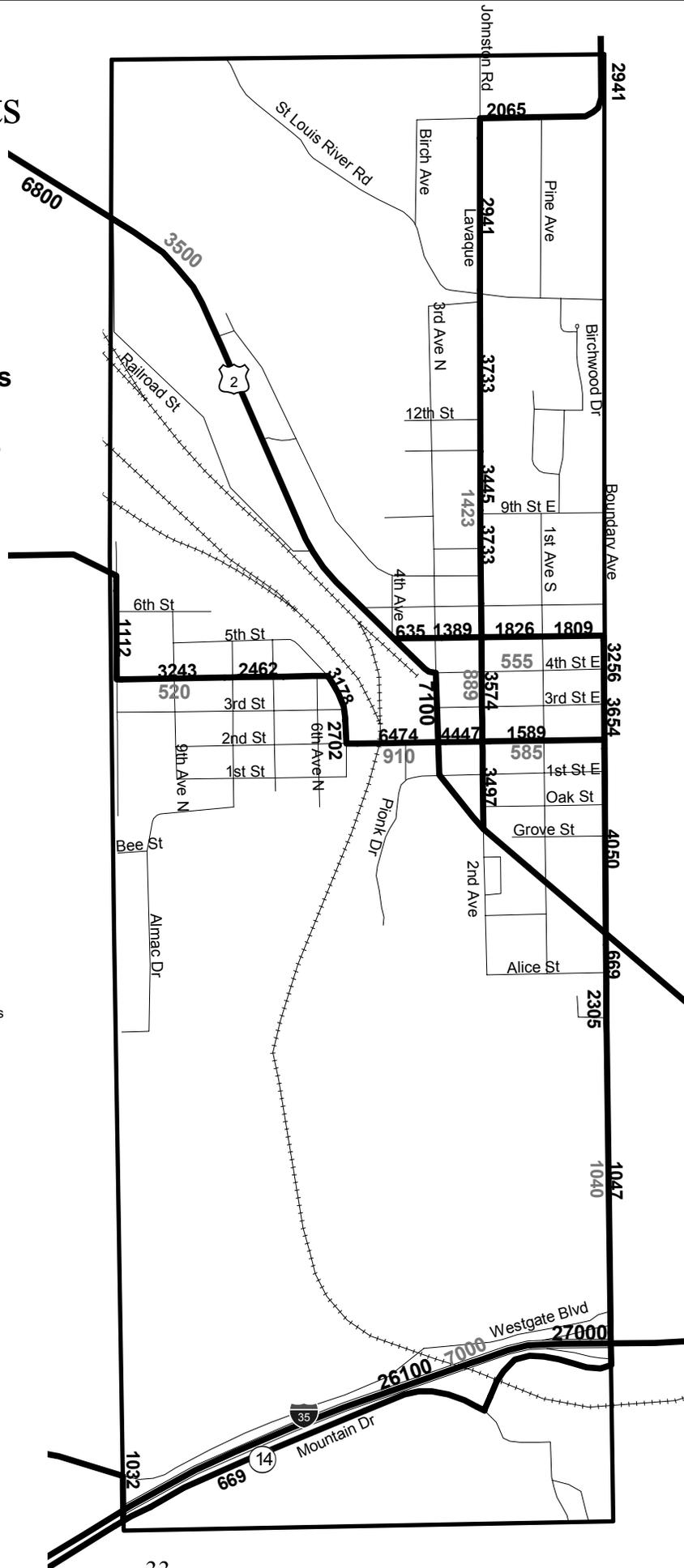
Average Annual Daily Traffic Counts 1974 & 1999

Black Numbers = 1999 AADT's

Grey Numbers = 1974 AADT's



0.1 0 0.1 0.2 0.3 0.4 0.5 Miles





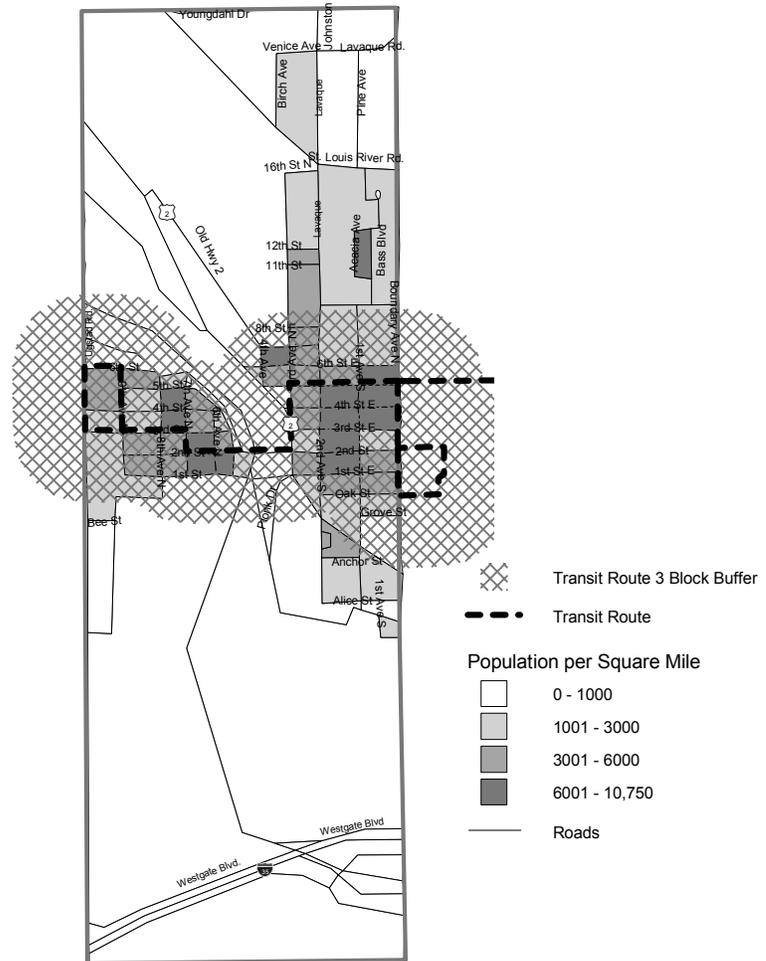
Walking, Biking, Transit

Sidewalks/Trails

One of the biggest concerns voiced in the community survey is the issue of sidewalk condition. To address this concern, the Comprehensive Plan Group (CPG) wanted to formulate a way of prioritizing sidewalk improvements. Since kids are the most likely persons to use sidewalks, the CPG determined that they should be involved in the process of prioritization. It would also give the kids an opportunity to be involved in the update of the Comprehensive Plan.

Approximately 90 students at Proctor Middle School were given blank maps of the Proctor area during the fall of 2001 and were asked to draw their walking patterns in the community. These maps were then collected and the results tabulated to produce the map on page 37 showing which segments received the highest amounts of foot traffic. The map displays the number of times that each segment of sidewalk was drawn on a child's map. The City will integrate these results into its process of prioritizing its sidewalk improvements.

Many opinions were expressed in the community survey that indicated a strong desire to see more options for pedestrians and bicyclists. The City has identified several goals & strategies to address these items including implementing Phase 2 of the Duluth-Superior Metropolitan Area Bikeways Plan, which would designate bike routes through the City by providing on-street signage. The City is also planning to increase the number of miles of pedestrian and bicycle paths in the City.



Each block that a DTA bus passes through was plotted with a 3 block buffer zone around it - as indicated by the hatched pattern above. This map depicts the areas of town that are within a 3 block walking distance to a bus stop. The map shows that the most heavily populated parts of town are served relatively well by the existing bus service.

Public Transit

Proctor is served by transit utilizing Route 3 of the Duluth Transit Authority's (DTA) bus system. This route connects Proctor residents with downtown Duluth via West Duluth. The map on the previous page shows that this route serves Proctor relatively well. The route extends through the most densely populated neighborhoods of the City while serving both the east and west sides of town. It also travels to the Boundary Avenue/Highway 2 intersection, which provides service to the heavily populated Zenith Terrace manufactured home park.

In the community survey, residents expressed the opinion that they would like to see bus service in the community increased. There is a large senior citizen complex on the north side of town that is currently not served by transit. Also, many citizens expressed the desire for transit service to the Miller Hill shopping area. In order to currently complete this trip, one must travel to downtown Duluth and transfer to another bus which then travels to the Miller Hill area.

There are two options that the City would like to pursue to address the issue of bus service. First, the Duluth Transit Authority (DTA) is currently undertaking a study of its entire system to investigate where there may be deficiencies. One option the DTA is considering is a "hub and spoke" system. They are considering hubs in West Duluth, the UMD area and the Miller Hill shopping area. Bus lines would radiate outward from these hubs in a spokelike manner of a wheel. This could give Proctor residents improved access to Miller Hill and potentially better access to the west side of Duluth, downtown and beyond. Second, the City would like to investigate the feasibility of establishing a shuttle route that would circulate throughout Proctor to give residents the opportunity to use public transit to get around to different sections of the City.

Infrastructure

The City of Proctor prepared a Capital Improvements Plan (CIP) in 2000 that prioritizes infrastructure improvements and financing techniques for a 5-year period. Various committees held meetings to prioritize their planned improvements in the community. Subsequently, members of the committees met together to prioritize all projects in the City. The following is a list of the prioritization committees:

- Joint Use
- Street
- Beautification
- Parks and Recreation
- Comprehensive Plan
- Public Safety Committee
- Golf Course
- Liquor Control

The CIP prioritized the full range of infrastructure improvements including such items as roads, sidewalks, street department equipment, recreation facilities, picnic shelters, computer equipment, fire trucks, squad cars, streetscape improvements, etc.



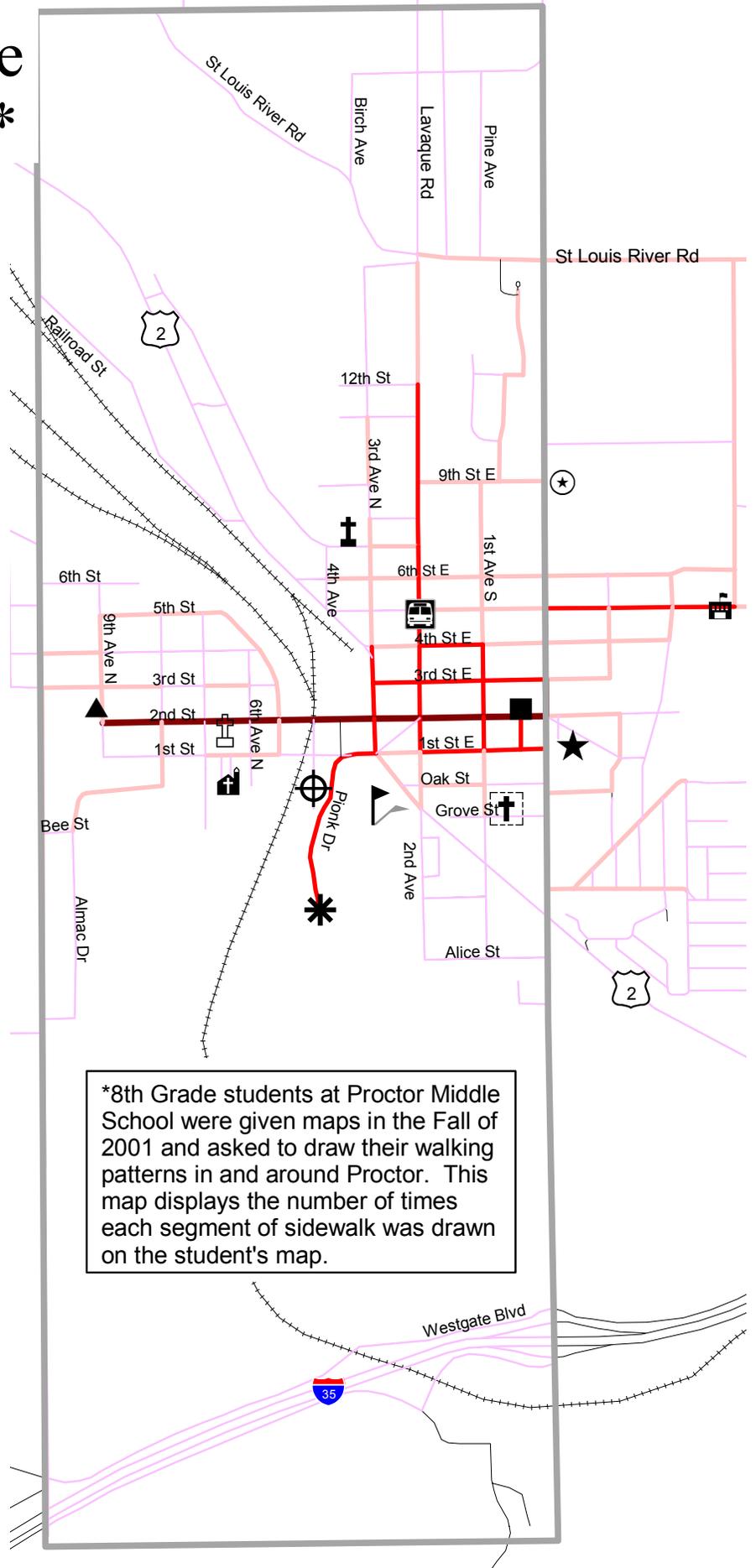
Proctor 8th Grade Walking Routes*

Walking Routes

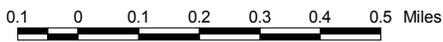
-  0 - 5
-  6-20
-  21-45
-  46 - 90

Points of Interest

-  Bayview Elementary
-  Bethlehem Lutheran
-  Bus Shelter
-  Golf Club House
-  High School/Future Jr High
-  Immanuel Lutheran
-  Junior High School
-  Fairgrounds/Race Track/Hockey
-  St. Rose Catholic
-  Klang Park
-  Proctor Community Center
-  Forbes United Methodist
-  T. Egerdahl Field/
Regional Recreation Center



*8th Grade students at Proctor Middle School were given maps in the Fall of 2001 and asked to draw their walking patterns in and around Proctor. This map displays the number of times each segment of sidewalk was drawn on the student's map.





On April 23, 2002 representatives from the Western Lake Superior Sanitary District (WLSSD) attended the regular meeting of the Proctor Comprehensive Plan Group. They were invited to update the group on WLSSD's progress on the revision of its Comprehensive Plan and to talk about the condition of the sewer system in Proctor. This is an important topic in every community because sewer system expansion and maintenance are very expensive and often are the key to future development of a city.

The sewer system in the Duluth metropolitan area is in poor condition. Because of leaks in the sewer pipes and foundation drains routed directly into the sanitary sewer, rainstorms cause large amounts of water to enter the sanitary sewer system overwhelming the capacity of the system. This causes untreated sewage to overflow into Lake Superior and St. Louis Bay.

WLSSD and the Minnesota Pollution Control Agency currently have an agreement that states that these overflow problems will be corrected within 5 years or no more additions to the system will be allowed. This will be a difficult and expensive problem for the region to solve.

Proctor has experienced overflow problems in its part of the system although they are not as severe as they are in some other parts of the areas served by the sanitary district. Proctor does have an active infiltration/inflow elimination program nearing its completion. WLSSD is currently concentrating a large amount of available resources to solve the most serious problems in the areas that it serves. WLSSD officials are appealing to all local jurisdictions for assistance in solving these problems.

Recreation

The City of Proctor/ISD #704 has a relatively large recreation area – the Proctor Regional Recreation Center – that includes soccer, softball, baseball and football fields as well as a picnic area and hiking trails. There is a nine hole golf course connected to the recreation complex that also includes a new clubhouse. The City would like to see this golf course eventually expanded



Softball and soccer fields at the Proctor Regional Recreation Center

to eighteen holes and has purchased 40 acres of land toward achievement of this goal. One outdoor hockey rink is located in the northeast section of town. A snowmobile trail runs through the southern part of the City along a powerline easement.

There are several recreation areas just beyond the boundaries of the City of Proctor. The southern part of Proctor is adjacent to the Spirit Mountain Recreation Area, which draws visitors from hundreds of miles away for skiing, snowmobiling and hiking. Across the street from Proctor's hockey rink is the South St. Louis County Fairgrounds. This complex contains a race track that holds weekly car racing events during the summer, an

indoor horse arena and an indoor hockey rink. The Fairgrounds also hosts the Southern St. Louis County Fair annually. To the south of the Fairgrounds, also adjacent to the City, are baseball fields that are home to Proctor's Little League. There are several other open recreational fields in this area that are used by the Proctor schools.

Several improvements included in this Plan that citizens of Proctor would like to add to the community include: additional soccer fields; walking, biking and snowmobile trails; and the aforementioned golf course expansion. The City would like to restore Kingsbury Creek and use it as a recreational resource. The City would also like to preserve some open space along this creek in the mostly undeveloped northern part of town.

Intergovernmental Cooperation

The City of Proctor participates in several regional organizations but acknowledges that more should be done to fully inform all individuals in the area of occurrences in Proctor. Because Proctor's school district, Independent School District #704, includes not only Proctor but portions of Duluth and several area townships, there is a natural tendency to form organizations that include citizens of all of these entities.

The Association of Cities, Townships and Schools (ACTS) is one group that addresses concerns on an area wide basis. Proctor has a representative on both the Metropolitan Interstate Committee (MIC) and the MIC's Transportation Advisory Committee. The MIC is the Metropolitan Planning Organization for the Duluth-Superior urbanized area primarily responsible for prioritizing transportation improvements and conducting transportation studies. However, because of its regional nature, it often serves as a forum for other issues that may arise in the area that extend beyond political boundaries.

Proctor is also involved with the Arrowhead Regional Development Commission (ARDC) and its Regional Technical Advisory Committee (RTAC). ARDC is the regional planning agency for the seven counties of northeast Minnesota. The RTAC is responsible for transportation planning in the Arrowhead Region.

Proctor also works with the City of Duluth and St. Louis County on various projects and was involved in last year's Duluth Economic Summit. Despite these accomplishments, the City believes that it must work more closely with its neighbors on land use issues – primarily the Bayview Heights neighborhood of Duluth, Midway Township and the City of Hermantown. Proctor has also expressed an interest in becoming more involved with the Western Lake Superior Sanitary District and the Duluth Transit Authority. The goals and strategies of the intergovernmental cooperation element of the Comprehensive Plan reflect these sentiments.

Future Land Use

A primary focus of the 1997 Comprehensive Plan was to promote economic development throughout the community by encouraging new commercial and residential projects as well as redevelopment opportunities. This focus remains for the 2002 plan. In fact, a primary motivation for updating the plan was the relative success achieved in the community in accomplishing many of the goals laid out in the 1997 plan. The community has been eager to establish new goals for the next several years. These goals are reflected in the overall future land use plan for the City. The Comprehensive Plan Group (CPG) conducted an interactive Geographic Information Systems (GIS) session during the process of developing this document which resulted in the creation of the map on page 43. Table 8 displays the total acreage of the different types of land use and shows their size as a percentage of Proctor's total area.

Proctor Future Land Use as a Percentage of Total Area

TABLE 8

Land Use	Acres	Percentage
Residential	1,040	54.2
Commercial	149	7.8
Industrial	86	4.5
Public (Recreation-Open Space)	155	8.1
Mixed Use - Comm/Res	310	16.2
Mixed Use - Rec/Res	147	7.7
Mixed Use - Comm/Ind	31	1.6
TOTAL	1,918	100.0

Note: Percentages do not add to 100 due to rounding.

General land use categories

The City has chosen to list land use categories using a general format rather than focusing on intensity of use. Some comprehensive plans, for example, show residential areas in detail (1 to 3 units per acre, 4 to 7 units per acre, etc.). The City of Proctor wants to encourage residential growth in the City. The zoning ordinance as currently established has been adequate for establishing residential densities appropriately throughout the community. Any potential changes in density would proceed through the normal zoning change procedures at which time the merits of a particular project can be debated. Certain levels of development intensity are discussed in the categories as a guide for development, however, this does not necessarily exclude different intensities of development. Throughout the community, the City encourages the use of the Community Unit Plan process as outlined in the zoning ordinance. This system allows for more creativity in developments than the traditional requirements of the zoning ordinance.

Residential

This use includes apartments, duplexes, townhomes and single-family residences.

Industrial

A full range of uses from offices to light, medium and heavy industrial use are included. Different levels of intensity for different areas are discussed below.

Commercial

Most businesses that provide goods and services through direct interaction with the public are included.

Public - Recreation/Open Space

Includes uses intended for public use such as schools and government buildings, as well as parks, playgrounds, trails and undeveloped open space.

Mixed Use – Commercial/Industrial

This use is contemplated as a transition area between the downtown and the northwest industrial area. “Light” industrial uses (typically those businesses whose entire operation is housed indoors) can be compatible with commercial uses.

Mixed Use – Recreation/Residential

Recreational and residential uses are generally compatible in the same area.

Mixed Use – Residential/Commercial

There are two different styles of development anticipated in distinctly different areas. In the downtown area, second story apartments above commercial shops are encouraged. In the Interstate 35 corridor, side by side commercial and residential uses can be compatible if the Community Unit Plan is pursued and appropriate buffers are maintained, such as landscaping, fencing and berms.

General land use areas

South Proctor – Interstate 35 Corridor

This area is suitable for commercial and residential development. This is the gateway to Proctor from the south. This section of the City is most likely to experience development pressure over the next several years. Appropriate residential uses in this area include: apartments, condominiums, townhomes and single-family homes. Appropriate commercial uses include, but are not limited to: hotels, restaurants, convenience stores, office uses, retail, theaters, grocery stores and medical facilities.

Boundary Avenue Corridor

This street divides the City of Proctor on the west from the City of Duluth on the east. This corridor includes the land on the west side of the street from the Interstate 35 interchange north to the Highway 2 intersection. This corridor is mostly zoned residential, and while this use is likely to continue for some time, the City anticipates that there may be pressure in the future to convert some of this land to commercial uses. The City encourages this transition, as it would add considerably to the City’s tax base while providing more services to the City’s residents. These potential land use changes will require further study of transportation issues in this corridor. The Metropolitan Interstate Committee is scheduled to conduct a Boundary Avenue Corridor Study in 2003.

Highway 2 Corridor

This highway runs northwest to southeast through the heart of the community. Significant stretches of this road already serve as the primary commercial area of the City. Proctor has determined that the best future use of this corridor is commercial development because of the corridor’s visibility and traffic counts.

Mid-Proctor

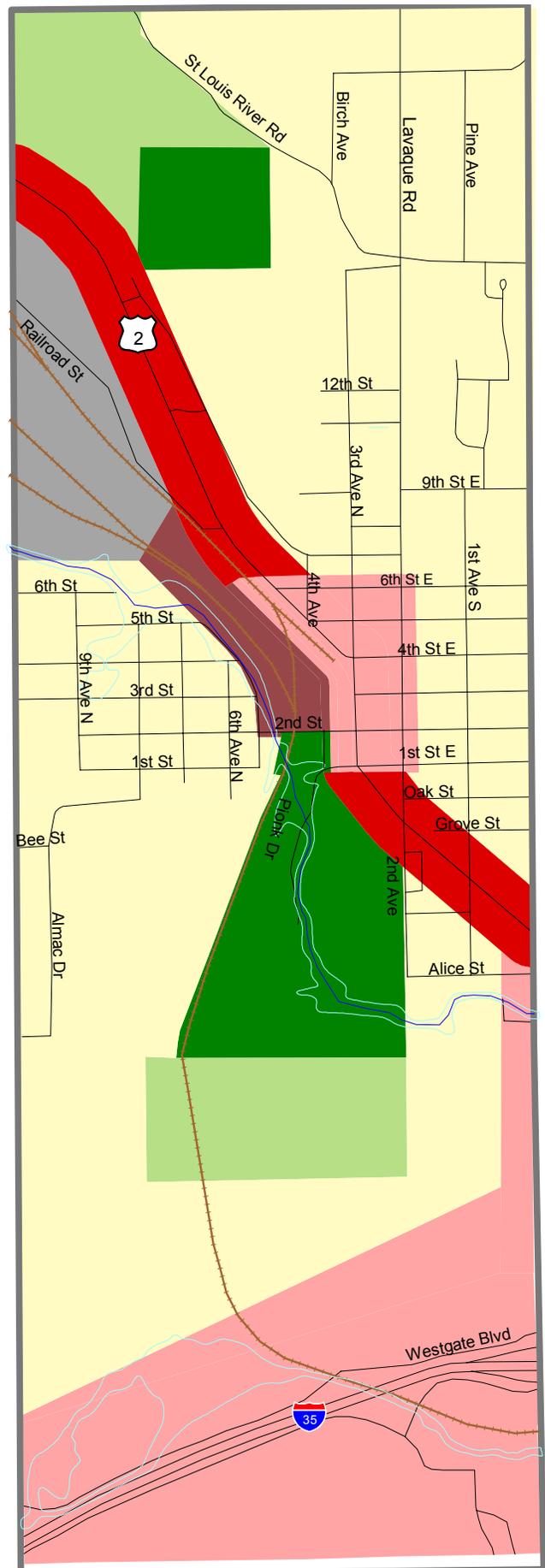
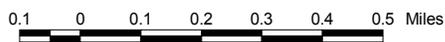
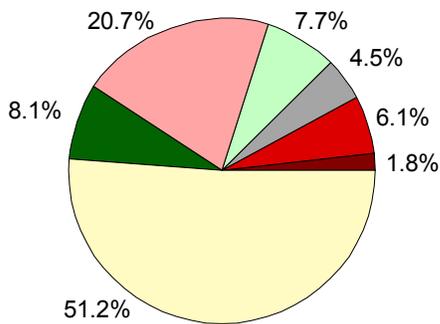
This area extends from the northern edge of the Interstate 35 corridor up to the east-west portion of Almac Drive and the golf course/community center area. Most of the land in this area is undeveloped. It consists of rolling hills and is most suitable for all types of residential development. The central portion of this area is owned by the Proctor school district and has the potential for a new school site. If this use is not pursued, this area could provide a mix of residential and recreational/open space.

Future Land Use

Future Land use



Future Land Use Categories by Percent





The City also envisions the possibility of an expansion of the golf course to 18 holes as well as athletic field expansions at the Proctor Regional Recreation Center. Second Street currently is the only crossing of the railroad tracks in the City other than the freeway and frontage roads on the far south side. For this reason, the City would like to extend Kirkus Street completely from Boundary Avenue on the east to Ugstad Road on the west. The extension would take place through the central part of the Mid-Proctor area. This extension would provide residents with another railroad tracks crossing point as well as opening up the south central part of the City to development.

Central Business District (CBD)/Near East Side

This is the central portion of the City and includes land on both sides of Highway 2. This area is characterized by the downtown commercial strip of Highway 2 and high density, mostly developed residential development to the east. Directly across the street from this commercial strip is the DM&IR railroad yard, whose location is the reason for the existence of the town. The City recognizes that the rail yard will probably exist for a long time to come, but for the purposes of a long range plan, the City also needs to consider what land uses are most appropriate for the area beyond the existence of the rail yard.

The City has decided to include the land immediately west of Highway 2 in the central area of town in the CBD general land use category. The City has concluded that commercial development similar to that which exists on the east side of the street would be appropriate for the west side of the street as well. Throughout this district, traditional commercial development, facing the street with no front setback, is encouraged in this area along with upper story residences above the businesses.



The “Proctor Rock”

Urban Proctor beyond downtown

This area includes high density, mostly developed neighborhoods directly east and north of downtown and west of downtown beyond the rail yard. The differentiating characteristic between this area and downtown is the lack of commercial businesses. For this reason, only residential uses (single-family homes, duplexes, townhomes and apartments) are appropriate in this district.

Near West Mixed Use

This area is viewed as a transition zone between the commercial nature of downtown, the industrial area to the north and the residential area to the west. A mixture of light industrial, office and commercial uses would be appropriate in this area.

Northwest Industrial

This current site of the DM&IR is the most appropriate site in Proctor for continued medium to heavy industrial use. It is the most isolated location from the residential areas of the City and has good access potential to Highway 2.

North Proctor

Because of the topography, it would be quite expensive to extend sewer and water facilities into this region. For this reason, the City views this area as continuing as a somewhat “rural” area with residential construction continuing on large lots. Currently, the zoning ordinance requires a minimum of 5 acres for a residential lot. This requirement is appropriate in order to provide for separate well and septic facilities for each lot. There is also potential in this area for recreational/open space along Kingsbury Creek.

Community Goals and Strategies

The Comprehensive Plan Group (CPG), with input from the public, established eight broad elements in order to provide a framework for the development of goals and strategies. These elements are: land use, economic development, housing, education, transportation, intergovernmental cooperation, recreation and infrastructure.

Goals were then established for each of these elements. In order to achieve each of the goals, specific strategies were subsequently prepared. Finally, an action matrix, timelines and responsible stakeholders were identified. This final step is detailed in the “Action Matrix” section, beginning on page 51.

The following is an outline of the Plan’s goals and strategies:

I. ELEMENT: LAND USE

- A. Goal:** Promote aesthetically pleasing and sustainable downtown business development through redevelopment opportunities.
 - 1. Strategy:** Find uses for vacant properties.
 - 2. Strategy:** Locate funding sources for the streetscape program and downtown redevelopment.
 - 3. Strategy:** Create a downtown committee.
- B. Goal:** Promote creative development possibilities throughout the City to allow for wise use of the land while protecting environmental resources and quality of life.
 - 1. Strategy:** Define, inventory and protect Proctor’s unique natural features and green space.
 - 2. Strategy:** Review the qualifying requirements of the Community Unit Plan of Proctor’s Zoning Ordinance.

II. ELEMENT: ECONOMIC DEVELOPMENT

- A. Goal:** Provide & promote economic opportunities within the community.
 - 1. Strategy:** Recruit businesses that fit the specific needs of the community while creating an atmosphere that is welcoming to these targeted businesses.
 - 2. Strategy:** Work with local developers to brainstorm new business possibilities.
 - 3. Strategy:** Compare development standards & timelines with those of other communities.
 - 4. Strategy:** Work to create and retain employment opportunities with livable wages.
- B. Goal:** Promote tourism of the City.
 - 1. Strategy:** Offer new events and sustain existing events that bring visitors to Proctor.
 - 2. Strategy:** Consider creating a unique, walkable, pedestrian-friendly shopping district that is attractive and interesting that will draw visitors.
 - 3. Strategy:** Consider creating a contest for the most intriguing, unique design for repainting the water tower.
 - 4. Strategy:** Enhance informational signage in the community.
 - 5. Strategy:** Develop ways to better inform the public of Proctor’s relative location to Duluth, Spirit Mountain & Interstate 35.
 - 6. Strategy:** Continue working with Proctor businesses that identify their locations as Duluth to encourage them to identify their locations as Proctor.
 - 7. Strategy:** Improve the existing railroad attraction and consider developing a new one.

C. Goal: Improve community image.

1. Strategy: Create positive occurrences within the community and inform the media of them.
2. Strategy: Conduct a survey to determine the image that Proctor holds with residents and non-residents.
3. Strategy: Define and project the desired image of the City.

D. Goal: Develop strategic partnerships to promote economic development.

1. Strategy: Continue to work with regional & state economic development resources.

III. ELEMENT: HOUSING

A. Goal: Promote infill development.

1. Strategy: Utilize the Proctor Economic Development Authority to acquire vacant lots and/or substandard structures for infill development.

B. Goal: Promote a welcoming atmosphere for new housing construction.

1. Strategy: Initiate discussions with realtors and developers to foster an open dialogue regarding housing.
2. Strategy: Expedite cooperative efforts with residential developers.
3. Strategy: Establish a relationship with a locally based community development corporation.

C. Goal: Promote housing rehabilitation by identifying and removing slum and blight.

1. Strategy: Continue linking homeowners to Arrowhead Economic Opportunity Agency/city/state rehabilitation programs.
2. Strategy: Update and strengthen current nuisance codes.

D. Goal: Encourage the development of life-cycle housing.

1. Strategy: Build a senior living project with ownership transition.
2. Strategy: Develop affordable units for senior living.

IV. ELEMENT: EDUCATION

A. Goal: Work closely with the educational community to ensure that area residents are taught the skills that are needed to prepare them for an ever-changing economy.

1. Strategy: Encourage continued cooperation between the City of Proctor, Economic Development Authority representatives and Independent School District #704 (ISD #704) regarding the school district's strategic planning.
2. Strategy: Encourage the local schools to institute programs that provide citizens with more knowledge of local government, its purpose and its functions.

B. Goal: Encourage school & community partnerships that will enhance learning opportunities for citizens.

1. Strategy: Link the City and ISD #704 web pages.
2. Strategy: Work with Proctor Area Community Center to develop programs for youth at risk.

V. ELEMENT: TRANSPORTATION

A. Goal: Improve the mobility of Proctor residents.

1. Strategy: Ensure that house numbers and street identification signs are adequate.

B. Goal: Ensure that a safe, adequate system of roads is in place in the community.

1. Strategy: Improve the condition of the existing road network within the framework of the capital improvements plan.
2. Strategy: Institute design and traffic-calming techniques to encourage lower traveling speeds

- on new and existing roadways.
- 3. Strategy: Extend Kirkus Street from Boundary Avenue to Ugstad Road.
- 4. Strategy: Promote the creation of an interchange at Interstate 35 & Ugstad Road.
- C. Goal: Decrease the reliance on single-occupant automobile usage.
 - 1. Strategy: Encourage the use of non-motorized modes of transport.
 - 2. Strategy: Encourage the Duluth Transit Authority to implement a plan in order to increase the number of buses in Proctor.

VI. ELEMENT: INTERGOVERNMENTAL COOPERATION

- A. Goal: Work with area governmental agencies to address regional issues.
 - 1. Strategy: Continue to work with Arrowhead Regional Development Commission, St. Louis County and area cities & townships.
- B. Goal: Continue to work with the federal and state governments in order to improve the local community.
 - 1. Strategy: Maintain constant communication with federal and state elected and appointed officials.
 - 2. Strategy: Ensure that city committees are aware of all state & federal programs that could be used in Proctor.
 - 3. Strategy: Encourage the city council to adequately fund legislative efforts.

VII. ELEMENT: RECREATION

- A. Goal: Promote an enhanced quality of life for all age groups through varied recreational opportunities throughout the community.
 - 1. Strategy: Develop additional recreational opportunities within the Proctor Regional Recreation Center.
 - 2. Strategy: Develop additional recreational opportunities in the greater Proctor area.
 - 3. Strategy: Improve Kingsbury Creek and use it as a recreational resource.

VIII. ELEMENT: INFRASTRUCTURE

- A. Goal: Determine and quantify the condition of existing infrastructure.
 - 1. Strategy: Recommend a detailed infrastructure study.
- B. Goal: Continue discussions with local governments on infrastructure issues.
 - 1. Strategy: Work proactively with Midway and St. Louis County on existing and future municipal water and sewer systems.
- C. Goal: Work closely with the Western Lake Superior Sanitary District (WLSSD) to determine long term goals for sewer capacity.
 - 1. Strategy: Assign a City representative to participate in WLSSD's plan development.
- D. Goal: Determine and quantify condition of water and sewer facilities.
 - 1. Strategy: Prioritize areas for extending infrastructure.

Implementation

Throughout the various elements of the Comprehensive Plan, certain goals and strategies have been suggested as means to achieving the community vision. The Comprehensive Plan is intended to be the tool that measures the progress of the community in working towards its collective vision.

Implementation of the plan can occur in several ways. The strategies may result in end products such as creation of jobs, the preservation of open space or the building of new housing. But the plan can also be implemented in a less obvious way such as when city staff, planning commissioners or city council members refer to the plan's policy statements as a guide to making key decisions. In any case, the key to implementing the plan is to keep it readily available for use and to periodically review it, providing updates and changes as needed to keep it current.

Action Matrix

The method of implementation to be used in this plan is an action plan matrix (see next page). Action steps are listed for many of the goals and strategies identified, with a timeline established in order to prioritize and monitor the progress toward achievement of the goals.

LAND USE ELEMENT

GOAL A: Promote aesthetically pleasing and sustainable downtown business development through redevelopment opportunities

STRATEGY: FIND USES FOR VACANT PROPERTIES			
Action Steps	Comments	When	Responsible Stakeholder(s)
Keep existing property list up to date and distribute to appropriate organizations		Ongoing	City Staff
Advertise in appropriate publications (including those in the Twin Cities area) which cater to small businesses that could occupy vacant space (not necessarily specific properties)		Spring, 2003	Proctor Economic Development Authority, Chamber of Commerce

STRATEGY: LOCATE FUNDING SOURCES FOR THE STREETScape PROGRAM AND DOWNTOWN REDEVELOPMENT			
Action Steps	Comments	When	Responsible Stakeholder(s)
Continue soliciting Community Development Block Grants, business rehabilitation and other loan/grant funds		2003-2004	City Council, Proctor Economic Development Authority (PEDA), Chamber of Commerce
Search for public funding assistance without prevailing wage restrictions		Ongoing	PEDA & City Council
Work with local financing sources to provide funding		2002-2003	Chamber of Commerce, PEDA, City Council
Work with the Minnesota Department of Transportation and the Arrowhead Regional Development Commission to secure enhancement funding for streetscape improvements	Applications due in November of each year, funding approval is for projects that will begin 3 years later	2003-2004	City Council directed

LAND USE ELEMENT, continued

GOAL A: Promote aesthetically pleasing and sustainable downtown business development through redevelopment opportunities

STRATEGY: CREATE A DOWNTOWN COMMITTEE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Work with the Chamber of Commerce and Proctor Economic Development Authority (PEDA) to establish this committee		2003	PEDA & Chamber of Commerce

GOAL B: Promote creative development possibilities throughout the City to allow for wise use of the land while protecting environmental resources and quality of life

STRATEGY: DEFINE, INVENTORY AND PROTECT PROCTOR'S UNIQUE NATURAL FEATURES AND GREEN SPACE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Discuss/write codes that provide and encourage flexibility in housing (density credits, cluster developments) that will result in more green/public space		2002-2004	Planning & Zoning Commission
Review all development proposals to ensure that they meet wetland & floodplain regulations		Ongoing	Planning & Zoning Commission, City Staff

STRATEGY: REVIEW THE QUALIFYING REQUIREMENTS OF THE COMMUNITY UNIT PLAN SECTION OF PROCTOR'S ZONING ORDINANCE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Review the minimum parcel size needed to qualify for this concept		2002	Planning & Zoning Commission
Review the list of allowable uses in the existing ordinance that qualify for this concept		2002	Planning & Zoning Commission

ECONOMIC DEVELOPMENT ELEMENT

GOAL A: Provide & promote economic opportunities within the community

STRATEGY: RECRUIT BUSINESSES THAT FIT THE SPECIFIC NEEDS OF THE COMMUNITY WHILE CREATING AN ATMOSPHERE THAT IS WELCOMING TO THESE TARGETED BUSINESSES

Action Steps	Comments	When	Responsible Stakeholder(s)
Produce a list of targeted business categories		2002-2003	Chamber of Commerce, Proctor Economic Development Authority (PEDA)
Produce a plan to communicate consistently with new business contacts		2002-2003	Chamber of Commerce, PEDA
Create a promotional/business recruitment brochure that includes area information and city programs available with the purpose of attracting business to Proctor and distribute to stakeholders		2003	Chamber of Commerce, PEDA

STRATEGY: WORK WITH LOCAL DEVELOPERS TO BRAINSTORM NEW BUSINESS POSSIBILITIES

Action Steps	Comments	When	Responsible Stakeholder(s)
Set up brainstorming meetings		2002-2003	Proctor Economic Development Authority

STRATEGY: COMPARE DEVELOPMENT STANDARDS & TIMELINES WITH THOSE OF OTHER COMMUNITIES

Action Steps	Comments	When	Responsible Stakeholder(s)
Promote an expedited approval process for appropriate developments	Start in February, 2003	2002-2003	Planning & Zoning Commission, City Council

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL A: Provide & promote economic opportunities within the community

STRATEGY: WORK TO CREATE AND RETAIN EMPLOYMENT OPPORTUNITIES WITH LIVABLE WAGES			
Action Steps	Comments	When	Responsible Stakeholder(s)
Encourage former area high school graduates to move back to Proctor		Ongoing	Proctor Economic Development Authority (PEDA), Chamber of Commerce, Independent School District #704 (ISD #704)
Include information in REA ³ D (Rails, Endowment, Arts, Academics, Athletics & Development) and other mailings sent to ISD #704 graduates		2003	PEDA, Chamber of Commerce, ISD #704

GOAL B: Promote tourism of the City

STRATEGY: OFFER NEW EVENTS AND SUSTAIN EXISTING EVENTS THAT BRING VISITORS TO PROCTOR			
Action Steps	Comments	When	Responsible Stakeholder(s)
Review fiscal support for community events		Ongoing	Chamber of Commerce, Tourism Committee, City Council
Create a list of potential community events and act on them	Start in January, 2003	2003	Community organizations, Tourism Committee, City Council
Distribute promotional brochures at community events		Ongoing	All parties
Streamline the coordination of press releases for special events		2003	ISD #704, City Staff

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL B: Promote tourism of the City

STRATEGY: CONSIDER CREATING A UNIQUE, WALKABLE, PEDESTRIAN-FRIENDLY SHOPPING DISTRICT THAT IS ATTRACTIVE AND INTERESTING THAT WILL DRAW VISITORS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Install decorative light fixtures downtown		2002-2003	Chamber of Commerce, Proctor Economic Development Authority (PEDA), Public Utilities Commission (PUC), City Council, Downtown Businesses
Design a streetscape program		2003-2004	Chamber of Commerce, PEDA, City Council, Beautification Committee
Develop a walking trail from Boundary Avenue to First Street		2003-2004	Beautification Committee, Chamber of Commerce, City Council
Install a business district sign on South Boundary that indicates mileage to the downtown		2003	Chamber of Commerce, City Council

STRATEGY: CONSIDER CREATING A CONTEST FOR THE MOST INTRIGUING, UNIQUE DESIGN FOR REPAINTING THE WATER TOWER			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement program		2002	PUC

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL B: Promote tourism of the City

STRATEGY: ENHANCE INFORMATIONAL SIGNAGE IN THE COMMUNITY			
Action Steps	Comments	When	Responsible Stakeholder(s)
Work with Minnesota Department of Transportation to erect Proctor population signs on Interstate 35 so that visitors will know when they are in Proctor while traveling the freeway		2002	City Council, Minnesota Department of Transportation, Metropolitan Interstate Committee
Install informational signage regarding the high school, athletic fields, recreation center, community center, hockey rinks and fairgrounds		2002-03	Independent School District #704 (ISD #704), City Council, Street Committee
Provide a community billboard at the intersection of 2nd Street and Highway 2	Start in November, 2002	2002	ISD #704

STRATEGY: DEVELOP WAYS TO BETTER INFORM THE PUBLIC OF PROCTOR'S RELATIVE LOCATION TO DULUTH, SPIRIT MOUNTAIN & INTERSTATE 35			
Action Steps	Comments	When	Responsible Stakeholder(s)
Review the possible creation of a caricature map		2002-2003	Tourism Committee
Encourage community members to hold events at the community center		Ongoing	All parties
Develop contacts within the fine arts community		2002-2003	ISD #704
Establish an inventory of community facilities, i.e., size, features, capacity, etc.		2003	Area Churches Together, Association of Cities, Townships and Schools (ACTS), Chamber of Commerce
Coordinate a consistent calendar of community events	Include townships in this process, the school district will be the lead organization for this project	2002	ISD #704, Community Education, ACTS, Webmasters, Tourism Committee

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL B: Promote tourism of the City

STRATEGY: CONTINUE WORKING WITH PROCTOR BUSINESSES THAT IDENTIFY THEIR LOCATIONS AS DULUTH TO ENCOURAGE THEM TO IDENTIFY THEIR LOCATIONS AS PROCTOR			
Action Steps	Comments	When	Responsible Stakeholder(s)
Continue targeting Proctor businesses that are listing Duluth as their location and make appropriate contact		Ongoing	Chamber of Commerce (C of C), City Council (CC)

STRATEGY: IMPROVE THE EXISTING RAILROAD ATTRACTION AND CONSIDER DEVELOPING A NEW ONE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Paint the engine and caboose (also install window covers in the engine and caboose)		2002-2003	Historical Society, CC
Paint the plane		2002	CC
Create an improved historical marker for the engine		2003-2005	Historical Society, CC
Relocate the power panel to a location behind the pine tree		2002-2003	Public Utilities Commission, Beautification Committee
Install parking signage in the golf course lot for train/plane viewing		2003	Historical Society, CC, Street Committee, Proctor Golf Inc.
Review potential ideas for railroad themed attractions		2003-2005	Historical Society, Independent School District #704 (ISD #704), CC
Promote the historical society		Ongoing	Historical Society, Tourism Committee, C of C, ISD #704

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL C: Improve community image

STRATEGY: CREATE POSITIVE OCCURRENCES WITHIN THE COMMUNITY AND INFORM THE MEDIA OF THEM			
Action Steps	Comments	When	Responsible Stakeholder(s)
Establish one source of coordinating information distribution including ISD #704 and the Association of Cities, Townships and schools (ACTS)	Independent School District #704 (ISD #704) is the lead organization for this project	2002	All parties
Research funding options and grants to improve the community image		Ongoing	ISD #704, City Staff
Facilitate a brainstorming session with a goal of finding ways to enhance the City's image and expand media attention		2003	Comprehensive Plan Group

STRATEGY: CONDUCT A SURVEY TO DETERMINE THE IMAGE THAT PROCTOR HOLDS WITH RESIDENTS AND NON-RESIDENTS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Determine the audience		2003	Comprehensive Plan Group
Determine the method to be used		2003	Comprehensive Plan Group
Write survey		2003	Comprehensive Plan Group
Conduct survey		2003	Comprehensive Plan Group
Compile the results		2003	Comprehensive Plan Group

STRATEGY: DEFINE AND PROJECT THE DESIRED IMAGE OF THE CITY			
Action Steps	Comments	When	Responsible Stakeholder(s)
Determine action steps after the results of the image survey are compiled		2003-2004	To be determined based on the results of the survey

ECONOMIC DEVELOPMENT ELEMENT, continued

GOAL D: Develop strategic partnerships to promote economic development

STRATEGY: CONTINUE TO WORK WITH REGIONAL & STATE ECONOMIC DEVELOPMENT RESOURCES			
Action Steps	Comments	When	Responsible Stakeholder(s)
Maintain contact with Arrowhead Business Connection/Northspan		Ongoing	City Council, Proctor Economic Development Authority (PEDA)
Renew a discussion with Aquilla (natural gas provider)		Ongoing	PEDA, City Council
Create a contact with Northeast Venture Capital		2003-2004	PEDA, Chamber of Commerce
Maintain contact with the small business center at the University of Minnesota at Duluth		2002-2004	Independent School District #704, DECA, City Staff
Maintain contact with the Department of Trade & Economic Development		Ongoing	PEDA, City Council
Maintain contact with Arrowhead Regional Development Commission		Ongoing	City Council, City Staff

HOUSING ELEMENT

GOAL A: Promote infill development

STRATEGY: UTILIZE THE PROCTOR ECONOMIC DEVELOPMENT AUTHORITY (PEDA) TO ACQUIRE VACANT LOTS AND/OR SUBSTANDARD STRUCTURES FOR INFILL DEVELOPMENT			
Action Steps	Comments	When	Responsible Stakeholder(s)
Identify and evaluate potential projects		Ongoing	Proctor Economic Development Authority (PEDA), Independent School District #704 (ISD #704), Private Sector
Form partnerships to build housing		Ongoing	PEDA, ISD #704, Private Sector
Acquire properties		Ongoing	PEDA, ISD #704, Private Sector
Begin development		Ongoing	PEDA, ISD #704, Private Sector
Educate PEDA on its Housing Redevelopment Authority (HRA) powers		2003	Bond Council, City Staff, Local HRA representatives

GOAL B: Promote a welcoming atmosphere for new housing construction

STRATEGY: INITIATE DISCUSSIONS WITH REALTORS AND DEVELOPERS TO FOSTER AN OPEN DIALOGUE REGARDING HOUSING			
Action Steps	Comments	When	Responsible Stakeholder(s)
Hold events that will help bring stakeholders together to discuss the housing market	Start in June, 2003	2003	PEDA, Chamber of Commerce, Comprehensive Plan Group, ISD #704
Send a community fact sheet mailing to realtors	ISD #704 will include in PowerPoint presentation	2003	PEDA, Chamber of Commerce

HOUSING ELEMENT, continued

GOAL B: Promote a welcoming atmosphere for new housing construction

STRATEGY: EXPEDITE COOPERATIVE EFFORTS WITH RESIDENTIAL DEVELOPERS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Call all past interested parties to determine why projects have not started		2002	Proctor Economic Development Authority (PEDA)
Determine strengths & weaknesses of Proctor for development		2002-2003	PEDA, Planning & Zoning Commission, City Council
Develop a plan of action regarding the above steps		2003	PEDA, City Council

STRATEGY: ESTABLISH A RELATIONSHIP WITH A LOCALLY BASED COMMUNITY DEVELOPMENT CORPORATION			
Action Steps	Comments	When	Responsible Stakeholder(s)
Work with the Arrowhead Economic Opportunity Agency to identify Community Housing Development Organizations that work in our area and establish relationships with them		2003-2004	PEDA, City Council, City Staff
Annually review housing production goal and accomplishments		Ongoing	City Council

HOUSING ELEMENT, continued

GOAL C: Promote housing rehabilitation by identifying and removing slum and blight

STRATEGY: CONTINUE LINKING HOMEOWNERS TO ARROWHEAD ECONOMIC OPPORTUNITY AGENCY /CITY/STATE REHABILITATION PROGRAMS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Advertise and promote the availability of funds		Ongoing	Proctor Redevelopment Committee

STRATEGY: UPDATE AND STRENGTHEN CURRENT NUISANCE CODES			
Action Steps	Comments	When	Responsible Stakeholder(s)
List code violations in the police report section of the newspaper (possibly addresses)		Ongoing	Planning & Zoning Commission, Police, Building Department
Make equitable code enforcement an ongoing process		Ongoing	Planning & Zoning Commission, Police, Building Department

GOAL D: Encourage the development of life-cycle housing

STRATEGY: BUILD A SENIOR LIVING PROJECT WITH OWNERSHIP TRANSITION			
Action Steps	Comments	When	Responsible Stakeholder(s)
Define and contact interested parties		2002-2003	Proctor Economic Development Authority (PEDA), City Council, City Staff
Work with Independent School District #704 (ISD #704) on the intermediate building issues		2002-2003	PEDA, City Council, Chamber of Commerce, ISD #704

HOUSING ELEMENT, continued

GOAL D: Encourage the development of life-cycle housing

STRATEGY: DEVELOP AFFORDABLE UNITS FOR SENIOR LIVING			
Action Steps	Comments	When	Responsible Stakeholder(s)
Update inventory of designated affordable units		2002-2003	PEDA
Determine the level of demand for these units and the occupancy rates		2003	PEDA, Public Utilities Commission
Determine the demographics of seniors in the area, including those outside Proctor	Analyze census results	2003	City Council, PEDA
Survey empty nesters to determine lifestyle and future expectations		2003	PEDA
Review existing market analysis information and determine needs		2003	PEDA
Attract developer(s)		ongoing	PEDA, Chamber of Commerce, ISD #704, City Council

EDUCATION ELEMENT

GOAL A: Work closely with the educational community to ensure that area residents are taught the skills that are needed to prepare them for an ever-changing economy

STRATEGY: ENCOURAGE CONTINUED COOPERATION BETWEEN THE CITY, PROCTOR ECONOMIC DEVELOPMENT AUTHORITY REPRESENTATIVES AND INDEPENDENT SCHOOL DISTRICT #704 (ISD #704) REGARDING THE SCHOOL DISTRICT'S STRATEGIC PLANNING			
Action Steps	Comments	When	Responsible Stakeholder(s)
Encourage the school district to publicize its Strategic Plan		Ongoing	City Council
Encourage governmental entities to attend and participate in ISD #704 annual strategic planning process		Ongoing	City Council, Association of Cities, Townships and Schools

STRATEGY: ENCOURAGE THE LOCAL SCHOOLS TO INSTITUTE PROGRAMS THAT PROVIDE CITIZENS WITH MORE KNOWLEDGE OF LOCAL GOVERNMENT, ITS PURPOSE AND ITS FUNCTIONS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Establish a city youth advisory council		2003-2004	City Council, ISD #704, Community Education
Work with schools to establish curriculum on local governmental units		2002-2003	City Council, ISD #704

EDUCATION ELEMENT, continued

GOAL B: Encourage school & community partnerships that will enhance learning opportunities for citizens

STRATEGY: LINK THE CITY AND INDEPENDENT SCHOOL DISTRICT #704 (ISD #704) WEB PAGES			
Action Steps	Comments	When	Responsible Stakeholder(s)
Complete the city web page		2002-2003	City Council, City Staff
Update ISD #704 web page		Ongoing	ISD #704
Encourage the use of the high-tech Proctor Area Community Center (PACC) library		Ongoing	City Council, ISD #704, Community Education
Encourage ISD #704 to use city green space for studies		Ongoing	City Council, Parks & Recreation, ISD #704

STRATEGY: WORK WITH PACC TO DEVELOP PROGRAMS FOR YOUTH AT RISK			
Action Steps	Comments	When	Responsible Stakeholder(s)
Develop and staff a summer and after-school recreational program for youth at risk		2003-2004	Parks & Recreation, Community Education, City Council

TRANSPORTATION ELEMENT

GOAL A: Improve the mobility of Proctor residents

STRATEGY: ENSURE THAT HOUSE NUMBERS AND STREET IDENTIFICATION SIGNS ARE ADEQUATE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Inventory and replace street signs with aesthetically pleasing signs		2004-2005	Street Committee, Public Safety Committee, City Council
Review existing ordinances governing house signs and amend if necessary		2002-2003	Public Safety Committee, City Council, Planning & Zoning Commission

GOAL B: Ensure that a safe, adequate system of roads is in place in the community

STRATEGY: IMPROVE THE CONDITION OF THE EXISTING ROAD NETWORK WITHIN THE FRAMEWORK OF THE CAPITAL IMPROVEMENTS PLAN			
Action Steps	Comments	When	Responsible Stakeholder(s)
Establish criteria for evaluating the road network		2002-2003	Street Committee, Arrowhead Regional Development Commission, City Council, Public Utilities Commission (PUC)
Prioritize road improvements		Ongoing	Street Committee, City Council, PUC
Determine costs of improvements		2002-2003	City Engineer, Street Committee, City Council
Install pavement, curb, gutter & sidewalks for all city streets		Ongoing	City Council, Street Committee

TRANSPORTATION ELEMENT, continued

GOAL B: Ensure that a safe, adequate system of roads is in place in the community

STRATEGY: INSTITUTE DESIGN AND TRAFFIC-CALMING TECHNIQUES TO ENCOURAGE LOWER TRAVELING SPEEDS ON NEW AND EXISTING ROADWAYS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Determine which roadways need calming		2003-2004	Street Committee, Police
Review existing methods and designs		2003-2004	Street Committee
Prioritize in Capital Improvements Plan (CIP)		2003-2004	Street Committee

STRATEGY: EXTEND KIRKUS STREET FROM BOUNDARY AVENUE TO UGSTAD ROAD			
Action Steps	Comments	When	Responsible Stakeholder(s)
Obtain information necessary regarding potential funding sources		2002-2003	City Council
Determine the incremental costs of each section of roadway		2002-2003	City Engineer, City Council
Prioritize in CIP		2002-2003	City Council

TRANSPORTATION ELEMENT, continued

GOAL B: Ensure that a safe, adequate system of roads is in place in the community

STRATEGY: PROMOTE THE CREATION OF AN INTERCHANGE AT INTERSTATE 35 AND UGSTAD ROAD			
Action Steps	Comments	When	Responsible Stakeholder(s)
Review federal highway guidelines		2003-2004	Public Safety Committee (PSC), Proctor Economic Development Authority (PEDA), Street Committee (SC), Chamber of Commerce (C of C), City Council (CC), Metropolitan Interstate Committee (MIC), Minnesota Department of Transportation (MNDot)
Analyze the pros and cons of an interchange		2003-2004	PSC, PEDA, SC, C of C, CC, MIC, MNDot

GOAL C: Decrease the reliance on single-occupant automobile usage

STRATEGY: ENCOURAGE THE USE OF NON-MOTORIZED MODES OF TRANSPORT			
Action Steps	Comments	When	Responsible Stakeholder(s)
Increase the number of miles of pedestrian and bicycle paths in the City		2003-2004	Parks & Recreation (P & R), SC, CC, MIC
Determine needs by examining departure and destination points, usage, etc.		2003-2004	P & R, SC, CC, MIC
Study sidewalk needs - new and replacement		2003-2004	SC, CC, PSC, MIC
Prioritize in Capital Improvements Plan		2003-2004	Street Committee, MIC
Initiate Phase 2 of the <u>Duluth-Superior Metropolitan Area Bikeways Plan</u>		2003-2004	MIC, City Council, City Staff

TRANSPORTATION ELEMENT, continued

GOAL C: Decrease the reliance on single-occupant automobile usage

STRATEGY: ENCOURAGE THE DULUTH TRANSIT AUTHORITY (DTA) TO IMPLEMENT A PLAN THAT WILL INCREASE THE NUMBER OF BUSES IN PROCTOR			
Action Steps	Comments	When	Responsible Stakeholder(s)
Get a Proctor representative on the DTA Board		2003	City Council (CC), DTA
Review DTA results of its 2002 <u>Service Analysis & Downtown Interaction Study</u>		2003	CC, Railview Action Committee

INTERGOVERNMENTAL COOPERATION ELEMENT

GOAL A: Work with area governmental agencies to address regional issues

STRATEGY: CONTINUE TO WORK WITH ARROWHEAD REGIONAL DEVELOPMENT COMMISSION (ARDC), ST. LOUIS COUNTY AND AREA CITIES & TOWNSHIPS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Continue active participation in the Metropolitan Interstate Committee and the Transportation Advisory Committee		Ongoing	CC
Continue to inform surrounding communities of public meetings - especially Midway & the Bayview Heights neighborhood		Ongoing	CC, Planning & Zoning Commission, Proctor Economic Development Authority, Comprehensive Plan Group
Continue working with Association of Cities, Townships and Schools (ACTS)		Ongoing	CC, Independent School District #704
Consider enhancing relations with Bayview Heights and Midway and integrating these communities with Proctor		2003-2004	CC, City of Duluth, Midway Township
Inventory existing recreational needs and determine necessary improvements		2003-2004	Parks & Recreation, CC, ACTS

INTERGOVERNMENTAL COOPERATION ELEMENT, continued

GOAL B: Continue to work with the federal and state governments in order to improve the local community

STRATEGY: MAINTAIN CONSTANT COMMUNICATION WITH FEDERAL AND STATE ELECTED AND APPOINTED OFFICIALS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement strategy		Ongoing	City Council, Chamber of Commerce

STRATEGY: ENSURE THAT CITY COMMITTEES ARE AWARE OF ALL STATE & FEDERAL PROGRAMS THAT COULD BE USED IN PROCTOR			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement strategy		Ongoing	City Council, Independent School District #704

STRATEGY: ENCOURAGE THE CITY COUNCIL TO ADEQUATELY FUND LEGISLATIVE EFFORTS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement strategy		Ongoing	City Council (CC), Chamber of Commerce

RECREATION ELEMENT

GOAL A: Promote an enhanced quality of life for all age groups through varied recreational opportunities throughout the community

STRATEGY: DEVELOP ADDITIONAL RECREATIONAL OPPORTUNITIES WITHIN THE PROCTOR REGIONAL RECREATION CENTER (PRRC)			
Action Steps	Comments	When	Responsible Stakeholder(s)
Determine needs of PRRC area (amenities and recreational)	Parks & Recreation will be the lead group on this project.	2002-2003	Parks & Recreation (P & R), Community Education (CE), CC, Independent School District #704 (ISD #704)
Prioritize needs		2002-2003	P & R, CE, CC, ISD #704
Search for funding sources		Ongoing	P & R, CE, CC, ISD #704
Prioritize in Capital Improvements Plan		Ongoing	P & R, CE, CC, ISD #704
Advertise and promote the opportunities that are available at the PRRC		Ongoing	Parks & Recreation, Community Education, CC, ISD #704

STRATEGY: DEVELOP ADDITIONAL RECREATIONAL OPPORTUNITIES IN THE GREATER PROCTOR AREA			
Action Steps	Comments	When	Responsible Stakeholder(s)
Determine needs of area (amenities and recreational)		2002-2003	Parks & Recreation (P & R), Community Education (CE), City Council (CC), Independent School District #704 (ISD #704)
Prioritize needs		2002-2003	P & R, CE, CC, ISD #704
Search for funding sources		2002-2003	P & R, CE, CC, ISD #704
Prioritize in Capital Improvements Plan		2002-2003	P & R, CE, CC, ISD #704
Advertise the opportunities that are available in the greater Proctor area		2002-2003	P & R, CE, CC, ISD #704
Provide a connecting segment between the Munger & North Shore Trails to provide a seamless snowmobile/biking/walking trail through Proctor		2002-2004	P & R, CE, CC, ISD #704

RECREATION ELEMENT, continued

GOAL B: Identify and prioritize the community's long term recreational needs and plan for such needs by allocating the appropriate amount of property for this purpose

STRATEGY: IMPROVE KINGSBURY CREEK AND USE IT AS A RECREATIONAL RESOURCE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Investigate dredging issues		2002	Parks & Recreation (P&R), Street Committee, Department of Natural Resources, City Council (CC)
Start an initial trail segment along the creek		2003-2004	P & R, Beautification Committee (BC)
Determine options for best use		2003-2004	P & R, BC
Determine possible funding sources and partners		2003-2004	P & R, BC
Review possibilities for creek by reviewing similar situations		2003-2004	P & R, BC
Develop a plan for best use		2003-2004	P & R, BC

INFRASTRUCTURE ELEMENT

GOAL A: Determine and quantify the condition of existing infrastructure

STRATEGY: RECOMMEND A DETAILED INFRASTRUCTURE STUDY			
Action Steps	Comments	When	Responsible Stakeholder(s)
Evaluate/rate existing roads, sidewalks, storm sewers and water and sewer systems	Engage the services of an engineer when necessary	2003-2005	City Engineer, Street Committee, City Council, Public Utilities Commission
Prioritize needs		2003-2005	City Engineer, Street Committee, City Council, Public Utilities Commission
Include results in the Capital Improvements Plan		2003-2005	City Engineer, Street Committee, City Council, Public Utilities Commission

GOAL B: Continue discussions with local governments on infrastructure issues

STRATEGY: WORK PROACTIVELY WITH MIDWAY AND ST. LOUIS COUNTY ON EXISTING AND FUTURE MUNICIPAL WATER AND SEWER SYSTEMS			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement strategy		2003-2005	City Engineer, Street Committee, City Council, Public Utilities Commission, St. Louis County

INFRASTRUCTURE ELEMENT, continued

GOAL C: Work closely with the Western Lake Superior Sanitary District (WLSSD) to determine long term goals for sewer capacity

STRATEGY: ASSIGN A CITY REPRESENTATIVE TO PARTICIPATE IN WLSSD'S PLAN DEVELOPMENT			
Action Steps	Comments	When	Responsible Stakeholder(s)
Implement strategy		2002	City Council, Chamber of Commerce

GOAL D: Determine and quantify condition of water and sewer facilities

STRATEGY: PRIORITIZE AREAS FOR EXTENDING INFRASTRUCTURE			
Action Steps	Comments	When	Responsible Stakeholder(s)
Extend sewer system to areas where there are failing septic systems		2003-2005	City Engineer, Street Committee, City Council, affected residents
Review established framework for shared financing of infrastructure for new residential development		2002-2003	City Council, Proctor Economic Development Authority (PEDA)
Define methods of serving new commercial development with infrastructure		2003-2005	City Council, PEDA

APPENDIX



2001 Community Survey Results

1. Do you think Proctor has a clear vision for the future?

	<u>2001</u>	<u>1996</u>
➤ Yes	26%	20%
➤ No	17%	15%
➤ Not sure	57%	58%

2. Do you think more housing is needed in Proctor?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ Yes	78%	73%	57%
➤ No	11%	14%	23%
➤ Not sure*	11%	9%	18%

*Listed as “no opinion” in 1996 & 1974

3. If you answered yes, what type of housing do you feel is needed?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ Single family	58%	44%	41%
➤ Senior	39%	25%	NA
➤ Townhouses	38%	31%	5%
➤ Small apartment buildings	34%	30%	41%
➤ Large/medium apartment buildings	28%	21%	22%
➤ Subsidized housing	10%	10%	NA
➤ Duplex	10%	15%	7%
➤ Assisted living	2%	NA	NA
➤ Condos	<1%	NA	NA
➤ Mobile homes	0%	<1%	4%

4. Where has most of the economic development occurred in the last 2 years?

➤ Highway 2 & Boundary Avenue	45%
➤ Interstate 35 corridor	41%
➤ Downtown	9%
➤ Outside Proctor	3%
➤ East Side	1%

5. Where should future economic development occur?

➤ Downtown	32%
➤ I-35 corridor	32%
➤ Highway 2	14%
➤ Highway 2 West	6%
➤ Railroad yard	3%
➤ Ugstad Road	3%
➤ North side	2%
➤ East side	1%
➤ Highway 2 & Boundary Avenue	1%
➤ Industrial Park	1%

- St. Louis River Road 1%
- In home businesses 1%
- Spread around town 1%

6. Do you feel that the transportation system (highways, buses, bicycles, etc.) is adequate today?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ Yes	69%	50%	30%
➤ No	22%	33%	62%
➤ No opinion*	9%	9%	6%

*Listed as “N/A” in 1996 & 1974

If you answered no, please explain.

- Improve/expand bus service 31%
- Improve bike trails 28%
- Improve sidewalks/walking trails 26%
- Improve roads 18%
- Add a west to east connection on the south side 8%
- Reduce speed limits 3%
- Pave more roads 3%
- Park & ride lots 3%
- ATV/snomobile trails 3%

7. How long have you lived in Proctor?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ 0-4 years	11%	12%	22%
➤ 5-15 years	23%	22%	22%
➤ 15 or more years	66%	64%	53%

8. What type of housing do you live in?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ Single family home	92%	88%	96%
➤ Apartment	3%	3%	3%
➤ Condo	3%	NA	NA
➤ Mobile home	<1%	1%	1%
➤ Rectory	<1%	NA	NA
➤ Duplex	<1%	1%	1%

9. Do you own or rent?

	<u>2001</u>	<u>1996</u>
➤ Own	90%	92%
➤ Rent	4%	4%
➤ No answer	6%	3%

10. Where do the residents in your household work?

	<u>2001</u>	<u>1996</u>	<u>1974</u>
➤ Duluth	55%	36%	31%
➤ Proctor	28%	12%	37%
➤ Superior	10%	NA	NA
➤ Hermantown	7%	NA	NA
➤ Cloquet	6%	NA	NA
➤ Carlton	1%	NA	NA
➤ Moose Lake	<1%	NA	NA
➤ Two Harbors	<1%	NA	NA
➤ Nopeming	<1%	NA	NA
➤ Retired	17%	NA	NA
➤ Not Applicable	14%	3%	8%

11. What types of development and locations of that development would you like to see in Proctor?

➤ Redevelopment of existing & commercial areas:

▪ Location A	3%
▪ Location B	6%
▪ Location C	32%
▪ Location D	7%
▪ Location E	2%
▪ Location not identified	13%

Percentage that checked this development type: 57%

➤ New retail and/or commercial businesses:

▪ Location A	8%
▪ Location B	7%
▪ Location C	28%
▪ Location D	21%
▪ Location E	19%
▪ Location not identified	24%

Percentage that checked this development type: 78%

➤ New manufacturing and/or industrial businesses:

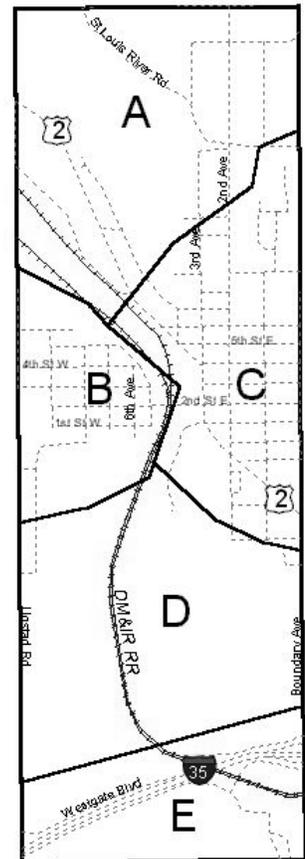
▪ Location A	20%
▪ Location B	1%
▪ Location C	4%
▪ Location D	12%
▪ Location E	4%
▪ Location not identified	13%

Percentage that checked this development type: 50%

➤ New residential areas:

▪ Location A	21%
▪ Location B	14%

**Proctor's 5
TAZ's**



For an explanation of TAZ's, please see page 6.

- Location C 6%
 - Location D 19%
 - Location E 4%
 - Location not identified 9%
- Percentage that checked this development type: 53%

New park and/or recreation facilities:

- Location A 5%
 - Location B 7%
 - Location C 9%
 - Location D 14%
 - Location E 1%
 - Location not identified 6%
- Percentage that checked this development type: 35%

12. Please indicate the letter of the area on the map where your home is located.

	<u>2001</u>	<u>1996</u>
➤ A	14%	5%
➤ B	18%	18%
➤ C	51%	21%
➤ D	4%	11%
➤ E	3%	2%
➤ Did not answer	10%	43%

13. Since the last Comprehensive Plan was adopted in 1997, what 5 big changes (positive or negative) have occurred within Proctor?

- Reconstruction of Highway 2 54%
- New city hall 46%
- New clinic 26%
- New golf course/clubhouse 24%
- Street & sewer upgrades 22%
- New restaurants 19%
- New fire station 14%
- Downtown/storefront upgrades 14%
- New businesses 13%
- New pharmacy 10%
- School referendum passed 10%
- New hotels 9%
- New community center 8%
- I-35 corridor developments 8%
- Lost grocery store 5%
- Improved landscaping 4%
- Too many bars 3%
- School reform 2%
- Removal of Cozy Café 2%
- New convention center 2%
- Lost Dairy Queen 1%

- Excessive growth of government 1%
 - Poor planning 1%
 - Lack of new industry 1%
 - Dilapidated housing 1%
14. What projects would you like to see in Proctor over the next 5 years?
- New grocery store 34%
 - More businesses 24%
 - More housing 19%
 - Improve sidewalks 17%
 - More recreational space/facilities 16%
 - Improve/expand roads 9%
 - Improve/expand infrastructure (sewer & water, bury powerlines, residential lighting) / improve services 7%
 - Improve downtown 7%
 - Improve enforcement of codes & laws/ improve blighted properties 5%
 - Remove racetrack (or lessen noise) 2%
 - Improve schools 2%
 - No more bars/remove bars 2%
 - Expand bus service <1%
 - More jobs <1%
15. Do you have any other comments or suggestions?
- Improve enforcement of codes & laws/ improve blighted properties 23%
 - Elected officials & administration are doing a good job 13%
 - More housing 9%
 - Improve/expand infrastructure (sewer & water, bury powerlines, residential lighting) / improve services 8%
 - More recreational space/facilities 5%
 - Improve/expand roads 5%
 - Further restrictions on semi-trucks 4%
 - Remove racetrack (or lessen noise) 4%
 - No more bars/remove bars 4%
 - New grocery store 4%
 - Improve sidewalks 4%
 - Improve downtown 3%
 - More businesses 3%
 - Expand bus service 1%
 - Let Duluth annex City 1%

Note: Percentages may not add to 100 due to rounding and multiple responses.

Transportation improvement responses (Question 6):

Expand bus system - access to downtown

1.5 to 2 hours to mall by bus

Hwy 2 too busy & too fast. Change speed limit to 30 in Proctor and 40 below Holiday store.

Better bicycle trails (connect to Munger Trail)

Sidewalks, bike trails

More bike facilities

Need more public transportation

Improve sidewalks

Need bus service to Area E

Need bus service to Area E

Bike & hike paths, 4 wheel trails

Improve bus service

Improve streets, bike friendly travel

Walking, bike trail needed along Hwy 2

Access to Proctor clinic and the senior apartments by bus or cab

Kirkus Street would give more room for housing

Alternate route from west side

More routes

Clear sidewalks in winter

Some way to cross town (east to west) with ATV, snowmobiles, bikes

Highways are in poor condition, noise from truck traffic

Sidewalks are pathetic

Improve bus service in Area A

Need walking/biking access from downtown to Boundary/Hwy2 area

Improve bus service

Improve bus service

Close off west end of old Hwy 2 with swing gate for plows

Need another road crossing over DMIR tracks

Improve bus service

More hiking trails

Hwy 2 bypass - too much truck traffic

No safe bike paths, no rollerblading paths, no recreational trails

Streets in poor condition

No bike trails

Sidewalks are really bad

Repair sidewalks

Improve bus service

Need bike trail

Dirt roads need blacktop, bikeways needed, develop park & ride spots

Other comments (Question 15):

I really enjoy Proctor – it seems like small changes could make a big difference. I would be interested in volunteering for a planning group – I am a landscape architect with planning experience.

Supply utilities so developers can build.

Keep the mayor in office – he has done a great job!

I realize these things are difficult to accomplish and/or enforce, but Proctor would/could be a more aesthetically pleasing city if residents and some business owners would take the time and effort (and money of course!) to improve and/or maintain their property.

Someone needs to develop new housing areas – like Hermantown is constantly doing – to bring growth to our city. It isn't easy to find land to build on in our city.

Keep semi trucks out of Proctor area. They don't give us business in town and they drive much too fast through town.

I think the city is doing a great job, lots of things going on.

This town is a very nice town to live in, but if you want to do something you have to go down the hill or over the hill. We need young people to live in this town.

Keep up the good work!

When construction outfits bid on jobs have them get going and done on time. So on nice days they work or they come work on weekends to finish.

Proctor has very few aesthetically attractive areas for the development of high-end new housing. Either there is the racket from the highway and those semis with their jake breaks, the railroad, or the godawful race track which spoils every Sunday evening all summer. But for young families, Proctor has a lot of positives. We have some homes available under \$100,000 (and new homes in that price range could be encouraged), schools, churches, medical clinic, drug store, restaurants, bank, post office are all within walking distance for those who don't want to spend their lives chauffeuring kids from one activity to another. We have parks, athletic fields and once there were plans for a little hiking trail along Kingsberry Creek. We could even have an easy cross-country ski trail in the same area. Oh, and a golf course. This is a nice (relatively safe) community and a good place to raise kids. And BEFORE WE LOST OUR GROCERY STORE it was an ideal place for retirees who don't care to drive any more than necessary. Once we could even do all our shopping right here in town. There is bus service too. Again,

moderately priced housing, especially for seniors who don't want to move to a high-rise yet or buy a house trailer, would be very desirable and welcome. We are an aging community.

Upkeep by volunteers from schools or other organizations to keep trash picked up. We feel Proctor has made some real progress in the last five years, but it has all been made as an expense to the taxpayer (clubhouse, city complex, school bond and referendum and Highway 2). Now it is time to develop projects that raise revenue, more jobs, industry and housing, to build a solid tax base should be the top priority.

Reevaluate the on street parking and excessive vehicles at homes.

I like the direction Proctor is taking - many new positive changes.

We need to somehow attract a large retail or manufacturing business, then others will follow their lead. Free up RR land for development on West Highway 2.

Senior apartments, townhomes.

The city council, mayor and administration are extremely progressive. Keep up the great work!

We need new leadership from younger, talented people who have management skills. School development, athletic and playgrounds should be isolated from residential developments.

Our little town has been beautified considerably recently – if we could only persuade those “blights” to clean up – for them to make use of the resources available.

No more bars.

Hire a dog catcher. Enforce pet laws. Buy out or trade land to DM&IR to develop main traffic route. No community can prosper with only one side of the street providing commerce.

Keep up the good work! Keep motivated!

Redo Village Drive and if not possible repair of road by filling potholes and broken off pieces of blacktop. Fill in curve as it joins Mountain Drive. We at Alpine Condos also thank you for sanding and some snow removal.

Put new streets between 2nd & 3rd Avenues so new homes can be built. We must extend our tax base.

Duluth bus which comes to Proctor should have a stop at Railview Apartments regularly.

More cement sidewalks. Please repair the existing sidewalks. More blacktop streets.

Please make it easier for contractors to build new homes. Develop areas to build 10-20 new homes – no one wants to build a new home in an old area.

Since the DM&IR really doesn't need its railyard in the City of Proctor, it should be purchased (with federal or state help?) and the land utilized for commercial and retail to give Proctor a real downtown.

I think our mayor and council represent us very well. Way to go!

Let's get more people involved with the community by continuing acceptance of people's efforts. Encourage participation with the idea that there are no poor or bad ideas & work. There is no judgment on efforts. Encouragement and praise are needed.

We need a grocery store.

Snowplow to curb on south side of streets since the snow melts faster on the north side.

I would like to see Proctor stay small (safe) community that it has been. That is the reason I moved here and would like it to improve but not by getting bigger.

We are Duluth natives - love our Proctor home!

Since the business owners are sprucing up, homeowners should do the same with their properties to include removing debris from yards. Clean up and fix up should be strongly urged! Dog-cat leash law should be more strongly enforced. Walkers have to be prepared to protect themselves from dogs rushing out of yards to attack.

Stronger dog and cat leash laws – several pets have the run of the neighborhood where I live (4th Street East). Also, people should pick up their pets' feces when they walk them around town. Everyone should keep up their properties by picking up debris, removing junk cars, mowing lawns.

Good job! Let's stay progressive!

Can't you find a rich Arab to do all these things?

Do not tear down public buildings that are structurally sound – clubhouse (too late?), city hall, schools, stop! The development of Proctor should revolve around the small town personality and heritage. Don't make the mistake of transitioning Proctor into a suburb. Be a leader, not a follower!

Main concerns - grocery store, recreation for small children.

To increase revenue in Proctor you should enforce the shoveling of sidewalks. Some are not shoveled so the kids have to walk the streets. Parking should be enforced – use this money to improve sidewalks & streets.

Push through new roads – take out loans if you have to. Work on a nice park like Cloquet's (with outdoor pool?). Work on a road that connects Boundary with Ugstad by Egerdahl. Soccer fields by Egerdahl – we need three more! Finish the back soccer field!

Update “main” street. Keep our sidewalks clear of grass. They are being covered by grass and this also breaks up the concrete.

No more liquor licenses – use current to reduce number of bars! Get Proctor Lumber to clean up property along new street by city hall.

I would be interested in volunteering if you need people.

Sidewalk repair is too slow.

Progress is noticeable, don't stop now!

Proctor Golf Course should go from 9 holes to 18 holes. Spirit Mountain golf course should also be built. It would help the economy of Proctor.

Get rid of the racetrack and put it out in the country someplace.

Police should be more aware of speeding – especially on newly improved roads.

Let's get with it. Bring Proctor back to being a real nice town again.

Please have people clean up their property. Give them warnings with a set time to get it done.

Dog & cat leash law enforced.

Curious as to when the Highway 2 construction will be done. We are inconvenienced by the loud truckers driving by in the middle of the night.

Clean up Proctor: Continue to enforce junk ordinance, pressure store owners to modernize.

Enforce sidewalk shoveling for the safety of our children if it is a current law, if not, consider it to be a law. Many pedestrians in Proctor sections B & C. Don't use middle school for low income housing.

Invest in a street sweeper instead of another police squad or another piece of fire equipment. Give us a place to put brush, trees, garden and flower bed waste (city compost pile). Compost could be sold to residents and given to garden clubs and city businesses.

Have the police stay in Proctor and patrol parks, etc. so there would be less vandalism. I never see them around. Where are they? If the vandals saw them around maybe they would be afraid of being caught!

Our leadership has been super - credit should be given to everyone involved in the huge improvements to our city.

Any more housing development should be in areas A, D & E. We don't want any more low rent housing. I hate to see Proctor a slum area.

Keep lobbying for the Mesabi to pay their fair share of property taxes.

Pave the dirt roads.

This town has so improved and moved forward in the past 15 years. I look forward (to what has gotten off to a good start) to the next 15 years. Good job, well done, keep going!

Run new sewer & water where there is none – new development will follow. Get a planning & zoning board that wants development.

I love living in Proctor, but feel it needs to build up a business base.

Need a boys/girls club like at the YMCA, skate park, more children's playgrounds.

Get rid of the racetrack and build new homes and parks there. The speedway is a big reason that people don't want to build in Proctor and choose Hermantown instead.

Change off-street parking! Go to odd/even parking – my gosh – do you realize how hard it is to park in town not utilizing the streets? Then where are we to place the snow? The yards are the same as they were 100 years ago, cars were not plentiful then but they are now. And no, we can't go without the vehicles, believe me, I'd like to sometime.

I'm so pleased that Boundary Avenue, street around McDonalds, Holiday gas station, Country Inn motel and U.S. Highway 2 are improved.

If possible, have some more police patrolling on 2nd Avenue for people speeding coming into town from the north. Send out these question sheets more often to get more input on people's concerns for Proctor. I feel the cleaner and more kept up a town, the more people appreciate it and want to stay around here – it helps everyone involved.

Now that the city and school got what they want, how about us homeowners that are footing the bill? What can you do for us? You ask what we want but you don't listen to us and when we try

to get something as little as a permit we get nothing but static.

Decrease image as a bar town - rundown, deteriorating "mini-Superior."

Keep up the good work now that you have the momentum going. Make Proctor a notable residential area.

Who picked the colors and exterior design of the city hall and why is it corrugated metal? What an ugly elephant. I heard no metal buildings in town several times over the past five years and now we have two.

If we build apartment buildings we may increase population of Proctor with younger people who may eventually build new homes here. Not low income housing.

More single homes with at least double lots – nobody wants to buy a home on a small lot.

Most important - let's not forget the citizens of Proctor. Bringing in tourists and new business is important, but let's also improve the city for those who live and work here.

Please put up a sign for truckers not to Jake brake – it is so loud when they come down Highway 2 before the stoplights on 2nd Street. Also, the city hall on 2nd & Lavaque needs a facelift. It is an eyesore!

Our goal is to draw families to Proctor. Families want safe neighborhoods, good resale. I strongly believe the bars have to go. One in the city is enough.

I feel the administration is working hard to revitalize Proctor and trying to draw more people to the community. I moved here because of the schools & the community offerings and would like to see it continue.

Proctor Roundhouse Public Meeting Minutes

March 26, 2002 - 2:00 p.m./7:00 p.m. Meetings

Meeting Facilitator - Ted Peterson:

- Noted 1997 Comprehensive Plan
- Introduced Comp Plan Group members
- Noted vacancies in Group - if anyone is interested in joining
- Introduced Mayor Rohweder

Mayor Rohweder:

- Welcomed all
- Requested citizen input
- Thanked Comp Plan Group and ARDC for all their work in 1997 and present process
- Noted that Council uses Comp Plan as a road map to guide City into the future

Ted Peterson introduced ARDC:

- Andy McDonald, Senior Planner
- Kirk Skoog, Planner

Andy McDonald:

- Noted the planning process update
- Noted that Comp Plan Group has been working together since 1997
- Noted ARDC began work on this project in October 2001
- In addition to reviewing other area Comp Plans, they have worked with geographic and census data and compiled all survey results
- Goals in eight categories have been established, with strategies being developed at current time

Andy, with the help of a Powerpoint presentation, pointed out a few of the accomplishments since the 1997 Comp Plan was drafted:

New welcome sign
Superior Health Clinic
Additions to Blackwoods
Golf Course Club House
Country Inn & Suites
Hwy 2 project
LaVaque Road improvements
Downtown sidewalks/street/utilities
Railway Pizzeria & Deli, Inc.
Winter Carnival events

Kirk Skoog, with the help of a Powerpoint presentation, gave results of the survey done in Fall of 2001 compared to results of survey done in 1996 (attached). Kirk noted surveys had been mailed out to approximately 1,100 to 1,200, with 180 surveys being returned.

Kathy Hannan then noted the photo survey process (Mike Johnson at the 7:00 p.m. meeting). They noted that Group handed out disposable cameras and asked people to take pictures of things they liked and disliked about Proctor.

Some of the examples of the photos are new construction, Habitat home, new home construction, school bleachers, quiet tree-lined streets, pot holes in roads, old utilities/wires overhead, fallen trees, huge beautiful trees, DMIR, Proctor Builders renovation, new Community Center and Historical Society displays in Community Center.

Lori Anderson noted the maps on the walls. She noted that the maps (all done by Proctor 8th grade students in Glen Gilderma's classes) on the back wall were from this year, while the maps on the side walls (also done by students) were from 5 years ago, when the Group was in the same process. She asked that all please take the time to look at the maps and see what the kids in town would like to see here. She also noted that kids were asked to mark where they walk. This information will be used for sidewalk renovation.

Ted Peterson then asked for citizen participation in the Visioning process. Three questions were asked of the audience, with any ideas/comments to be given at any time. These responses represent both meetings:

What makes Proctor appealing to you?

- Convenient to a lot of things
- Quiet
- People are friendly
- School district
- Large area (Duluth/Hermantown/Cloquet/Superior) with small voice (our own government)
- Recreational opportunities
- Small town feeling with everything in large town close by
- Old fashioned values
- No traffic

How would you compare Proctor to other places you have been? What do you like? What would you change?

- Next door to a big city.
- Fewer restaurants than similar sized cities
- Interpersonal relationships between businesses/people/neighbors
- Moogie Lake, Kingsbury Creek and natural beauty of view down to Lake Superior (Headway to the Great Lakes)
- Develop I 35 corridor and Hwy 2 corridor to get tourists to stop here before going on to Duluth

- Need grocery store
- So quiet you can hear your heart beat
- Need curb appeal, improved storefronts
- Not hard to make your voice heard
- Everyone knows each other
- Not so compressed - more breathing room
- Towns have themes
- They have grocery stores, hospitals
- Community pride
- We have local newspaper
- More for kids to do with Duluth so close

If you were Mayor for six months and had unlimited resources, what would you do to improve Proctor?

- Enforce existing zoning laws, improve curb appeal, take care of nuisance properties
- Reverse taxation - those homeowners that improve their properties, pay less in taxes
- Grocery store with butcher
- Office building on I 35 corridor
- Large magnet store (Fleet Farm, Menards)
- Walking trail system
- Ice cream parlor
- Touristy type shops (antiques, crafts, quilts, special interest items, railroad related)
- Advertise our location and show that we are very close to Duluth
- Educate community
- Strip mall with craft vendors (such as Hayward)
- Increase infrastructure to open up more areas to development
- Kirkus Street extension
- Fix up slum/blight
- Activism from local businesses
- Destination mall (crafts, antiques, quilts, specialty items)
- Outlet mall
- Youth oriented recreation facilities
- Exercise/weight room
- Senior housing
- Veterinarian
- Develop uses for railroad shops
- Provide senior busing
- On/off ramp on Ugstad Road
- Full time animal control officer (possibly through college students internships)
- Internships for college students to work with government

Next, Kirk reviewed the elements of the Comp Plan and noted the goals under each category:

Land use	Economic development
Housing	Education
Transportation	Intergovernmental cooperation
Recreation	Infrastructure

Andy noted that an Action Plan would be developed after this process.

Ted covered closing remarks. He noted tonight's meeting at 7:00 p.m. and invited anyone interested to come down and participate.

Andy noted that currently the Comp Plan Group is meeting every two weeks, in order to complete the remaining portion of the draft process. He also noted that both ARDC and Comp Plan Group will accept ideas/comments/concerns until April 30, 2002. You can call, mail, email or drop your ideas into the utility drop box in front of the Community Center.

Ted thanked all in audience for coming and participating and thanks to ARDC for their assistance in this process. It was noted that another public meeting would be held when the draft Comp Plan is ready for the public to review (mid-late May).

The meetings closed at 3:15 p.m. and 8:10 p.m.

Sources of Information:

Tomorrow's Transportation 2025 – MIC

Public Involvement Plan 2002 - MIC

City of Proctor Capital Improvements Program 2000-2005 – City of Proctor, MIC

The Proctor CHAT Report – UtiliCorp United/Northern Minnesota Utilities Community Housing Assessment Team

City of Proctor Comprehensive Plan 1997 – City of Proctor, ARDC

Proctor Comprehensive Plan 1974 – City of Proctor, HOTLCOG

City of Woodbury, MN Comprehensive Plan 2001

City of Lake City, MN Comprehensive Plan 2001

City of Bloomington, MN Comprehensive Plan 2000

Village of Gurnee, IL Comprehensive Plan 1997

U.S. Census 2000

U.S. Census 1990

Minnesota Department of Children, Families and Learning

Minnesota Planning

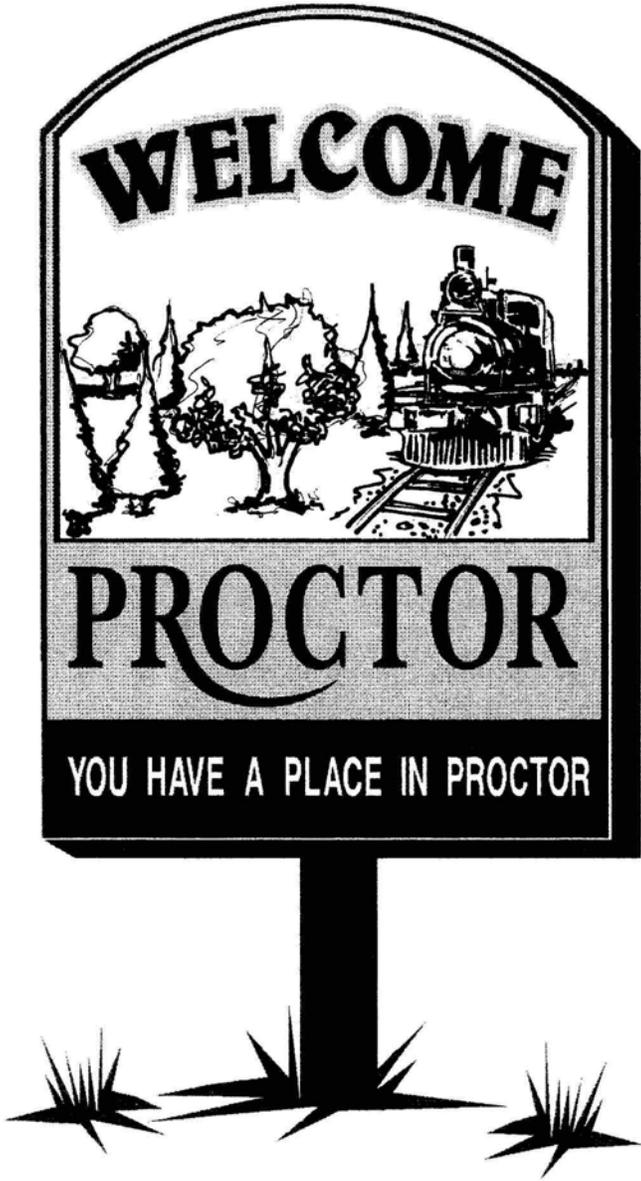
League of Minnesota Cities

Minnesota Department of Trade and Economic Development

State of the County, A Statistical Portrait – St. Louis County Planning Department

Western Lake Superior Sanitary District

Minnesota Statutes



WELCOME



PROCTOR

YOU HAVE A PLACE IN PROCTOR