



# GAYLORD

Looking Forward to 2040  
A COMPREHENSIVE COMMUNITY PLAN

MAY 17, 2019

# Acknowledgements

Special thanks to the community leaders and elected officials that provided guidance and input throughout the 2040 Comprehensive Planning process. The working group was formed to serve as the process and content stewards of the comprehensive plan. They represent a broad cross-section of the community and dedicated significant time and energy in helping prepare the plan.

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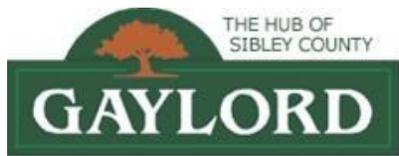
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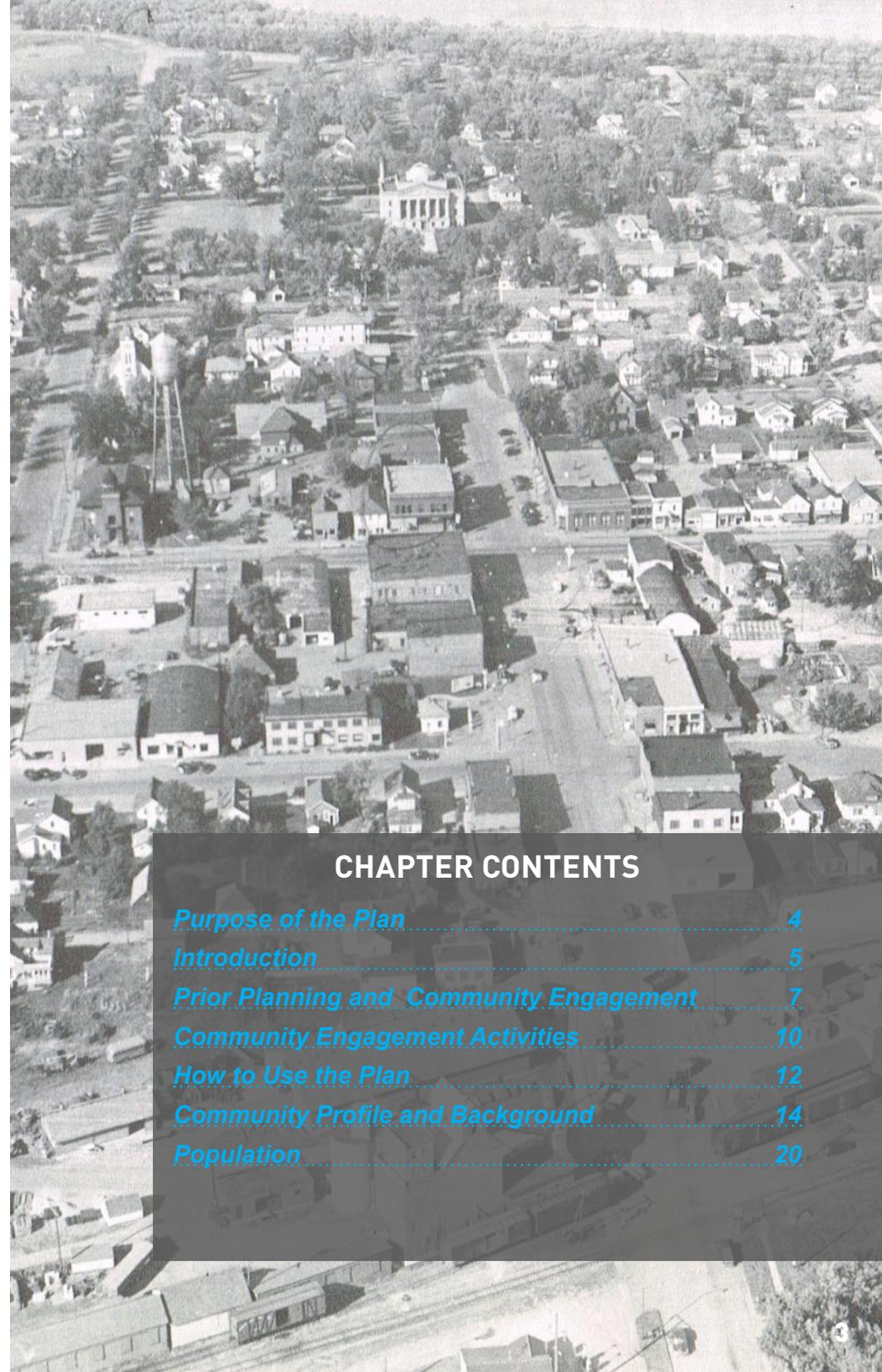
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## Chapter 1

# INTRODUCTION AND COMMUNITY CONTEXT

The Gaylord **Comprehensive Plan** is a guiding document that informs how future investment, growth, development, and redevelopment in the City of Gaylord should happen. The plan seeks to be **visionary**, describing the community's aspirations for the next 20 years; **dynamic**, providing a flexible framework that allows for the continued evolution of the community; **functional**, designed to be understandable and actively used by all community members, including city staff, community leaders, businesses, and residents; and **action-oriented**, including concrete strategies and implementation steps that will facilitate community action and shared accountability.



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# 1 Purpose of the Plan

## WHAT IS A COMPREHENSIVE PLAN?

State law encourages all Minnesota cities to prepare and implement, under the supervision of the City's planning commission, a comprehensive municipal plan. That Plan is a detailed road map of what the community aspires to be and guides decision makers to those outcomes through sets of topic specific goals and policies. The Plan integrates the needs and desires of residents into the physical form of the city by guiding how and where development and investment occurs and by establishing an overall foundation for all land use regulation in the city. The Plan is forward thinking and aspirational, guiding in a holistic sense, decisions that have yet to be made in order to optimize long-term outcomes for the community. The Comprehensive Plan is the blueprint for the future growth and development of Gaylord; guiding the use of every parcel of land and the City's investments in the infrastructure, facilities, and services that will facilitate the development and use of land.

A city's streets, sewer and water systems, parks, schools, and other amenities comprise the support system that allows development to take place and facilitates the day to day functions and operation of the city for its businesses and residents. While it is important for these systems to work efficiently and sustainably, remaining sensitive to the character of the community and desires of residents is an equally important gauge of their overall effectiveness for the community. This means that optimization, or the balancing of community desires with its needs and means, is the central pillar of what the Plan seeks to achieve.

The Plan is designed to help the community identify issues before they arise, stay ahead of trends in land use development and redevelopment, and anticipate and navigate changes in populations and land use patterns. Planning can help:

- » Preserve important natural resources, agricultural land, and other open lands
- » Create the opportunity for residents to participate in guiding a community's future
- » Identify issues, stay ahead of trends, and accommodate change
- » Ensure that growth makes the community better, not just bigger
- » Foster sustainable economic development by attracting or growing a diverse range of businesses
- » Ensure more efficient and cost-effective infrastructure and public services
- » Protect property rights and values
- » Enable other public and private entities to plan and coordination their activities in harmony with the community's vision

Once adopted, the City should actively consult the plan, periodically review it for consistency with current policies and practices, and recommend amendments whenever necessary. State law provides that comprehensive plans should be implemented through zoning and subdivision regulations, coordinated public improvements and city services, and a capital improvements program.

## Introduction



Early picture of the Railroad Station that served the City' in it's infancy

The City of Gaylord initiated the Gaylord 2040 Comprehensive Plan Update to prepare for the changing demands and emerging opportunities the city's current plan no longer addresses. Gaylord is a community in transition, both economically and demographically, necessitating a reexamination and revision of the plan to better position the city and its residents to capitalize on the opportunities and anticipate the challenges that lie ahead.

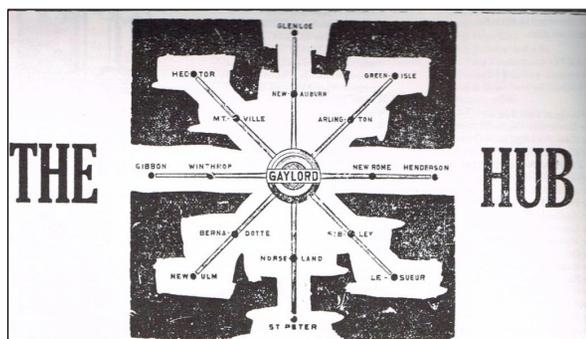
The plan will function as a “road map” for the city's decision makers, establishing a framework for accomplishing the long term vision and goals established by the community and its leaders. The 2040 Comprehensive Plan, referred to in the remainder of this document simply as ‘The Plan’, outlines in detail a long term vision for how things will look, function, and feel in the community over the next twenty years. The Plan establishes a shared community vision and set of guiding principles that will act as a framework to guide recommendations throughout the Plan chapters. Each chapter will evaluate one of Gaylord's critical systems and provide actionable goals with a set of supporting policies and strategies, both near term and long term, which will inform the decision making by community leaders and city staff.

## COMMUNITY PROFILE

Gaylord has been the “Hub of Sibley County” for more than a century, established as a railroad town built on a foundation of trade and agriculture, Gaylord has maintained its roots and identity as a rural community full of opportunities and amenities. The community prides itself on being an affordable community with ample and attractive employment opportunities, a wealth of natural and community resources, and a strong educational system.

Less than an hour's drive from the Twin Cities, Gaylord provides an attractive alternative to the urban lifestyle. A friendly environment with a comfortable pace of life makes this tight knit community an inviting destination for young professionals, families, and those enjoying their golden years. The city hosts community events year round, provides a range of youth and senior activities and programs, and has a strong history of reinvesting in its community resources when opportunities arise.

Gaylord provides a welcoming environment for new business and development with an active and engaged government and community. Gaylord has a long history of thoughtful planning and preparation for development. Boasting ample land and infrastructure capacity the community stands poised to assist residents, developers and businesses owners in their efforts to keep the community vital, vibrant, and sustainable.



Early diagram of Gaylord as the “Hub of Sibley County”

## 1 WHY PLAN?

### Understanding the Big Picture

The “comprehensive” nature of the plan requires that all facets and functions of community life be considered. The data collection, analysis, and public engagement that feed the plan provides a holistic view of community conditions and dynamics. This holistic view allows for future planning and decision making to be based on an informed, factual understanding of the community.

### Framework for Local Decision Making

The vision, guiding principles, goals, and policies outlined in this plan provide a basis for local decision making and ensure that future actions respond to the desires, priorities, and concerns expressed through the public engagement process.

### Guidance for Landowners and Developers

By articulating a vision for future land use, public investment priorities and policies, and development and redevelopment goals, the plan provides guidance, resources, and reassurance to property owners and developers looking to build or reinvest in the community.

### Inform and Engage the Public

The planning process is an avenue for informing community members about the Comprehensive Plan, gaining input on the community vision and priorities, and encouraging broader discussions about community improvement. Just as the public plays a critical role in creating this plan, they are also a key to its successful implementation. Community members can serve as advocates for the plan, as well as active participants in its implementation.

### Mobilize for Action

The plan is intended to be action-oriented, recommending concrete steps and strategies that can be implemented by the City in the immediate future. Many of the strategies recommended in the plan require the cooperation of outside groups, agencies, private businesses, and individuals in the community. The plan provides a basis for future partnership and collaboration.

## WHAT DOES A COMPREHENSIVE PLAN ADDRESS?

The Plan must balance the use and maintenance of the City’s existing systems with new investment in a way that maximizes value and preserves existing resources for the community as a whole. The Plan will address in finer detail the opportunities and issues related specifically to these systems and make recommendations on how to achieve the desired outcomes in the following chapters:

- » Vision and Guiding Principles
- » Land Use and Development
- » Housing, Community, and Economic Development
- » Parks, Recreation, and Natural Resources
- » Transportation
- » Community Resources, Public Facilities, and Infrastructure

In order to achieve the finer grain outcomes identified in these chapters, the Plan must integrate the broader community vision and guiding principles into each chapter’s goals, policy recommendations, and strategies so that Gaylord’s community systems reflect the needs and values of its residents and businesses.

# Prior Planning and Community Engagement

## THE PLAN IS A COOPERATIVE COMMUNITY RESOURCE

The Plan is intended to be a collaborative document, developed through a process of community engagement, which outlines a shared long-term vision for community growth and investments. It will act as a road map for community leaders, city staff, and elected officials to guide them through the decision-making process for development, investment, and community planning.

## SUMMARY OF PRIOR PLANNING

The plan draws from prior experience and investigation. Gaylord's city staff, community leaders, and elected officials have been proactive in establishing and maintaining an 'ear to the ground' style planning approach. Over the past decade more than a dozen studies, plans, reports, surveys, workshops, and initiatives have been undertaken to continually craft the best version of the city possible. Prior planning work that has been incorporated into this plan includes:

### 2001 Comprehensive Plan

This plan provided new direction for the City of Gaylord by creating policy for guiding public and private decision-making in the management of the city. The final vision is strategic in defining founding principles that will support specific goals and policies for protecting and enhancing the character of the community and providing a place where cars and traffic are accommodated yet walkability and pedestrian safety are paramount.

### 2008 MN Design Team Visit

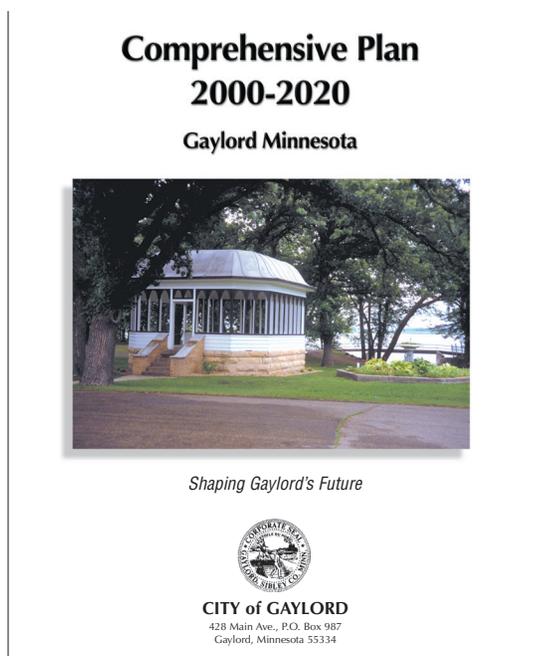
In September 2008, the Minnesota Design Team, a volunteer group of design and planning professionals, met with community members as part of a design workshop process. The goal of this special one-day design session was to gather community input and present focused design ideas for helping the city move forward as it undergoes a regeneration period.

### 2009 Sibley County Comprehensive Plan

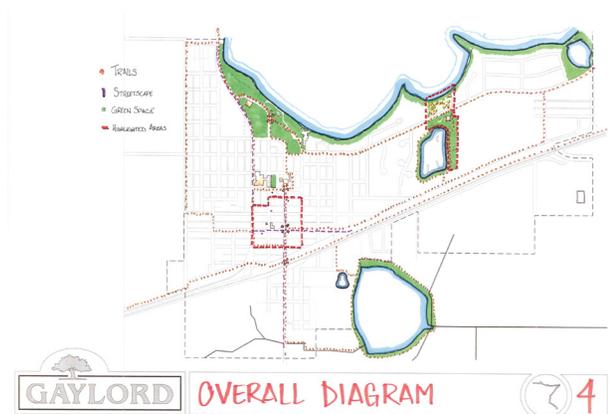
Sibley County's current Comprehensive Plan illustrates a long-range vision (20 years) for the development of the County that will help to prepare the County for future opportunities. The Plan addresses physical planning elements including transportation, parks, trails, and open space, and natural resources as well as social and economic development issues.

### 2011 Walkable Community Workshop Report

This report documented the findings of a three-hour walkable community workshop designed to identify barriers to walking and improve pedestrian safety in the community. It was determined in the report that a connected community served by sidewalks and trails was the best vision for Gaylord. A trail and sidewalk map was also proposed as part of this report.



Cover from the 2020 Comprehensive Plan



Slide from a presentation during the 2008 MN Design Team Visit

### 2011 Industrial Park Expansion Plan

Gaylord's existing industrial park was fully developed in 2011. The Industrial Park Expansion Plan was created as a way to plan for future industrial growth and expansion opportunities in a proactive and efficient manner. Two sites for expansion were proposed as a result of this plan – one on the west side of the city and one on the east side adjacent to the existing park.

### 2012 Framework Plan

A downtown design framework plan was created for downtown Gaylord applying the recommendations from the Comprehensive Plan, the Minnesota Design Team, and the Historic Context Study to help define potential opportunities within the downtown core. This diagrammatic framework plan begins to identify spatial solutions for enhancing character and walkability of the downtown area.

### 2012 Historical Context Study

Historic Context Study 2012. This study was commissioned by the City of Gaylord and the EDA to document existing historic resources by researching patterns of historic community development, property types, and potential major historic themes to better understand historic influences of development in the city's past. The Historic Context Study, conducted by Smith & Main, indicated that post-settlement growth of Gaylord followed the development of the railway, agriculture and grain storage, and the city's designation as the Sibley County Seat in 1915. This designation subsequently brought the Sibley County Courthouse and Sheriff's Residence and Jail to the city, both of which are listed on the National Register of Historic Places and are situated a few blocks north of the Gaylord downtown main street. The findings of this study recommended that further evaluation of preservation efforts be conducted since there appear to be significant historic resources that could positively impact future community economic development.

### 2013 Historic Preservation Plan

This plan was created in an effort to preserve Gaylord's existing historic resources and to bolster its downtown area. The plan lists various strategies that can be used by the City to promote historic preservation, including establishing an Historic Preservation Commission, creating a local historic preservation ordinance, and establishing design guidelines for the historic buildings in Gaylord's downtowns. The plan's goals are organized into six categories: identification, protection, and restoration, education, finance and investment, planning integration, partnerships and connections, and economic development.

### 2013 Prairie Line Trail Phasing (Opened 2015)

A planned county-wide trail project designed to link the County's cities to each other and the State's regional trail network.



### Historic Preservation Plan



2013 Historic Preservation Plan



One of the proposed configurations for the eastern industrial park in Gaylord's 2011 Industrial Park Expansion Plan

## GAYLORD DOWNTOWN PLAN

DECEMBER, 2014



2014 Downtown Plan

### 2014 Downtown Plan

The Downtown Plan was created to provide a collective vision, planning framework, and implementation strategy for guiding physical and economic development revitalization and enhancement efforts within the downtown area. The plan examined the existing building stock within the downtown core and created goals and recommendations for the area centered on realizing the downtown's vision statement: "a pedestrian friendly downtown with ample parking, and fully utilized, preserved and revitalized buildings, attractive streetscapes and green spaces for individual and community activities."

### 2014 Gaylord Economic Profile

The economic profile is a resource that can be used to inform prospective businesses and residents about the desirable business and community amenities available in Gaylord. The profile provides information about community demographics, industry and educational resources, transportation access, quality of life amenities and statistics, and the local economy.

### 2016 Gaylord Community Development Initiatives

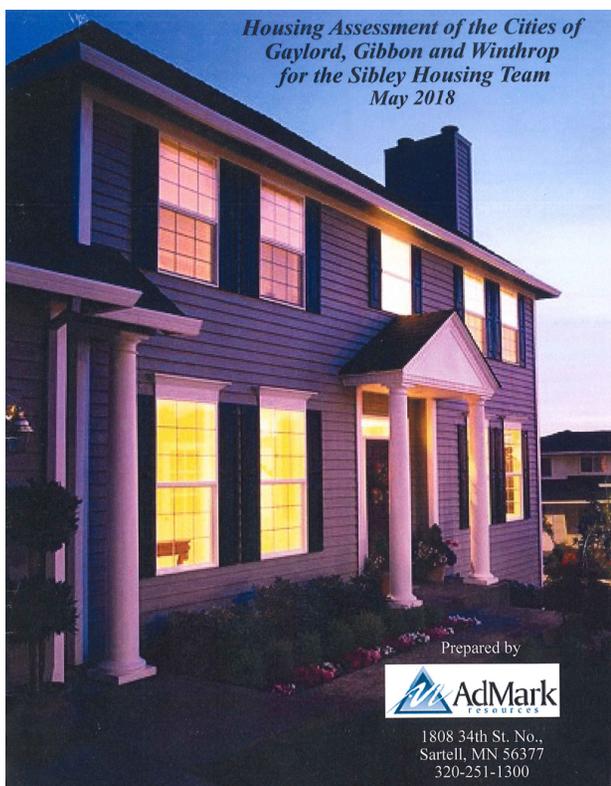
This document outlines a recommended approach to community development for the City of Gaylord. It provides for the creation of the Community Development Team, a volunteer organization of community members who are interested in helping to guide various community developments and initiatives through City processes, as well as recommends a process for future community development initiatives.

### 2016 Gaylord Community Engagement TF Report and Survey Results

This report summarizes the accomplishments of the Community Engagement Task Force which was created to increase citizen participation in the City's affairs. The task force created a vision and mission for Gaylord's community engagement, completed an engagement matrix outlining the different ways the City could share information with the public, and provided several recommendations to improve community engagement including continuing to translate important City information into Spanish, expand usage of Gaylord's website, and utilize social media to reach new groups of people.

### 2018 Sibley County Housing Study

The Sibley Housing Team commissioned this assessment to develop a better understanding of the housing needs and conditions in the cities of Gaylord, Gibbon, and Winthrop. The assessment examined population and household data, employment information, the local market for single-family homes and rental housing, and housing demand for each of the three cities. The assessment found that the City of Gaylord should look to attract moderately priced mid-range housing, market rate rental units, and a variety of senior living options.



2018 Sibley County Housing Study

# 1 Community Engagement Activities

During the planning process, the city undertook a series of community engagement efforts in order to solicit feedback on how to plan for the future and improve the community. These initiatives and a brief summary of their input collected are outlined in the following sections.

## PHASE 1

The first phase of community engagement was conducted in tandem with a customer appreciation event put on by a local bank in order to capitalize on a historically well attended community event. There were approximately one hundred residents that provided some level of input during the first engagement session. The session focused on developing a broader understanding of community desires and needs related to land use, the Downtown, recreation, housing, parks, and trails. In addition, a survey (both online and in person at the city offices) was circulated immediately following this community event in order to collect additional input from community members that were not able to attend. Over the approximately three months, the survey collected some thirty five additional responses.

## PHASE 2

Phase two of the engagement process sought to collect more detailed feedback on areas of change and the type and location of potential future community improvements. The questions in phase two built off the input gathered during the first engagement session; meetings with city staff, elected officials, the comprehensive plan task force; and from prior studies. Ultimately the goal of the second engagement session was to allow the community to provide input on recommendations for improvements for each major section of the plan. While this second engagement session did not have a substantial turnout of



Community members providing feedback at the Community Open House (Phase 1)

## What We Heard

From the online and in-person community engagement process we heard a number of common themes from the community:

- » It's safe and clean;
- » Residents are cooperative and friendly;
- » Housing is affordable;
- » The school system is high quality with good facilities and youth sports programs that allow all children to participate if they so desire;
- » It has a great system of parks including the Gaylord Area Aquatic Center and a growing network of trails and recreational opportunities;
- » Small town atmosphere and historic character
- » Has a good selection of essential services (grocery store, pharmacy, clinic, senior facilities, school, library, aquatic center, banks, places of worship, county seat and services)
- » Access to nature, habitat, and natural resource, both in the City and nearby.
- » Proximity to major population centers and their amenities
- » Progressive and forward thinking businesses and community leaders

## WHERE CAN GAYLORD MAKE ITSELF MORE DESIRABLE AS A COMMUNITY?

- » Constructing a wider variety of housing options, in particular providing more transitional housing for growing senior population and higher quality affordable and work force type housing
- » Providing more targeted and impactful ways for community members to volunteer and contribute to the community
- » Road system needs to be maintained better
- » The city needs more activities, shopping, restaurants, recreational opportunities, and generally 'things to do'. This includes better promotion of the current activities the city already has in place.
- » Mitigation of undesirable impacts from the city's industrial park users, in particular odor
- » Embracing Gaylord's history and what made it a historically great place to live
- » Continuing to attract more local business and high quality employment opportunities
- » Growing in a way that maximizes the benefits to the community, not just growth for the sake of growth
- » Promoting community interaction through events, etc. to help build stronger bonds between members of the community and also with local leaders and officials
- » Getting people more engaged with Lake Titlow, bring back the fishing pier (if only as an activity for kids), get people interested in the lakes health and current state, provide the community with updates on its restoration status and give them ideas on how they can help contribute to its clean up. Restore and redesign where practical the interface(s) between the lake and Gaylord City Park.
- » Re-establishing the sense of community pride, ownership, and identity that made Gaylord a historically attractive place to live and invest
- » Provide more opportunities for partnerships and collaboration between the business community, residents, and youth.
- » Constructing an event/community/recreation center that can service the city's residents and attract visitors from nearby communities. Be careful that it does not compete with local businesses. Opportunities for business development?
- » Capturing more of the traffic that enters downtown for local businesses by making the downtown more attractive, interesting, and inviting
- » Addressing the vacant storefronts and low quality buildings downtown, renovate where practical, remove when necessary, utilize vacant lots as park/plaza space
- » More after school programs, activities, and athletics

# 1 How to Use the Plan

## THE PLAN IS A ROAD MAP, CHECKLIST, AND TOOL KIT

The Plan is a road map for making land use decisions, preparing and implementing ordinances, allocating city resources through capital improvement plans, and influencing the timing and location of future development.

The Implementation Chapter in this plan lays out a strategic action ‘check-list’ which identifies near-term and long-term action items that will move the city towards achieving the overall vision laid out in the plan. This, taken in tandem with the goals, policies and strategies laid out in the plan, provides the tools city staff and community leaders will use in directing the activities and investments needed to achieve the community vision.

All land use decisions will be guided by the goals and policies laid out in this plan. It falls then to the City’s Planning Commission and ultimately the City Council to evaluate any and all development proposals against the intent of the Plan and the needs of the community.

## THE PLAN HAS A LIFE-SPAN

While the Plan is intended to provide the city with the tools needed to anticipate changes and opportunities before they arrive and put policies and strategies in place to address them, not all changes can be anticipated. In fact the further this plan gets from its date of adoption the more susceptible to the unpredictable nature of our ever changing societal needs it becomes. The planning horizon for this plan is the year 2040, and as the plan ages the need to re-evaluate its recommendations and assumptions grows more important, placing a level of importance on adaptability that will be addressed in the next section.

### KEY TERMINOLOGY: GOAL, POLICY, AND STRATEGY

#### Goals

Goals are broad statements that describe long term aspirational outcomes that the community is working towards incrementally (e.g. Attract and retain residents through all phases of life).

#### Policies

Policies are statements of intent by the community to take actions that will advance the community towards meeting its shared goals. Policies are meant to establish consistency in decision making among city staff and community leaders when confronted with opportunities and change. (e.g. Provide, as opportunities arise, a contiguous and interconnected trail network that will connect residents to key community destinations)

#### Strategies

Strategies are specific action steps or projects designed to move Gaylord towards the goals identified in each chapter. These items are intended to give community leaders and city staff actionable projects that they can take on as opportunities arise or provide to volunteers and other organizations who are looking to get involved in bettering the community.

## THE PLAN IS AN ADAPTABLE TOOL

While intended to guide change, this plan must also remain adaptable in order to respond to the community's evolving needs, conditions and emerging trends. City residents and officials must take ownership of the future of their community, and they must consider carefully the merits of amendments to the plan to accommodate opportunities that do not fit within the spirit of the Plan's recommendation.

This is a critical step in the community development process; proposals need to be evaluated against the vision, principles, goals, and policies laid out in this Plan. While it is important to capture opportunities as they arise, the overall goal of the Plan is maximizing the benefit to the community any proposal or development may bring.

It is important to understand that communities are not static and that development proposals often are not exactly aligned with the road map laid out in the Plan. With that in mind proposals that may be beneficial to the community and are worthy of further consideration may merit an amendment to the Plan if their benefits warrant further investigation. If the potential that a proposal's benefits outweigh its costs, this should trigger a community planning process to investigate amending the Plan.

# 1 Community Profile and Background

## EARLY HISTORY

As early as 1852, a trail from Henderson to Fort Ridgely meandered westward on high ground through what is now the Gaylord city limits. It was a stopping point on the main passage to the Dakota Territory traveled first on foot or horseback, and later by oxcart, wagon, and stagecoach. An 1856 lake house owned by Edward Price, located on the southeast shore of Gaylord's Lake Titlow, was a welcomed frontier outpost.

In 1881, the establishment of farms took place in what is now the city. Later that year, land was surveyed and a railroad station was planned for a new town named after E.W. Gaylord, the railroad stationmaster, a man liked and respected by those laying out the railroad's course. In 1883, the first elections were held, the municipal government was established, and a petition was approved that incorporated Gaylord as a village. The railroad station and the relocation of Sibley County's court house and county seat (in 1915) to Gaylord's central location permanently cemented Gaylord's role in the county as a hub of commerce and trade, giving birth to the phrase "The Hub (of Sibley County)."



Sibley County Court House -  
[courthousehistory.com](http://courthousehistory.com)

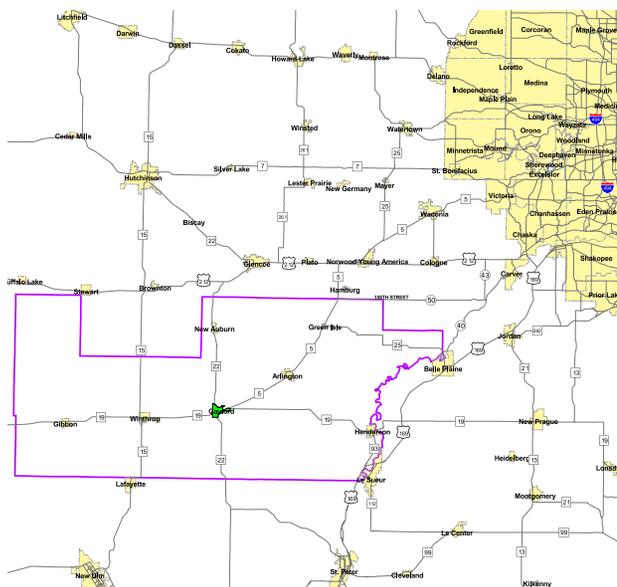


Figure 1-1. Gaylord Context Map

## REGIONAL AND LOCAL CONTEXT

Gaylord is a typical rural agricultural community located at the heart of central Minnesota in Sibley County. The City is surrounded by Dryden Township and is approximately seven miles from the nearest towns of Arlington and Winthrop. The City is within an hour's drive the Twin Cities, as well as several other regional population centers including Hutchinson, New Ulm, and Mankato. The City has excellent transportation access with three state highways (5, 19, and 22) and a county highway (21) all converging at the core of downtown.

## CITY GOVERNMENT

Gaylord, Sibley County's largest city, serves as the hub of government and business for Sibley County. As the County Seat, Gaylord is home to several critical county resources including social and health services as well as state and federal agricultural agencies. Gaylord's city government is controlled by a home-rule charter and directed by a mayor and five-member city council that is elected at large. The city administrator and staff handle the day to day operations of the city. Their offices are conveniently located in the center of the downtown business community. Municipal water, sewer, sanitation, parks and zoning are among the services handled through these offices. Police and volunteer fire protection and ambulance service is also provided by the city. The Sibley County Sheriff's offices are also located in Gaylord. The updated comprehensive plan will advance the work done in the previous plans to better suit the needs of the current community by providing a dynamic and systematic set of tools for shaping future development and community resources.

## MUNICIPAL SERVICES AND UTILITIES

The city is prepared to accommodate the infrastructure needs of business, industry and housing for many years to come. In 1994, a new water filtration plant that can provide 1,340 gallons per minute was added to the water system. In recent years, the City has invested more than \$8,000,000 in the creation of two wastewater treatment facilities offering the community treatment capacity in excess of many much larger communities. Other utility services include telephone and ISDN service through Qwest Communications, Cellular One wireless service, electric service through Xcel Energy, gas service through Minnegasco, and cable service through MediaCom.

In 2015, RSFiber Cooperative extended gigabit internet service to Gaylord and several other communities in Sibley County, providing access to the fastest internet speeds in the state for residents and local businesses. Gaylord's local newspaper The Gaylord Hub is published weekly, and has been a resource for community information and events dating back more than 130 years. Gaylord residents obtain inter-city bus service through Trailblazer Community Transit, a dial-a-ride bus service operating in Sibley, McLeod, and Wright Counties.



Sibley County Service Center



*New Development on Gaylord's East Side*

## ECONOMIC DEVELOPMENT

Gaylord is home to a variety of manufacturing industries, as well as retail and service businesses. The community has a manufacturing and agriculturally based economy with bright prospects for future development and industrial growth. An 80-acre, Industrial Park constructed in the late 1980s is now completely developed and a plan for industrial park expansion was completed in 2011.

The City, through the Economic Development Authority (EDA) are prepared to assist future developments, initiatives, and/or projects involving businesses, housing, real estate development, and/or community programs . The EDA has assisted in the development of Gaylord business and industry since its inception in 1978. The EDA has aided in the development of a family restaurant, a dental clinic, and a bank and business community parking facilities. Gaylord's EDA played a major role in the complete build out of Gaylord's first industrial park and the planning of the city's two industrial park expansion areas, which boast ample capacity for future development.

Economic incentives include:

- » Tax Increment Financing,
- » Gaylord Tax Abatement,
- » EDA internal financing,
- » A Down Payment Assistance Program,
- » City of Gaylord Revolving Loan Fund,
- » Southern Minnesota Initiative Foundation Financial and Technical Assistance
- » USDA: Rural Business Cooperative Service, Business, and Industry Guarantee Program
- » Partnerships between local financial institutions, guidance for business prospects, coordination of technical assistance, and competitive utility and low property tax rates.

The top six employers in Gaylord are Michael Foods Inc., Wakefield Pork, Extron/Control Assembly, Sibley County, Oak Terrace Health Center and Retirement Campus and Sibley East School District. Michael Foods is an egg processing firm that is the only facility in the world licensed to employ the state-of-the-art technology used in producing its wide variety of products. These egg products are distributed nationwide to many of the best-known food product companies in the nation, Canada and overseas. A part of the Gaylord community for more than 35 years, Unidoor Corporation is another important Gaylord industry. Unidoor manufactures a wide variety of interior doors for the construction industry. Unidoor's products are distributed nationwide and the firm has enjoyed continued growth since its inception in 1973. Two banks serve Gaylord residents and businesses: ProGrowth Bank and First National Bank Minnesota – Gaylord Branch.

## HEALTH CARE SERVICES

The closest major healthcare facility, Ridgeview Sibley Medical Center (level 4 trauma center) is located just seven miles away in Arlington via State Highway 5. Eight other hospitals are within a half-hour drive and level one trauma care is accessible by air ambulance. Everyday health care services are available at the Ridgeview Clinic located in the Oak Terrace Health Center. The clinic is staffed by family practitioners and offers a broad range of regular and scheduled specialty services. Residents are also served by a dental clinic, two chiropractic offices, an optometrist and Oak Terrace Health Center and Retirement Campus and Heritage House (adult foster care for persons with early Alzheimer’s disease).

## RECREATION OPPORTUNITIES

The Gaylord park system is anchored by the 31-acre Lakeside Community Park located adjacent to Lake Titlow. This park includes picnic areas; shelters; Gaylord Area Aquatic Center; well-equipped playgrounds; baseball, softball, Little League facilities.

Two satellite parks, East Ridge Terrace Park and South Park, serve the daily needs of neighborhood residents and a private hunt club, the Gaylord Game Protective League (GPL), located on the northeast edge of town offers camping, trap shooting, picnicking venues, and access to Lake Titlow.



Veteran Memorial and Lake Titlow Boat Access in Lakeside Community Park

## EDUCATION

Sibley East Schools are located in Gaylord and Arlington. This is the result of several years of combination, cooperation, and eventual consolidation of district 2310 in 1995. Gaylord is the site of the newly constructed Sibley East Elementary consolidated campus, which serves students from kindergarten age through Grade 5. Grades 6-12 attend classes in Arlington with Sibley East Senior High offers more than 75 course choices ranging from foreign languages to computer applications and calculus. Advanced courses are also offered including: English, Social Sciences, and Physical Sciences. The Gaylord K-5 facility is fully networked schools with gigabit internet connections, allowing its students a range of opportunities to participate in International projects via the internet. A wide range of extracurricular activities from athletics to the arts are promoted. District buses transport students between schools through an accommodating schedule of early and late bus routes. Immanuel Lutheran Church operates a Christian Day School for students Preschool through 8th Grade. The City Library, part of the wider Sibley County Library System, is centrally in the community residing on the edge of downtown, just a block from City Hall.



Newly constructed Sibley East Elementary School in Gaylord

# 1 Population

## GAYLORD & SIBLEY COUNTY

The following sections analyze and compare recent demographic trends for Sibley County and the City of Gaylord.

### Total Population

While the overall Minnesota population is increasing, Sibley County experienced a small decline (~1%) in residents between 2000 and 2010. However, over the past 20 years the County has seen an increase in population by 6.1%.

Gaylord’s population growth over the past 20 years has been more significant, with a total population increase of 15% between 1990 and 2017.

### Age + Gender

As shown in [Table 1-2. Historic Population](#) Gaylord’s general population in 2010 was younger than that of 2000, with 48% of residents under the age of 35 (as opposed to 45% in 2000), 18% of residents above the age of 65 (as opposed to 21% in 2000), and the median age decreasing from 38 to 37. In comparison, the median age in Sibley County increased from 37 to 40, with the largest percentage of residents in the middle-aged cohorts. The proportion between males and females has remained relatively constant in both Gaylord and Sibley over the past decade. Females comprised over half of the population in Gaylord, and experienced a .1% difference from 2000, while Sibley’s male population was slightly larger than it’s female, and experienced a .5% difference from 2000.

### Educational Attainment

Over 85% of both Gaylord’s and Sibley County’s populations have attained at least a High School Diploma. This figure has gone up by over 10% since 2000 for the City of Gaylord. Almost 24% of Gaylord’s population have some type of college degree, compared with 45% of Sibley County residents.

### Racial Diversity

The 2010 population in both Gaylord and Sibley County was predominantly white/non-hispanic (77% and 93% respectively). The racial distribution for minority populations in Gaylord increased slightly between 2000 and 2010, with the Hispanic or Latino population increasing from 17% to 23%. There was also an increase in Asian and “other” residents, while Black or African American, American Indian/Alaska Native, and Native Hawaiian/Pacific Islander experienced practically no change.

Table 1-2. Historic Population

Year	GAYLORD		SIBLEY COUNTY	
	Population	% Change	Population	% Change
1890	387	-	15,199	-
1900	608	57.1%	16,862	10.9%
1910	610	0.3%	15,540	-7.8%
1920	783	28.4%	15,635	0.6%
1930	812	3.7%	15,865	1.5%
1940	1,049	29.2%	16,625	4.8%
1950	1,229	17.2%	15,816	-4.9%
1960	1,631	32.7%	16,228	2.6%
1970	1,720	5.5%	15,845	-2.4%
1980	1,933	12.4%	15,448	-2.5%
1990	1,935	0.1%	14,366	-7.0%
2000	2,279	17.8%	15,356	6.9%
2010	2,305	1.1%	15,226	-0.8%

Figure 1-2. Gaylord Population by Age (% of total population)

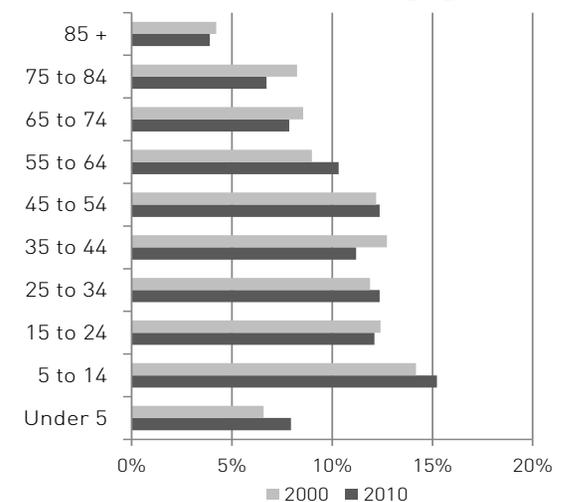


Figure 1-3. 2010 Age + Gender Distribution

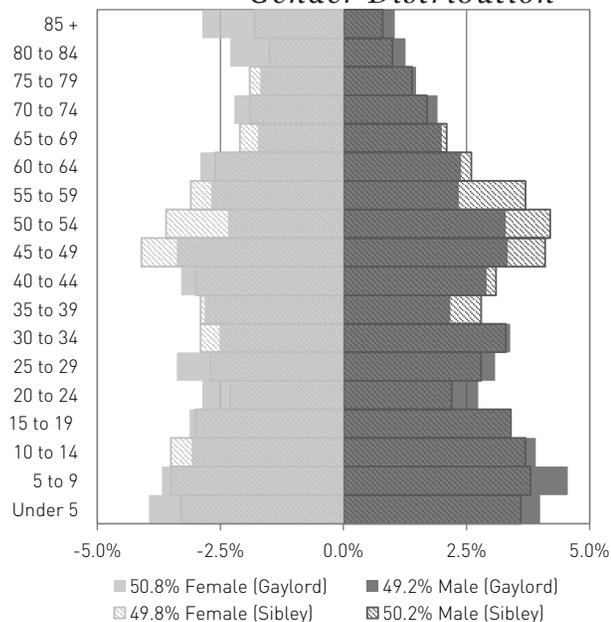


Figure 1-4. Gaylord 2010 Educational Attainment

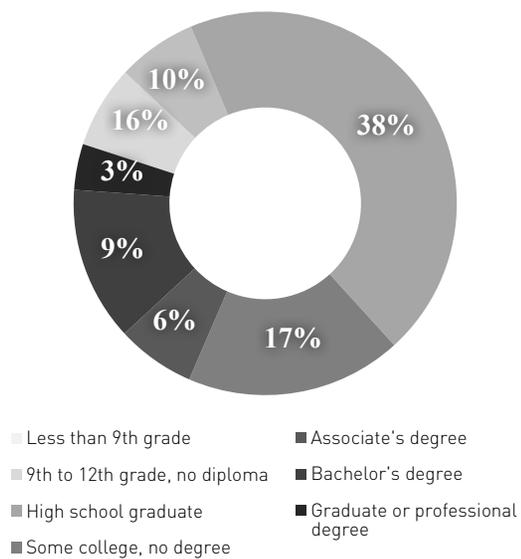


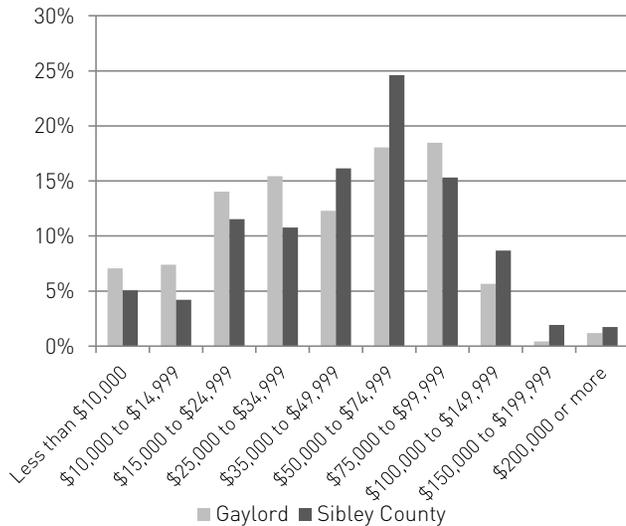
Table 1-3. Population by Race

Race	GAYLORD				SIBLEY COUNTY			
	2000		2010		2000		2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Total Population</b>	<b>2,279</b>	<b>100.0%</b>	<b>2,305</b>	<b>100.0%</b>	<b>15,356</b>	<b>100.0%</b>	<b>15,226</b>	<b>100.0%</b>
<b>White</b>	2,006	88.0%	2,020	87.6%	14,676	95.6%	14,430	94.8%
<b>Black or African American</b>	4	0.2%	5	0.2%	19	0.1%	48	0.3%
<b>American Indian and Alaska Native</b>	14	0.6%	3	0.1%	40	0.3%	30	0.2%
<b>Asian</b>	16	0.7%	28	1.2%	51	0.3%	85	0.6%
<b>Native Hawaiian and Pacific Islander</b>	0	0.0%	1	0.0%	0	0.0%	2	0.0%
<b>Other</b>	239	10.5%	248	10.8%	570	3.7%	631	4.1%

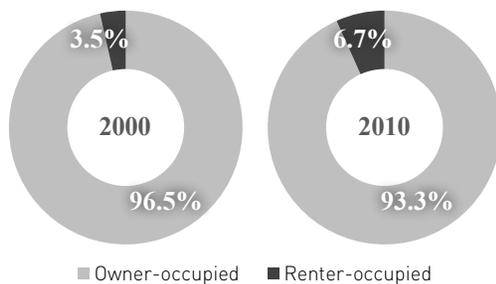
Table 1-4. Hispanic Population

Race	GAYLORD				SIBLEY COUNTY			
	2000		2010		2000		2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Total Population</b>	<b>2,279</b>	<b>100.0%</b>	<b>2,305</b>	<b>100.0%</b>	<b>15,356</b>	<b>100.0%</b>	<b>15,226</b>	<b>100.0%</b>
<b>Hispanic or Latino (of any race)</b>	396	17.4%	530	23.0%	834	5.4%	1,098	7.2%
<b>Mexican</b>	363	15.9%	478	20.7%	667	4.3%	959	6.3%
<b>Puerto Rican</b>	0	0.0%	8	0.3%	2	0.0%	23	0.2%
<b>Cuban</b>	0	0.0%	0	0.0%	4	0.0%	3	0.0%
<b>Other Hispanic or Latino [5]</b>	33	1.4%	44	1.9%	161	1.0%	113	0.7%
<b>Not Hispanic or Latino</b>	1,883	82.6%	1,775	77.0%	14,522	94.6%	14,128	92.8%

**Figure 1-5. Household Income**



**Figure 1-6. Gaylord Occupancy of Housing Units**



## Households

### Households & Persons Per Household

The number of households in Gaylord remained relatively consistent between 2000 and 2010, increasing from 897 to 929, which represents a 3.6% change. Persons per household dropped by .06 from 2.54 to 2.48. Sibley County experienced similar change, with the number of households increasing by 4.5%, and persons per household dropping by .14.

### Household Income

Nearly 44% of Gaylord’s households in 2010 had an annual income of less than \$35,000, which is down 2% from 2000. The majority of 2010 households (49%) were at incomes between \$35,000 and \$100,000, and only 7% of the households were above \$100,000 per year. Gaylord’s median annual household income was \$42,500.

In comparison, 32% of Sibley County households had an annual income below \$35,000 in 2010, while 56% were between \$35,000 and \$100,000 and over 12% were above \$100,000. Sibley County’s 2010 median annual household income was \$51,499.

### Occupancy of Housing Units

In 2010, approximately 6.7% of occupied housing units were renter-occupied while 93% were owned. This rental rate is almost double that of 2000, when 3.5% of occupied housing units were rented. Sibley County has a slightly higher 2010 rental rate than Gaylord, with 8.3% of occupied units renter-occupied.

### Construction Year of Housing Units

As of 2010, over three-fourths of the occupied housing units in Gaylord were constructed before 1960, 22% of which were built earlier than 1940. Only 2% of the City’s occupied housing units were constructed after the year 2000. Housing units in Sibley County are slightly older than that of Gaylord, with almost 37% of occupied units constructed before 1940. However, Sibley County also has more new housing than Gaylord, with just over 6% built since 2000.

### Units in Structure

The majority of housing units in Gaylord and Sibley County are single-family dwellings (73.9% and 85.5% respectively). While the rental rate is higher in Sibley County, Gaylord has more than twice the proportion of housing with 5 or more units than the County. WHY?

### Number of Bedrooms per Housing Unit

In 2010, almost 74% of housing units in Gaylord had between 2 and 3 bedrooms. Just over 11% of the City’s housing units have one or less bedroom. Both of these proportions are larger than those of the County, where just over 72% of housing units contain less than 3 bedrooms. Sibley County had a larger percentage of bigger housing units, with 27.5% containing 4 or more bedrooms.

### Housing Value

In 2010, the median value of housing units in Gaylord was \$123,700, which is lower than the County median of \$148,500. Over 60% of Gaylord’s housing units were valued under \$150,000 and 0% are above \$300,000, while the County had around 50% of units valued under \$150,000 and almost 15% above \$300,000.

Table 1-5. Construction Year of Occupied Housing Units, 2010

Year	GAYLORD		SIBLEY COUNTY	
	Number	Percent	Number	Percent
<b>Total Occupied Housing Units</b>	<b>996</b>	<b>100.0%</b>	<b>6,582</b>	<b>100.0%</b>
2000 or later	22	2.2%	408	6.2%
1990 to 1999	151	15.2%	691	10.5%
1980 to 1989	69	6.9%	448	6.8%
1960 to 1979	256	25.7%	1303	19.8%
1940 to 1959	281	28.2%	1330	20.2%
1939 or earlier	216	21.7%	2402	36.5%

Table 1-6. Units in Structure, 2010

Units in Structure	GAYLORD CITY		SIBLEY COUNTY	
	Number	Percent	Number	Percent
1, detached	736	73.9%	5,628	85.5%
1, attached	19	1.9%	112	1.7%
2 apartments	0	0.0%	66	1.0%
3 or 4 apartments	0	0.0%	72	1.1%
5 to 9 apartments	90	9.0%	191	2.9%
10 or more apartments	109	10.9%	303	4.6%
Mobile home or other type of housing	42	4.2%	224	3.4%

Figure 1-8. Number of Bedrooms per Housing Unit, 2010

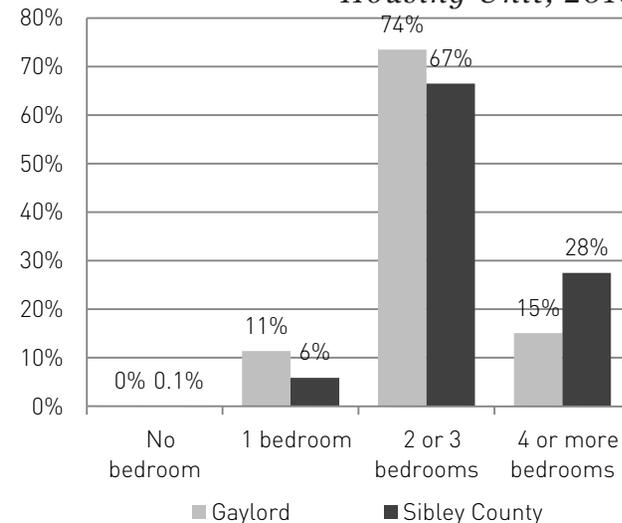
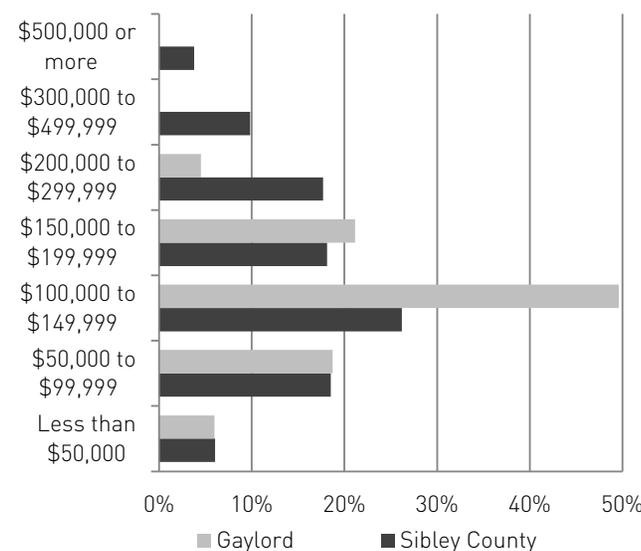


Figure 1-7. Housing Value, 2010



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## Chapter 2

# VISION AND GUIDING PRINCIPLES

The Vision and Guiding Principles of the Gaylord Comprehensive Plan inform all of the decisions and recommendations laid out in the Plan. The Vision is a statement of what the community wants to be in 2040, the Guiding Principles are the over arching rules that guiding decision making towards outcomes that achieve the Vision



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## Vision and Guiding Principles

### WHAT IS A VISION STATEMENT?

The purpose of the vision statement is to shape and inform the decision making, recommendations, and guidance set forth in this plan. It is a shared understanding of how the community should look, function and feel over the life of the plan.

### A VISION FOR THE FUTURE OF GAYLORD

Gaylord's future will be driven by our residents' desire for maintaining and improving the community's high quality of life for this generation and the next. Taking care of our existing resources and adding critical new community assets will ensure our city continues to be a desirable community to live, work, learn, shop, and recreate in. Growth, through new development and redevelopment, provides opportunities for expanding choices in housing, jobs, businesses, downtown, and community assets, all of which will serve to preserve and strengthen our valued small town character.

### WHAT ARE GUIDING PRINCIPLES?

Supporting the vision, the guiding principles will help define the character, values, and priorities of the community by acting as an ongoing measurement tool for the appropriateness and effectiveness of future initiatives and results.

The following are key characteristics of guiding principles:

- » Adaptable and anticipatory
- » Imaginative and aspirational
- » Builds on community history and strengths
- » Identifies what the community desires for itself based on shared understandings
- » A tool for evaluation of proposals, projects, ideas, and future directions
- » A framework for coordination and cooperation
- » Offers a source of energy and enthusiasm for maintaining a commitment to the City's vision

### GUIDING PRINCIPLES

#### Resilient

Responsive and anticipatory to opportunities and change, forward thinking and prepared.

#### Vital and Vibrant

Full of activity, development, and prosperity

#### Attractive and Approachable

Beautiful environment with an eye towards small town character and charm

#### Cooperative and Responsive

A place to do business with new ideas, engaged citizenry, and mobilized leadership that is ready to be a facilitator and partner in shaping a better Gaylord

#### Adaptable and Dynamic

Gaylord's greatest resource is the wealth of energy, knowledge, and can-do spirit locked up in its citizens and leaders, capitalize on this

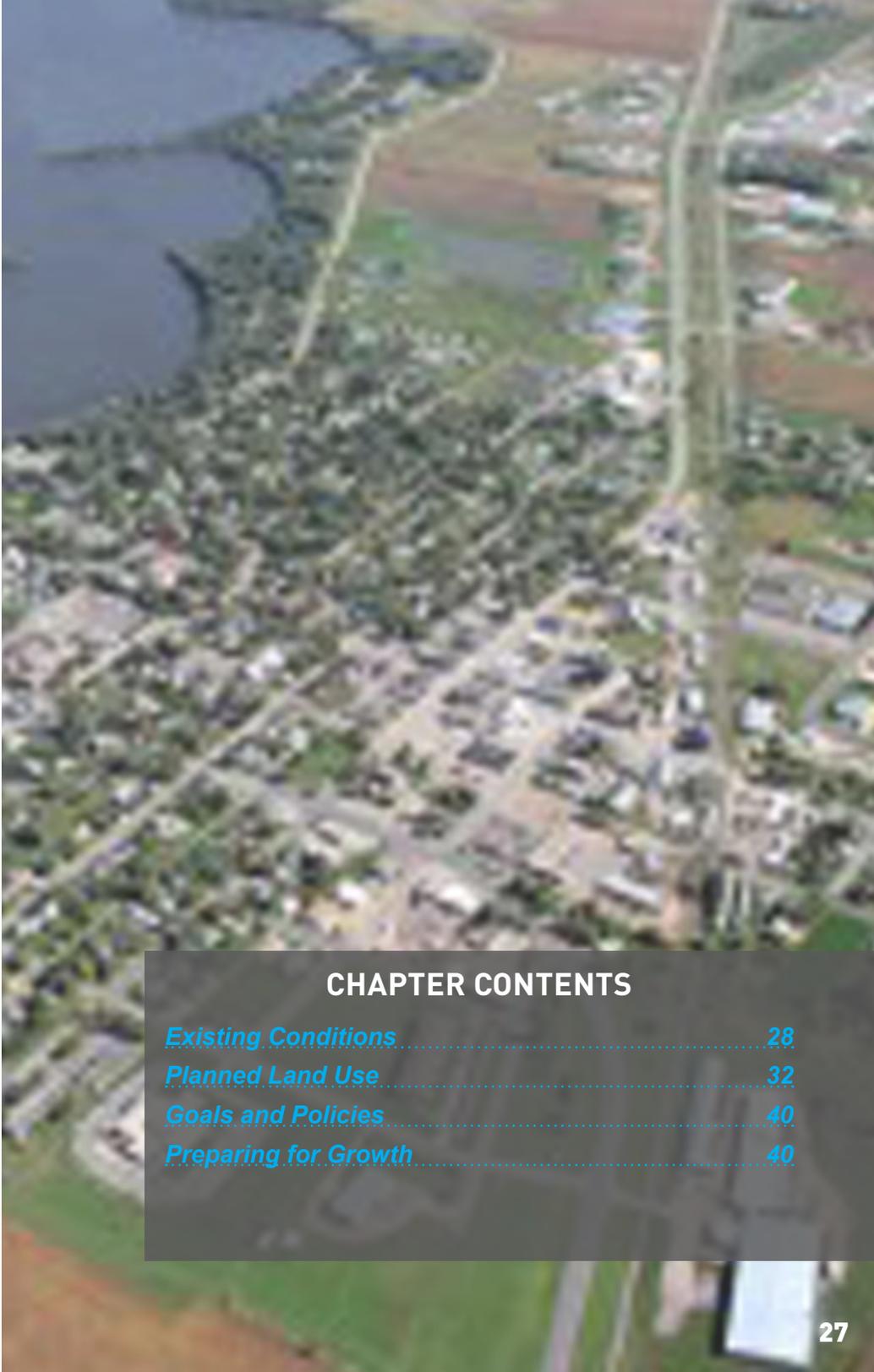
#### Uniquely Gaylord

Gaylord is a unique small town in its composition of people, places, resources, and economy

# Chapter 3

## LAND USE PLAN

This chapter details a framework for the future use of land in the City of Gaylord, shaping how the community grows and develops. While capturing opportunities for growth and development are important, guiding the location and character of that growth ensures the entire community extracts the maximum benefit from the development and the infrastructure investments required to support it. Uses of land carry distinct sets of requirements, characteristics, and the relationships between other uses, ranging from harmonious to hazardous. Understanding and guiding these relationship, both between uses and relative to supportive infrastructure will ensure that a community redevelops and grows in a way that supports the vision for Gaylord’s future set forth in the previous chapter.



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## Existing Conditions

This section examines the existing land use patterns as a means to understand where and how to guide change in the future. Gaylord, like many small agricultural communities in Minnesota, is facing a number of growth and land use changes typical of a rural Minnesota small town including:

- » Peripheral auto-oriented retail drawing business and economic benefits away from downtown businesses
- » Unattractive land uses near entry/gateways into the community
- » Residential uses next to non-complementary uses ( industrial parks, railways, and commercial areas without proper design or buffer considerations)
- » Shortages in certain sectors of housing along with an aging housing stock
- » Insufficient housing options for residents and perspective residents
- » Increasing retail/commercial vacancy rates Downtown
- » Under-utilized buildings and sites in and around Downtown
- » Historic structures that need revitalization Downtown
- » Areas of higher housing density with weak connections to community resources
- » Conflicting role of State Highway 19 as both a Main Street and a key transportation and trucking thoroughfare at the core of the city

While addressing these challenges is a key step in this (and other) chapters, it is also important to recognize and build on the many existing strengths in the community related to land use including:

- » Logical and orderly residential growth patterns which have mostly avoided ‘leap-frog’ development
- » A traditional small town core laid out on an intuitive grid-pattern street network
- » A Downtown with historic buildings and a recently enhanced streetscape
- » Strong centrally located community resources including the county seat, library, and city hall
- » Ideally sited industrial development with ample land area for expansion
- » A newly constructed school, aquatic center, and medical college (under construction)
- » A large central park with good connections to residential areas and adjacencies to important natural and community resources.

## 2013 HISTORIC (HERITAGE) PRESERVATION PLAN

In 2013 the created a plan to help identify significant heritage features and strategies from preserving and restoring them. Below is a list of goals from the plan:

### Goals:

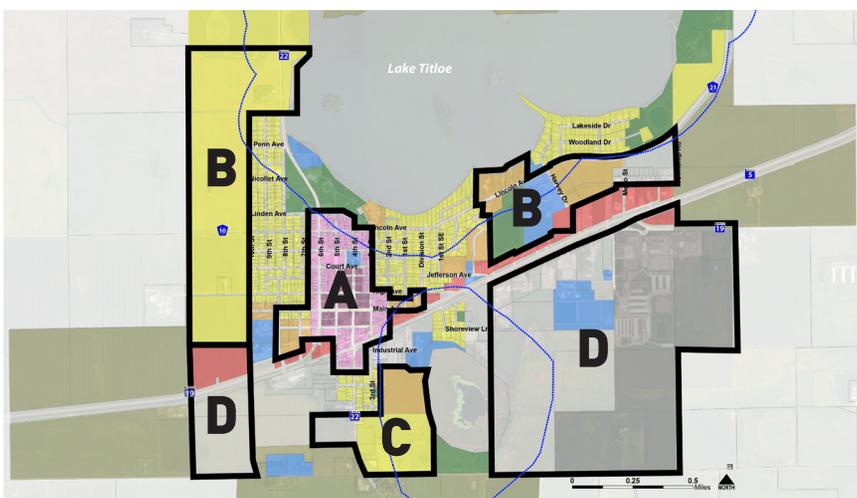
- » To safeguard and preserve Gaylord’s heritage by identifying and protecting those buildings, districts, sites and structures that reflect significant elements of Gaylord’s history.
- » Encourage compatible remodeling restoration, and/or reuse of historic buildings, including homes.
- » Promote historic preservation and its importance in maintaining community character, identity and unique features that define Gaylord through public education.
- » Develop stronger financial support for heritage preservation in Gaylord both within City government and by pursuing outside funding sources.
- » Ensure that preservation issues are considered in all pertinent City actions.
- » Build heritage preservation considerations into community activities by strengthening partnerships with other local groups concerned with economic development, local history, the environment, and housing issues.
- » Protect and enhance the city’s appeal and attraction to residents, visitors and tourists, by increasing the economic and functional vitality of the historic downtown.

## AREAS OF CHANGE AND GROWTH

The historic growth patterns of Gaylord ‘have good bones’ and comprise a relatively harmonious framework of uses that can be adapted to fit the Vision and Guiding Principles identified by the community. In order to achieve this, the Plan will identify areas of change, or more precisely, areas where:

- » Land use relationships are poorly organized or hazardous and should be guided towards better compatibility
- » Retail energy exists today, and where it should be directed to in the future to support local businesses and a healthy local business community
- » Residential growth should occur in order to support the long term vitality of the city and its economy
- » The City has made substantial recent investments in amenities, facilities, and infrastructure

The Plan’s primary purpose is to identify and guide where and how growth will occur in the community through 2040. To achieve this we must understand first where growth should occur, and then identify and guide where uses of land should change in order to guide development and change that fits with the community’s vision, these areas are identified in [Figure 3-1](#). Residential growth will occur primarily in three areas of the city; in and around Downtown and surrounding the new medical college (A), in the City’s western and eastern undeveloped residential areas (B), in the city’s southern residential area (C). Job growth will occur in the City’s downtown (A) and industrial park areas (D). Revisions to the city’s existing future land use plan occurs throughout the city, but are primarily focused in areas A, B, and D.



*Figure 3-1. Areas of Change and Growth*

## DIFFERENCES BETWEEN A ZONING ORDINANCE AND A COMPREHENSIVE PLAN

### Zoning Ordinance:

- » Narrow in scope
- » More rigid standards
- » Legal control /standard
- » Detail oriented, specific
- » Focus on the district and site level

### Comprehensive Plan:

- » Broad in scope
- » Visionary
- » Principles and Policy oriented
- » It’s a guiding document
- » Conceptual and idealistic
- » Focus is on neighborhood, community or regional scale
- » Flexible in its interpretation

So which one rules? In many instances, State Statutes make direct references linking a zoning ordinance provision to a community’s comprehensive plan. Case law over the years has proven that a zoning ordinance in sync with a comprehensive plan is a more defensible ordinance than one that is not, or is not based on an approved comprehensive plan.

**A review and amendment of zoning and subdivision ordinances always follows the updated comprehensive plan, resulting in minor or major modifications, depending on the new directions forged by the comprehensive plan.**

## EXISTING LAND USE

Examining Gaylord’s existing land use patterns (shown in [Figure 3-2. Existing Land Use Map \(2017\)](#)) and the land use guidance from the 2020 Comprehensive Plan and other planning documents provides insight into why Gaylord looks the way it does today.

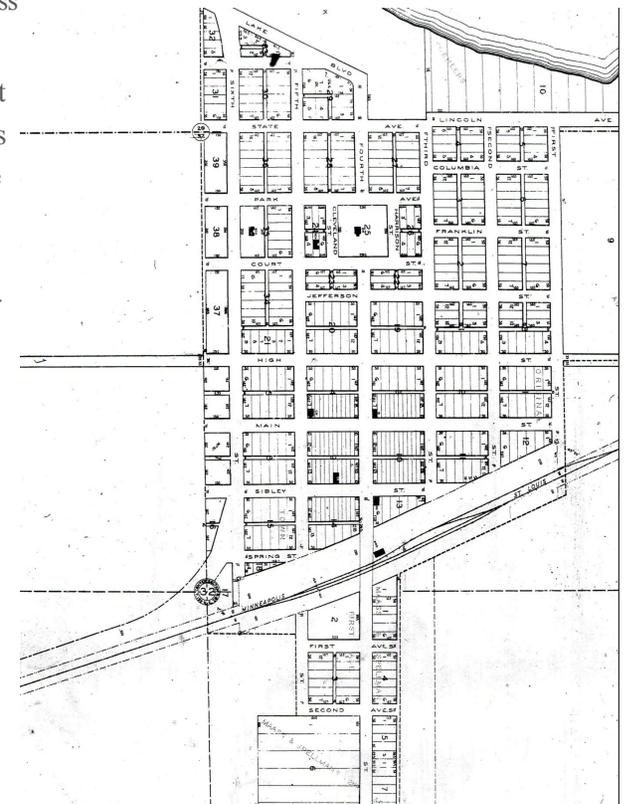
Gaylord’s land use patterns at the center are typical of most rural small towns, with a mature and variable core of housing types surrounding Downtown. Moving away from downtown, housing begins to become more uniform in character and scale as housing ‘developments’ where built in clusters rather than as individual homes. This development pattern results in neighborhoods with houses generally of the same style, period, and condition. As Gaylord’s residential areas expanded out from downtown, they met the man-made and natural barriers of the lake to the north and the railroad/highway to the south. These physical features channeled a majority of Gaylord’s housing outwards to its eastern and western edges, a pattern that is likely to continue over the life of this plan.

Employment generating uses (commercial, office, and light industrial) have largely collocated along the City’s east/west transportation linkages following the railroad /Highway 19 corridor. Retail concentrations originally occurred in the downtown as goods and visitors arrived in Gaylord via rail. Shifts in transportation and retail trends soon siphoned off a substantial portion of this critical energy as retail development followed the cheaper land and more convenient highway access that came with development at the City’s edge.

Gaylord’s industrial uses are contained primarily within one of two industrial parks on the southeast and southwest ends of town. These uses for the most part have good isolation from other portions of town sensitive to the impacts associated with industrials uses, such as truck traffic, odors, noise, and other hazards. While most of the available land in these areas has been planned for industrial growth, there are small areas of residential housing between the two industrial parks. With this in mind, light industrial uses that share a border with residential areas will need to implement additional measures to mitigate the impacts to adjacent neighborhoods, this will be discussed in greater detail in the following section on future land use.

EXISTING USE OF LAND WITHIN GAYLORD'S CITY LIMITS (2018)		
Existing Use of Land	Acres	Percent of Land Area
ROW	44.7	4.8%
Park	70.5	7.5%
Institutional	138.5	14.8%
Vacant	249.7	26.7%
Single Family Residential	246.3	26.3%
Multi-Family Residential	17.5	1.9%
Commercial	86.6	9.2%
Industrial	82.9	8.9%
<b>TOTAL</b>	<b>936.7</b>	<b>100.0%</b>

Table 3-1. Existing Use of Land within Gaylord’s City Limits (2018)



1936 Gaylord plat map showing grid-pattern street network

Figure 3-2. Existing Land Use Map (2017)

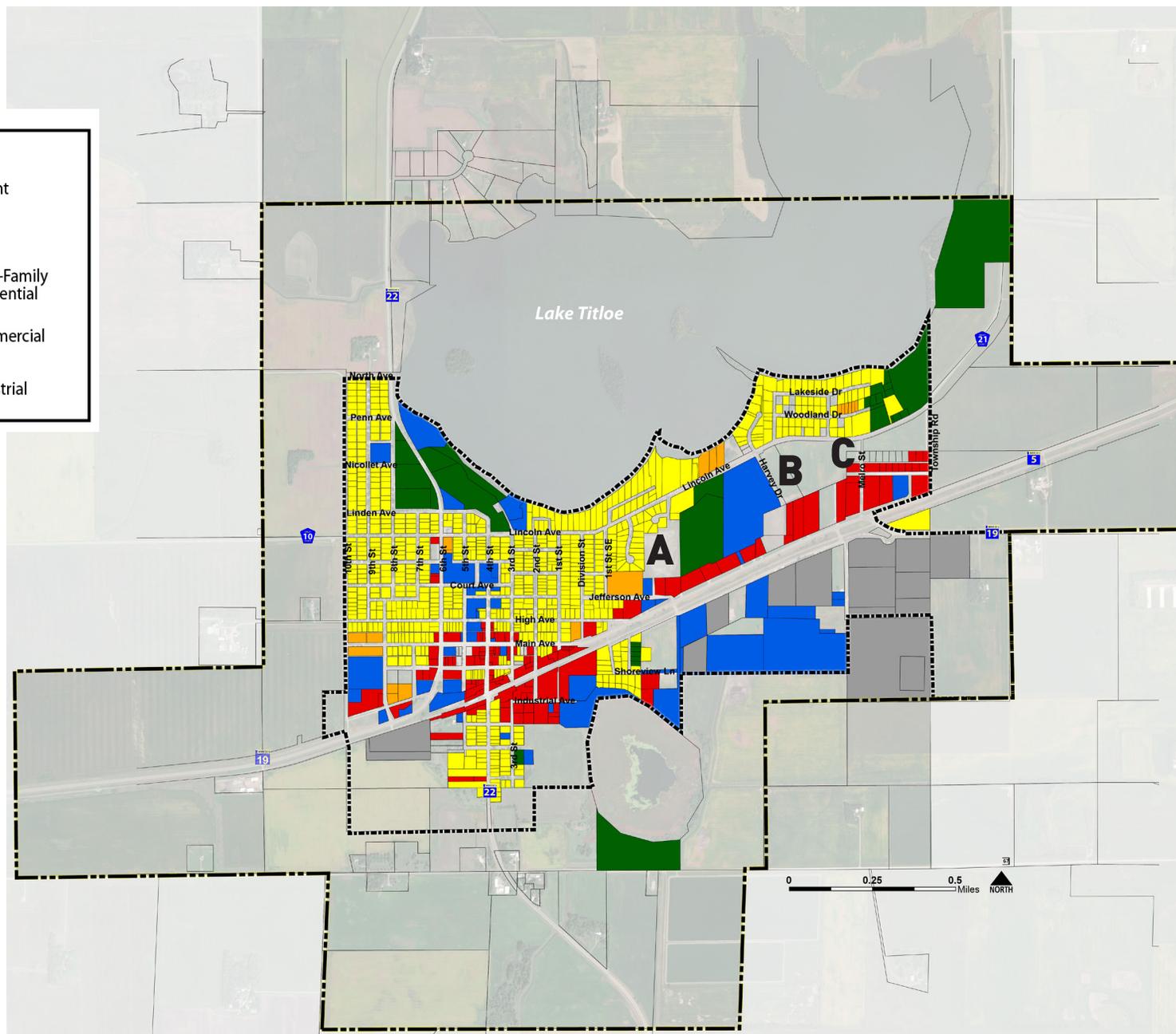
**LEGEND**

- City Limits
- Annexation Area
- Vacant

**EXISTING USE OF LAND**

- Park/Open Space
- Institutional
- Single Family Residential
- Multi-Family Residential
- Commercial
- Industrial

*Note: Areas A and B will be developed as Multi-Family Residential in 2019, and area C is currently owned by the City for future development.*



# Planned Land Use

## FUTURE LAND USE CATEGORIES

The 2040 Future Land Use Plan (as seen in [Figure 3-3](#)) establishes desirable land use patterns and guides where change is appropriate or where new growth should occur. The future land use categories established in this Plan should accommodate the full range of uses in Gaylord today and are intended to accommodate those that may occur in the future. These future land use categories in the Plan are based on those established in the 2020 plan and are consistent with uses currently in place in the City today. It is important to note however that while the Plan seeks to anticipate all the most likely scenarios regarding future land use and development, it cannot predict the future entirely. As discussed in detail [Chapter 1](#) there may be worthy development proposals that do not fit within the guidance of this Plan. In those instances the review and amendment of this Plan may be necessary in order to accommodate development or change that fulfills the Community's Vision for 2040 and beyond.

### Changes to the 2020 Comprehensive Land Use Plan

The future residential land use category as defined in the 2020 plan has been subdivided into two categories to better reflect the community's needs for housing and to allow for a wider range of housing options. Commercial uses not related to downtown have been narrowed to include only those uses that are transportation oriented and occur outside of the Downtown area. The mixed use category has been divided into two categories that more accurately reflect the community's vision for use at the down town core and edges. Finally the industrial category has also been split into two categories in order to guide more intensive industrial uses further away from downtown and residential activities.

The Land Use Plan seeks to achieve a balance that provides for the overall needs and desires of Gaylord residents, employees and business owners. The plan uses the following land use categories to define the physical development patterns of the City:

- » Rural Reserve
- » Low Density Residential
- » Medium Density Residential
- » Community Commercial
- » Downtown Core Mixed Use
- » Downtown Edge Mixed Use
- » Light Industrial / Manufacturing
- » Industrial Institutional
- » Parks and Open Space

The following sections explain in more detail the character and purpose of each land use categories.

## IMPACTS OF THE SHORELAND OVERLAY DISTRICT

Any development that occurs partially or completely within the Shoreland Overlay District will be required to follow more stringent development requirements covered in Chapter 153 of Gaylord's Zoning Ordinance. Generally these include:

- » Restrictions on size of parking lots and other impervious site features like sidewalks and paved areas
- » Increased setback requirements
- » Additional stormwater management requirements
- » Requirements for vegetative buffers

Figure 3-3. 2040 Future Land Use Plan

2040 FUTURE LAND USE PLAN SUMMARY				
2040 Planned Land Use	Within City Limits		Within Orderly Annexation Area	
	Acres	% of Land Area	Acres	% of Land Area
Park	71.6	8.0%	54.0	3.4%
Institutional	84.9	9.5%	10.4	0.7%
Rural Reserve	0	0.0%	944.7	59.5%
Low Density Residential	204.7	22.9%	333.8	21.0%
Medium Density Residential	98.3	11.0%	31.7	2.0%
Downtown Edge Mixed Use	42.9	4.8%	0	0.0%
Downtown Core Mixed Use	17.2	1.9%	0	0.0%
Community Commercial	79.9	9.0%	22.2	1.4%
Light Industrial	179.4	20.1%	152.0	9.6%
Industrial	113.5	12.7%	40	2.5%
<b>TOTAL</b>	<b>908.1</b>	<b>100.0%</b>	<b>1658.1</b>	<b>100.0%</b>

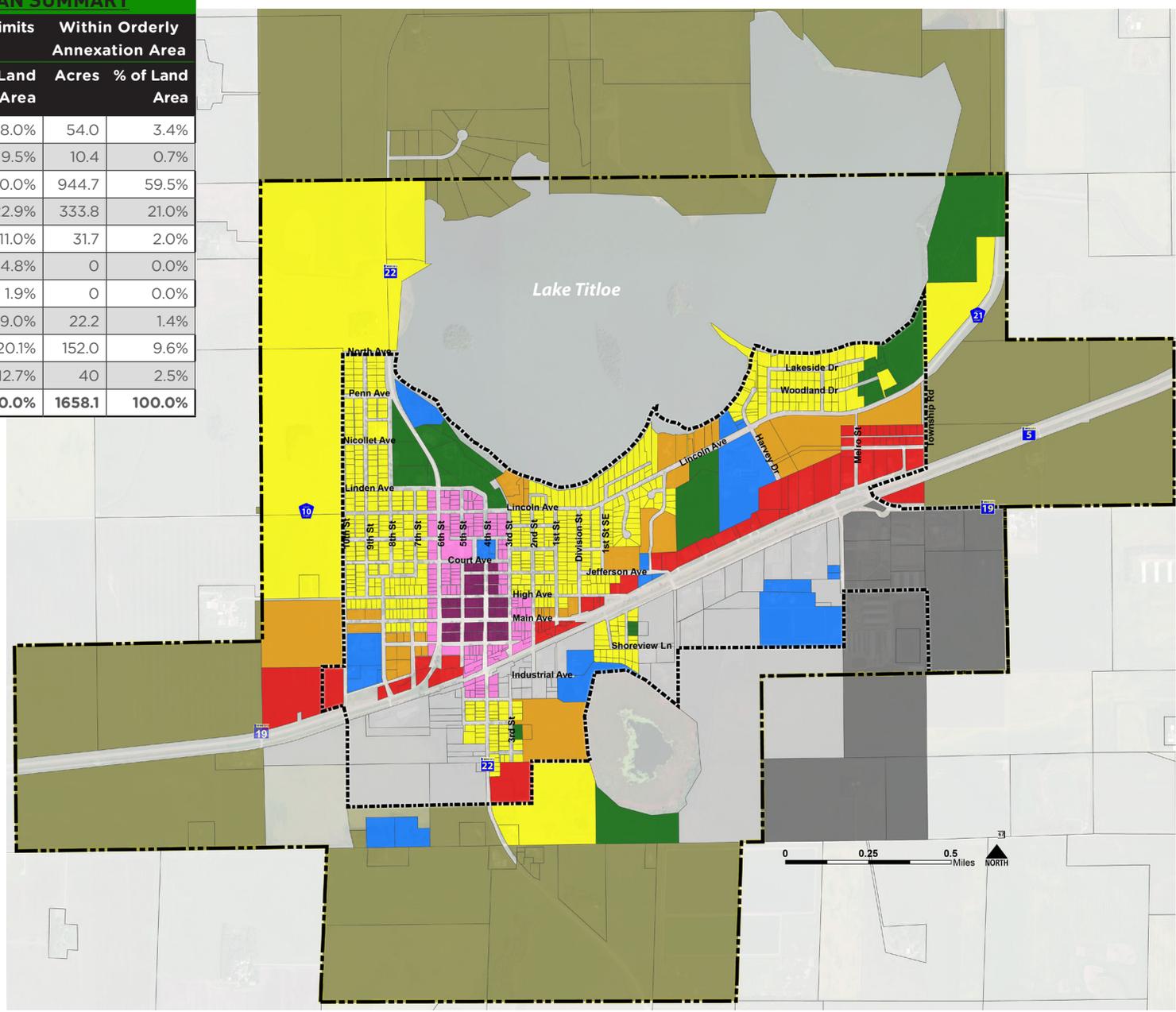
Table 3-2. 2040 Future Land Use Summary

**LEGEND**

- City Limits
- Annexation Area
- Shoreland Overlay District
- 2040 Land Use Change Areas

**2040 PLANNED LAND USE**

- Rural Reserve
- Institutional
- Park and Open Space
- Low Density Residential
- Medium Density Residential
- Downtown Edge Mixed Use
- Downtown Core Mixed Use
- Community Commercial
- Light Industrial
- Industrial



### Rural Reserve

This land use category consists of large lot rural residential and agricultural uses that are currently not served by city infrastructure and resources. These areas are not likely to develop within the lifespan of this plan and represent a *reserve* of developable land that the City will tap into in the future as growth necessitates the expansion of the City Limits and Annexation Area.



### Low Density Residential

Low density residential consists of a mix of attached and detached residential homes including single family homes, twin homes, and townhomes. Density ranges generally vary from one to six units per acre, with higher densities occurring closer to the downtown core, near major intersections, near other existing concentrations of housing, or where amenities and community resources make it more practical and appropriate. Included within this category is land that may be reserved for civic or institutional use such as neighborhood parks, schools, community buildings, churches, and open space.



Examples of attached housing that may occur in Low Density Residential areas



Examples of detached single family residential homes comprising a majority of the dwell units in areas designated and Low Density Residential

## Medium Density Residential

Medium density residential consists primarily of multi-family housing in either a side by side configuration or two to three story apartment or condominium buildings with multiple units. Density generally varies from six to twelve units per acre with the highest densities occurring near major intersections, adjacent to key community resources, or where similar housing types already exist. Twin homes, row homes, townhomes, and small to medium size apartment buildings are the most common types of housing in this category. This category is intended to widen the range of housing options available to the community in order to make it a more attractive place to settle and stay over a life time by accommodating all lifestyle needs.



Examples of housing types typical of Medium Density Residential areas

## Community Commercial

This land use category encapsulates commercial or retail uses that rely primarily on major roadways for direct circulation and access, and have a character that does not fit within the context of downtown. These uses are auto oriented, typically single story with larger footprints and greater demands for parking, truck access, and storage. If this type of use occurs adjacent to a residential area, additional considerations for screening, access, parking, and site design will be required to mitigate and accommodate a transition to residential uses.



Auto-oriented retail and commercial typical of Community Commercial areas

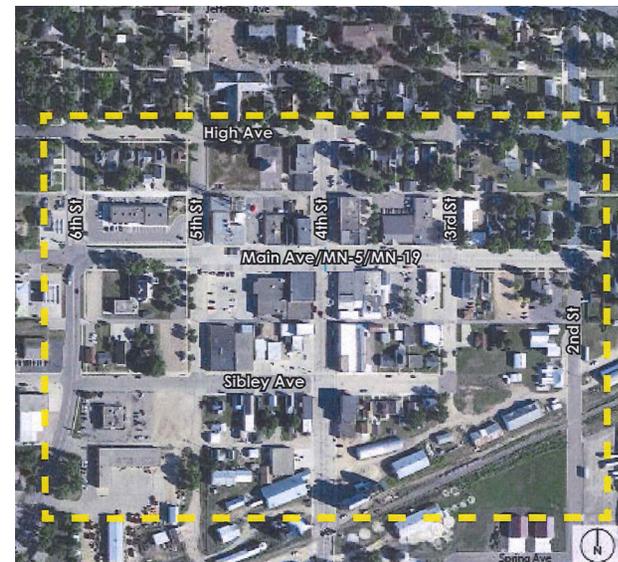
## Downtown Core Mixed Use

The aim of this category is to accommodate a mix of uses that will activate the Downtown with shoppers, residents, visitors, and business activity. This land use category identifies uses that, as the name indicates, occur in the eight city block core of the Downtown (see [Figure 3-3. 2040 Future Land Use Plan](#)). It provides the flexibility required to accommodate the retail, commercial, residential, and institutional uses that make-up the traditional small town downtown the community desires. These uses reinforce the character and identity of a ‘small town’ and ‘traditional downtown’ with a form that is predominantly two to three stories (residential or office uses over a main floor commercial or retail space) with limited off street parking, no setbacks, and direct building frontage onto the street. This type of configuration creates streets that are active, and safe by providing attractive destinations for shoppers and visitors from morning to evening, and convenient residential living at night.

Typical use ratios will be in the range of 30 percent residential 70 percent retail/commercial/office. Key intersections should have prominent buildings that are of high quality materials fronting both corners. Historical buildings should be preserved and restored where practical and new construction should contribute to and align with the overall character and identity of the Downtown established by the **2014 Downtown Master Plan**. All buildings should address the street frontage(s) with large banks of windows and clearly articulated entrances. Residential units in this area should not occur on the ground floor, should be accessed from the street, and are targeted primarily at users who are looking to locate near a concentration of activities and energy and may value walkability and convenience over space and privacy. Parking should occur primarily along the street edge to buffer businesses and pedestrians from traffic, and where parking lots existing shared parking strategies should be implemented to optimize the use of off street parking throughout the day while limiting the amount of land dedicated to parking.



Single story retail adjacent to residential over retail, typical of Gaylord’s downtown character



Downtown limits identified in the 2014 Downtown Master Plan

## Downtown Edge Mixed Use

Downtown edge mixed use has the same housing and commercial/retail uses as the downtown core mixed use category, but organizes in an orientation that is typically more horizontal along the length of a block rather than vertically within a single building, although stacking of uses may occur at key nodes. Typical use ratios will be in the range of 70 percent residential 30 percent retail/commercial/office with the later typically locating at key intersections / nodes.

This category provides a transition in development intensity from the uses and density of the downtown core, to the surrounding residential neighborhoods. The highest densities in this category should occur only at key intersections, along major transportation routes, and adjacent to community destinations, while areas that abut single family neighborhoods should be at the low end of the density range and transition down in height, scale, and massing.

This use category also allows for the increased residential density required to support a resilient and vibrant downtown, and is a good location for senior housing, providing opportunities for main floor living with good proximity to day to day resources and amenities and is intended to accommodate secondary living units in existing residential homes where practical.

Parking demands should be met with a combination of on and off street parking with parking lots oriented to the rear of building and screened from adjacent residential neighborhoods. Access drives, loading areas, and parking lot entries should be consolidated where practical to limit conflicts between motorists and pedestrians. Buildings should front onto the primary street if mid block and both streets if located at an intersection.



Retail /commercial located at the corner of a key intersection, adjacent to single and multi-family residential housing

## Light Industrial / Manufacturing

The light industrial use category includes manufacturing, processing, warehousing, transportation, and other access and land intensive uses. Efficient transportation and truck access and the accommodation of large building footprints and material storage are the prime drivers for these uses. This type of use needs convenient access to major collector and arterial roadways or railroad lines to accommodate the traffic associated with higher employment concentrations and the movement of raw materials and finished goods through truck and rail.

The daily business operations of uses in this category may have undesirable impacts on surrounding uses, and should take steps to mitigate these impacts through access management, screening, proper facility location, and other site design considerations.



*Example of existing light Industrial use in Gaylord today*

## Industrial

The Industrial use category contains businesses that require very large tracts of land, produce large volumes of truck and rail traffic on a continuous basis, and have by-products of day to day business operations that are incompatible with uses other than light industrial and agricultural (Rural Reserve). Facilities may produce substantial amounts of noise, odor, light, and hazardous materials and may require large areas of outdoor storage for raw and finished materials which may be unsightly or present an attractive nuisance. These uses should be located to account for environmental conditions (wind, Etc.), the potential for facility expansion in the future, and to limit the cost of extending additional high capacity infrastructure such as sewer lines, water service, or electrical power. Site of buildings and lot size should be adequate to provide buffering from the impacts of daily operations.



*Existing example of heavy industrial use in Gaylord*

## Institutional

Public and institutional lands are as the name implies either publicly owned or operated by local institutions like religious or educational organizations. Their use is generally public in nature and include educational facilities, religious facilities, cemeteries, and government facilities. While the category primarily locates existing institutional facilities, it also identifies appropriate locations for future community facilities such as a community center where location and service area are critical considerations. Maintaining strong connections to these facilities is critical to their value and success, necessitating the needs for good transportation access as well as strong connections to residential neighborhoods and/or downtown. These uses are community destinations and should be located at key transportation nodes or at the terminus of important roadways as focal points where practical.



Gaylord has several regional destinations including the Gaylord Aquatic Center

## Parks and Open Space

Parks and open spaces provide important recreational and natural amenities for members of the community, allowing them to stay active and engage with other members of the community and their natural environment by providing places for athletics, play, outdoor activities, and community gatherings. Parks are typically collocated within residential neighborhoods, or near concentrations of housing and are commonly linked to existing natural resources, such as lakes, rivers, woodlands, and preserves, as a means of preserving additional open space and access. Parks, like institutions provide publicly accessible venues that help maintain an active, healthy, and connected community. Lands dedicated to future park use should be selected based on improving access for residential neighborhoods that have limited to no access to the existing park system and on the quality of their natural features and use for athletics and open space preservation. For more information on parks and open space see [Chapter 7 Parks and Open Space](#)



Gaylord City Park offers a broad mix of recreational and natural amenities

# Preparing for Growth

## ANNEXATION

An important element of the comprehensive planning process is ensuring there is adequate land to accommodate future growth within the City's current limits and orderly annexation area. To do this we must first understand how the city may grow in the future by looking at population projections. According to a recent housing assessment conducted for Sibley County in May of 2018, the County (and Gaylord) are projected to remain relatively static in terms of population growth over the next twenty plus years.

While the County's report doesn't project growth in Gaylord, in fact showing a slight decline in population from 2018-2023, there are other factors that must be taken into account outside of statistical trends. Additional growth related to the construction of a new medical college, which will serve more than six hundred students in addition to staff and faculty, is certain in the coming years. The degree to which the City will be able to capture this growth (outside of the planned housing constructed as part of the medical college phase 1) is difficult to predict, however it is important to recognize that the community wants to maximize the benefit the medical college and other future development opportunities. In order to achieve this, the community must be ready to accommodate the demands of development which includes an adequate supply of buildable land, and the infrastructure that supports it.

Given past growth trends and accounting for current development proposals there is currently ample land within the City Limits and Annexation Area to accommodate any residential growth that is likely to occur over the life of the plan. Given however that trends in growth may shift substantially in response to the medical college it may be necessary to re-examine the City's land supply 5-10 years from the adoption of this plan, or sooner. Generally this statement also holds true for lands identified for community commercial and industrial growth, with large areas of undeveloped land on the City's east side and in its two industrial parks the City should be able to accommodate any growth than can reasonably be expected over the next 5-10 years with anything beyond that requiring further study.

## UPDATE CITY ORDINANCES

Successful implementation of the Comprehensive Plan’s vision for future land use requires the alignment of land use regulations, primarily the *City zoning ordinance*, as well as administrative practices that facilitate public understanding of City policies.

### Update the City’s Zoning Ordinance

Gaylord should update its zoning ordinance as needed to reflect modern building standards and alignment with the planned land use guidance in the Comprehensive Plan. Key considerations include:

- » Understand the scope of non-conformities in the community, including types of existing non-conformity (lot size, structure, use) and the issues and impacts related to such properties; to the extent that non-conforming uses are an issue, consider using the zoning update process to rectify or mitigate.
- » Provide more explicit direction in the zoning ordinance for built form and design character rather than use; provide flexibility in uses for proposed developments that conform to design standards, but may not adhere to permitted uses.
- » Ensure that zoning allows for a mix of housing types in mixed use areas, appropriate to both the higher-density mixed use core and peripheral mixed use edge neighborhoods; within the downtown core, specify a higher-level of design standards for store front design, signage, and pedestrian-friendly amenities/features.
- » Permit flexible uses within the Light Industrial and Mixed Use districts to encourage business diversity and accommodate changing business demands.

2040 FUTURE LAND USE AND ZONING DISTRICTS	
2040 Planned Land Use	Applicable Zoning Districts
Park	Any Mixed Use or Residential Dist.
Institutional	Any Mixed Use or Residential Dist.
Rural Reserve	A, R-1
Low Density Residential	R-1, R-2
Medium Density Residential	R-2
Downtown Edge Mixed Use	R-2, B-1, B-2
Downtown Core Mixed Use	R-2, B-1
Community Commercial	B-2, B-3
Light Industrial	I-1, I-2, B-2, B-3
Industrial	I-2, I-3

*Table 3-3. 2040 Future Land Use and Zoning*

### Update the City’s Zoning Map

The City should review and update the existing zoning map to reflect the land use guidance in this plan. [Table 3-3. 2040 Future Land Use and Zoning](#) shows the potential alignment between future land use districts described in this chapter and existing zoning districts. An in-depth evaluation and update of the City’s zoning ordinance is recommended to ensure that zoning supports the land use character and form described in the Comprehensive Plan.

#### *Update subdivision ordinance*

- » Consider updating the subdivision ordinance to align with the land use, infrastructure, and other directions in the Comprehensive Plan.

#### *Consider creation of a unified development code*

- » The City may also consider creation of a Unified Development Code that bring together zoning, subdivision ordinance, and development review procedures under one ordinance structure.

## GOALS

1. Achieve harmonious, fiscally responsible, and environmentally sustainable growth and development patterns
2. Protect, promote, and enhance the City's small town character.
3. Promote redevelopment patterns that contribute to the vitality and energy of downtown
4. Encourage land use and development that enhances and incorporates natural features and works with ecological functions of the land.
5. Attract and retain residents through all phases of life.
6. Diversify the range of activities, housing, employment, and shopping options for the community.
7. Preserve and rehabilitate historic buildings, districts, sites and structures that reflect significant elements of Gaylord's history and define its identity.

## KEY TERMINOLOGY

The goals and policies on this page support the vision and guiding principles of the plan and should be used to inform future decision-making and action.

**Goals:** are broad statements that describe a desired outcome or end-state. Goals are often long-term in scope.

**Policies:** describe the general course of action or way in which programs and activities are conducted to achieve a stated goal or objective. Policies speak to underlying values, context, or principles and are often place-specific.

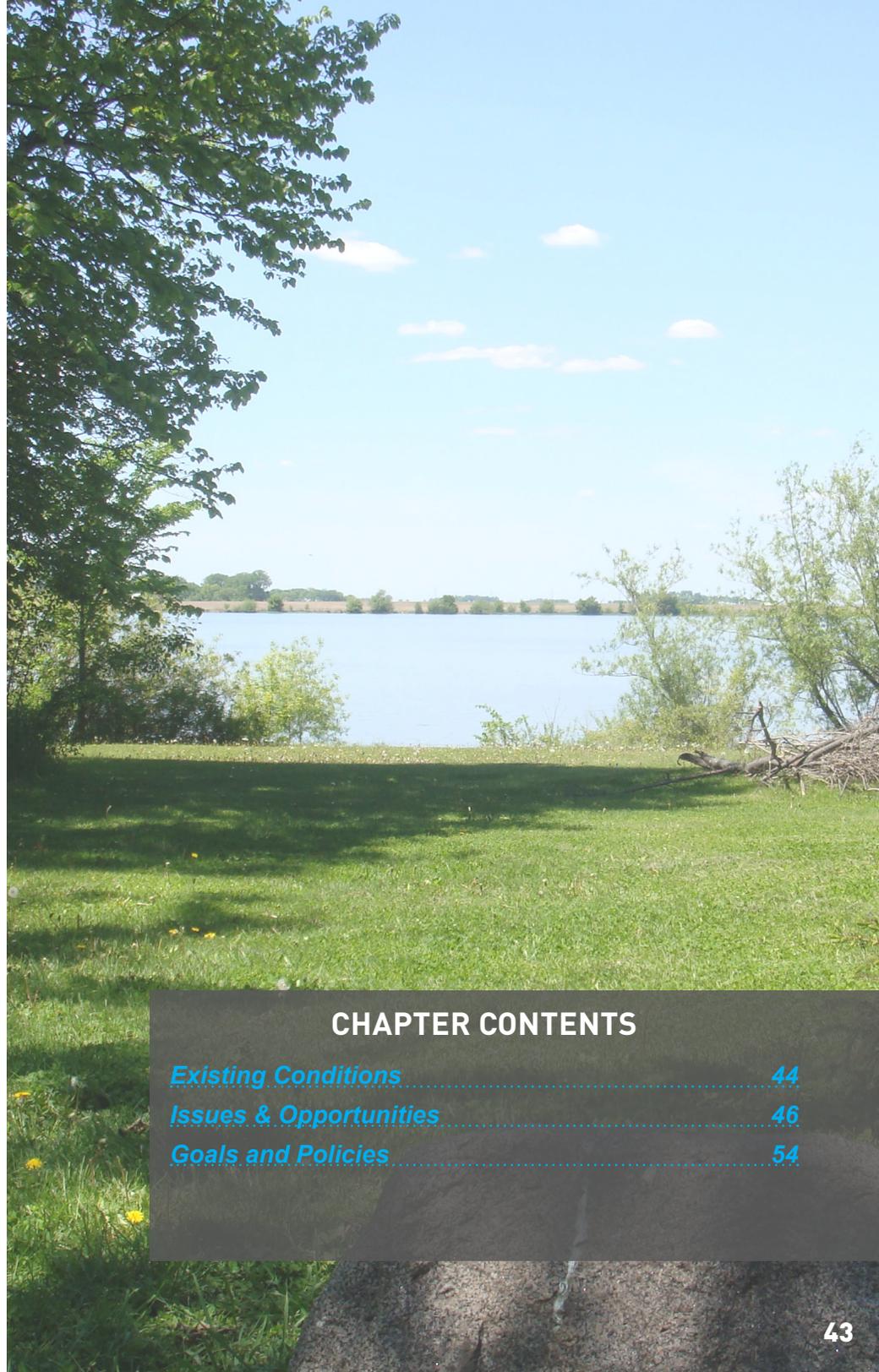
## POLICIES

1. S-Review existing zoning and subdivision regulations, and revise as necessary, to ensure consistency with the Comprehensive Plan guidance.
2. Downtown is the primary focus for retail growth/expansion and venue for public functions.
3. New development should be contiguous to existing developed areas.
4. New development should be prioritized within the city limits if suitable land exists there.
5. New development should be prioritized in areas that utilize existing infrastructure investments and/or limit the City's capital costs for extending services if suitable 'serviced' lands already exist.
6. Infill housing redevelopment should unify and reconnect neighborhoods by filling in gaps and vacant areas with high quality housing that fits the character of the neighborhood and community.
7. New residential development should create unique high quality neighborhoods that echo Gaylord's village-like character and provide the widest practical range of housing choices for residents.
8. Subdivisions must adhere to long-range plans for transportation, trails, parks, and utility corridors to ensure continuity of development patterns and implementation of community priorities.
9. All future residential development and redevelopment must contribute to the expansion or improvement of the city's park and trail system.
10. Collaborate with Sibley County and Dryden Township to ensure development in the rural reserve is done in a manner that facilitates potential growth with city services.
11. Maintain an adequate supply of suitable lands to provide a range of opportunities for commercial and industrial growth.
12. Commercial and industrial uses located near residential, mixed use, park, or institutional uses must provide adequate measures for the mitigation of undesirable impacts.
13. Industrial and commercial areas should have traffic access and circulation patterns that limit impacts to roadway network and surrounding land uses.
14. New development and redevelopment should connect to and fill in gaps in the city's transportation, sidewalk, and trail networks where practical.
15. Explore and implement zoning and subdivision regulations that encourage the integration of conservation development principles into future residential development.

## Chapter 4

# COMMUNITY BUILDING & DEVELOPMENT

The work of business retention and attraction is critical to the local economy in Gaylord, driving growth of the local tax base and expanding the employment opportunities, services, and amenities that residents depend on and desire. Gaylord aspires to bring new opportunities, businesses, and economic vibrancy to the community in the next 20 years and to capitalize on the opportunities provided by the presence of the new medical college. Gaylord supports a wide range of businesses and industries. An established Economic Development Authority (EDA) works to retain existing businesses, assist existing businesses with expansion plans, and develop new businesses and industry within the city.



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<i>Issues &amp; Opportunities</i> .....	46
<i>Goals and Policies</i> .....	54

## Existing Conditions

It is important to understand the housing and employment patterns in Gaylord in order to understand the current future needs of the community and to better prepare to provide for these needs.

### EMPLOYMENT AND INDUSTRY TRENDS

According to the U.S. Census Bureau, in 2015, a majority of working Gaylord residents, 62.5%, commute to jobs outside of city limits. 37.5% of Gaylord residents work in Gaylord. Just under 27% of workers employed in Gaylord also live within the community. [Figure 4-1](#) below shows the inflow and outflow of workers in Gaylord. 1,127 people live outside Gaylord but are employed in the City, and 681 live in Gaylord but work elsewhere. In discussions with Gaylord officials and residents, the common attitude seemed to be that people living in Gaylord tend to gravitate toward Hutchinson, New Ulm, Mankato, St. Peter, and the Twin Cities for work. Understanding where Gaylord residents work largely explains the means of travel used to get to their work destinations. According to the 2015 U.S. Census ACS, just over 80% of Gaylord's workforce drove alone to work.

Gaylord is home to a variety of manufacturing industries, as well as retail and service businesses. As of 2015, 1,643 people were employed in Gaylord. The industry sector employing the most people was the manufacturing sector (25%), followed by the educational/health care/social assistance sector (20.2%) and the agriculture/forestry/fishing/mining sector (12%). This statistic can largely be explained by looking at the largest employers in Gaylord. Michael Foods employs 600 workers, followed by Sibley County and the Sibley East School District with 150 and 105 employees, respectively. Unidoor Company, Wakefield Pork, Prairie House (restaurant) and ProGrowth Bank are also important employers in the community. The average hourly rate is \$14.40 for Gaylord employees. Unemployment in Sibley County has been steadily decreasing since it hit a high of 7.9% in 2009. In 2017, the County's unemployment rate was 3.7%, near the state average (3.6%) and below the unemployment rate for the country (4.4%).

Education is an important foundation for a skilled labor force. Educational opportunities are important to prepare employees for the workforce and then to continue their education so that they are able to respond to changes in society and technology. The incoming osteopathic medical college is another opportunity for Gaylord to experience an influx of educated workers with new skill sets.

### HUB FOR HIGHER LEARNING

Gaylord is fortunate to be located within 35 miles of 4 universities [insert regional map]:

- » Minnesota State Mankato
- » Gustavus Adolphus College (St. Peter)
- » Martin Luther College (New Ulm)
- » Bethany Lutheran College (Mankato)

Gaylord is also located near 3 technical colleges:

- » Rasmussen College (Mankato)
- » South Central College (Mankato)
- » Ridgewater College (Hutchinson)

### Industry Sector

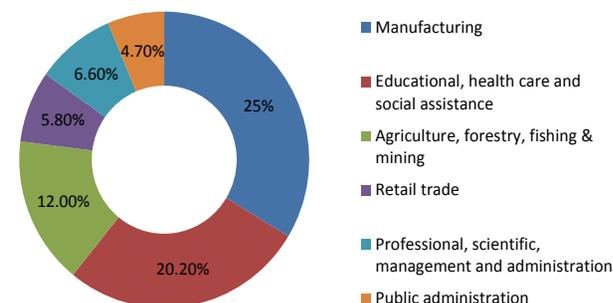


Figure 4-1. Industry Sectors in Gaylord.

## BUSINESS ORGANIZATIONS & RESOURCES

Gaylord's Economic Development Authority (EDA) advises the City Council on matters regarding economic development, redevelopment, and housing. The EDA created a Business Retention and Expansion Program intended to foster communication between the EDA and the local business community through informal site visits and discussions with business owners which allow the EDA to gain a better understanding of the needs and challenges local businesses are facing. The EDA also offers a wide variety of financial incentives and resources to local businesses which are listed below:

- » Tax Increment Financing (TIF): allows the City/EDA to reimburse the company or land owner a portion of the new property taxes generated as a result of the project.
- » Tax Abatement: allows City/EDA to reimburse the company or land owner a portion of property taxes generated within a specified period of time. The County and/or school district have an option to participate (TIF participation is mandatory).
- » EDA Revolving Loans: operate as public/private partnership. The revolving loan fund will provide up to 50% of each loan to a maximum of \$30,000 at an interest rate set (hopefully) below the current interest rate.
- » Commercial Rehabilitation Loan Program: to promote the rejuvenation of existing commercial buildings through renovation and remodeling.
- » Sign and Awning Forgivable Loan Program: program created to help commercial property owners add, improve, or replace signage and awnings in the downtown area.
- » Technical assistance: the EDA contracts with economic development professionals who are able to assist with technical input into projects.
- » Job Training: the EDA has ties with DEED and is familiar with the job training and retraining resources offered through DEED.

The Chamber of Commerce also provides support for local businesses and sponsors several activities throughout the year including Eggstravaganza, Music on Main concerts, the Farmers Market, and more.



## ADDITIONAL SUPPORT

In addition to support offered by the EDA, these additional resources and tools are also available to businesses in Gaylord:

- » Southern Minnesota Initiative Foundation Financial and Technical Assistance
- » Minnesota Department of Employment and Economic Development (DEED): technical and financial resources
  - Small Business Development Loan Program
  - Minnesota Investment Fund
  - Business Specialists
- » Region Nine Development Commission: Financial and Technical Assistance
  - Nine County Revolving Loan Program
  - Six County Revolving Loan Program
  - Microenterprise Loan Program
- » Industrial Revenue Bonds
- » Minnesota Investment Fund
- » Small Business Association Loan/Grant
- » Minnesota Business Finance Corporation
- » USDA Rural Business Cooperative Service, Business and Industry Guarantee Program

Chamber of Commerce-sponsored events throughout the year from left: Santa Days, Music on Main at the Farmers Market, Spooktacular Window Decorating Contest. (Source: Chamber of Commerce)

## Issues & Opportunities

### BUSINESS ATTRACTION, RETENTION, AND GROWTH/ DEVELOPMENT

#### Attraction

The City of Gaylord is conveniently located within Sibley County along several transportation routes. It is considered the “Hub of Sibley County,” and is also located less than an hour from several larger cities including Hutchinson, Mankato, and the Twin Cities metropolitan area [see [Figure 4-2](#)]. This location provides opportunities for access to resources that other rural cities may not be able to provide. There are 3 state highways running through the City, which provide easy access for employees and supplies. The revitalized short line railroad, the Minnesota Prairie Line, offers rail connections to the Twin Cities and the Western Railroad. Gaylord is also home to a fiber optic network which provides high speed internet service to residents and businesses. Each of these factors combines to make Gaylord a very connected, accessible place for businesses to locate.

More and more, businesses are not tied to specific areas when choosing places to locate. Instead, they choose to locate in places that offer a high quality of life for their employees. In this respect, Gaylord has a lot to offer potential businesses.

The City provides numerous resources to assist businesses who want to locate in Gaylord or start up from within. The City offers financial assistance programs like TIF, tax abatement and a Revolving Loan Fund program to provide financial assistance to businesses and makes Gaylord stand out above other cities that may not be able to provide the same business incentives.

While the City of Gaylord provides many valuable resources to potential businesses, Gaylord can be overlooked by other cities that do more to promote their offerings to potential businesses. The City will launch an online marketing program in early 2019 to provide information about its programs and incentives to business owners and entrepreneurs. The economic profile created for the City in 2014 does a good job of explaining the amenities Gaylord can provide to businesses, but could be more effective if there was a strategy created to market it to businesses.

#### GAYLORD'S COMMUNITY ASSETS FOR BUSINESSES

- » New, high quality elementary school
- » New osteopathic school of medicine (opens 2020)
- » Recreational and community amenities
  - Gaylord Area Aquatic Center
  - Lake Titlow community park
  - Music on Main
  - Eggstravaganza
  - Concerts and festivals

## Retention

In a 2018 assessment completed for the Sibley Housing Team, it was found that of 10 businesses in Gaylord surveyed, a majority stayed the same, while 2 downsized and 2 grew. 90% of the businesses surveyed expected to stay the same in the next two years. While this indicates that the existing businesses are holding steady in the community, the City would like to encourage these businesses to grow by providing an atmosphere that supports new ideas and is receptive to the needs of development. Currently, a majority of the businesses rated Gaylord’s economic climate as good, while 40% rated it as fair. Gaylord wants to do everything it can to maintain a favorable economic climate for its current businesses and for those who may want to locate in the City in the future.

The City/EDA provides several programs and incentives for existing businesses to thrive in the City including the Commercial Rehabilitation Loan Program, Revolving Loan Funds, the Sign and Awning Forgivable Loan Program, technical assistance, and job training.

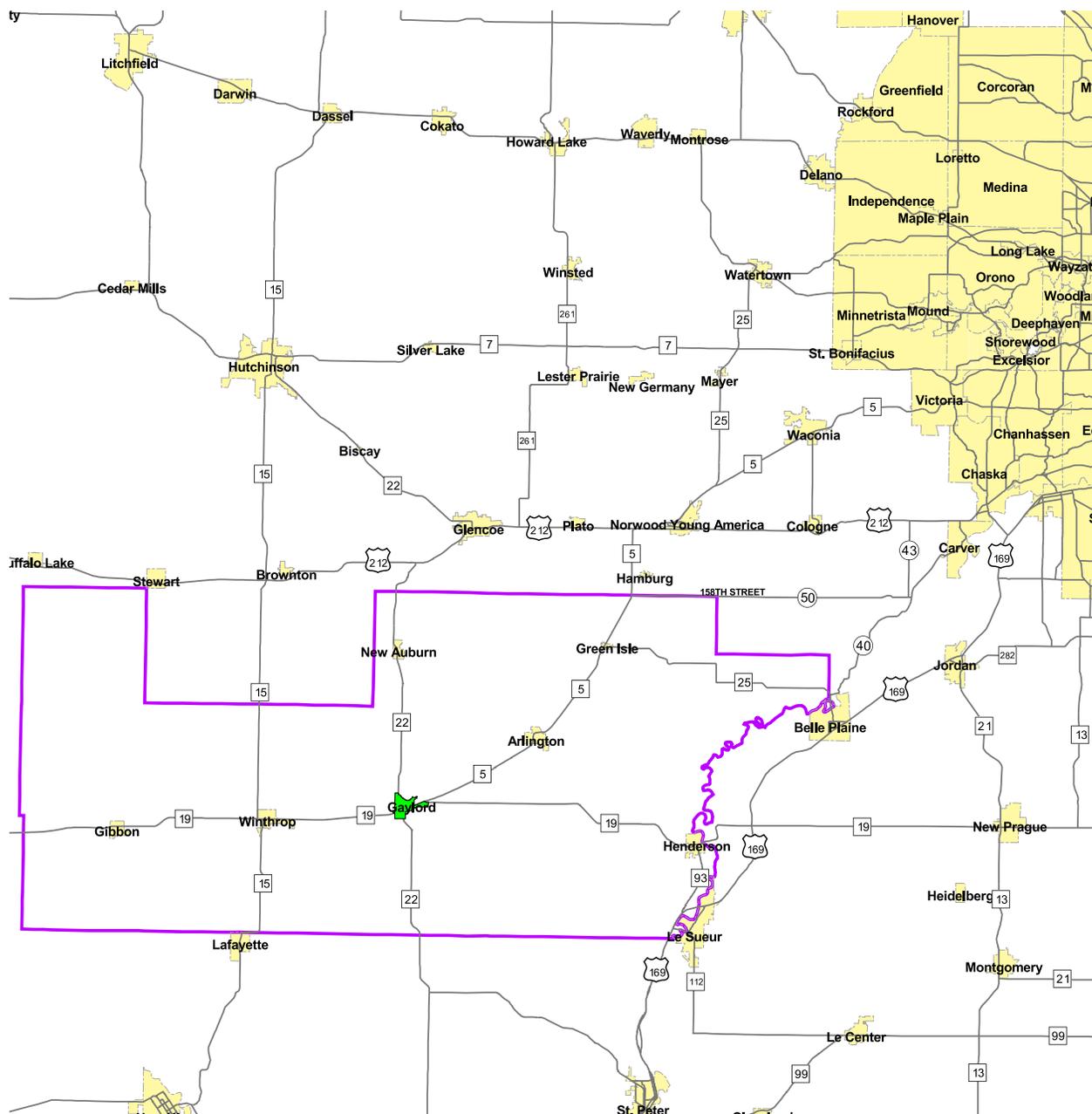


Figure 4-2. Distance to Major Regional Destinations

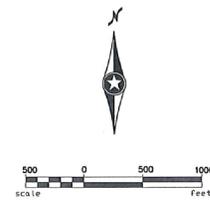
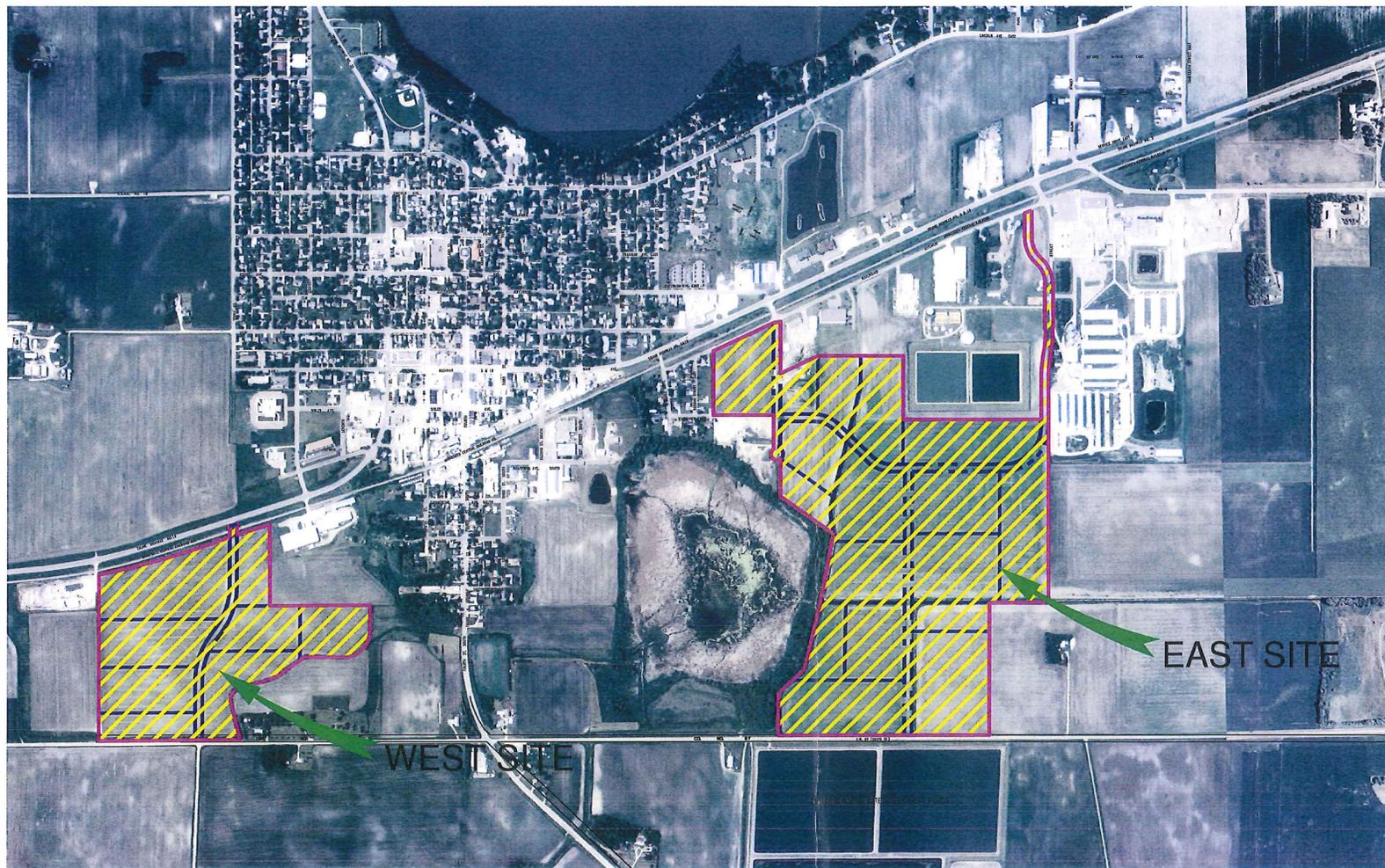
## Growth/Development

The City has prioritized helping existing Gaylord businesses grow and develop within the community. Business growth is mutually beneficial for both the business and the City. When a business grows, so does the City, and vice versa. The best way to encourage business development in the community is to leverage the City's existing resources including its fiber-optic connectivity, access to the larger cities in the area, and quality schools. The City of Gaylord is well-suited for business development due to its transportation and telecommunication connectivity that allows workers and goods to easily move and communicate across different areas.

Gaylord is focused on connecting with businesses and entrepreneurs and providing resources to help them grow and develop. The City can help connect businesses to the current and future labor force in the community as well as provide the opportunity for appropriate housing that employees may need. The EDA has a Business Retention and Expansion Program which allows the City to connect with businesses and to find out exactly what challenges they may be facing and how the City can best help them succeed. The City also provides needed information and training for business owners and employees through Sibley County. Gaylord has already taken steps to reduce the barriers to starting a business by offering programs like TIF, tax abatement, and Revolving Loan Funds, but the City should always be on the lookout for opportunities to provide more financial assistance for businesses.

The City of Gaylord's 80-acre industrial park is fully developed. A plan for industrial park expansion was completed in 2011 which recommended the expansion of the eastern industrial park to fill the demand for industrial sites within the City. The expansion plan recommended expansion of the existing park boundaries to the south as the best option for the City to allow industrial growth without adding truck traffic through the center of the City. About half of the proposed expansion area already lies within City boundaries or within the orderly annexation area. The planned expansion is shown in [\*Figure 4-3. Industrial Park Expansion Site \(2011\)\*](#)

# FUTURE INDUSTRIAL PARK SITES LAYOUT B GAYLORD, MINNESOTA



### SHEET INDEX

- 1 LOCATION MAP
- 2 ZONING & ORDERLY ANNEXATION MAP
- 3 EAST SITE
- 4 WEST SITE
- 5 PHASING MAP

DRAWING NAME: S:\V\CD\Copy\A\114229\CADD\Future Sites\Layout B\114229.dwg LAYOUT MB: File PLOTTED: Aug 04, 2011 - 2:24pm

DRAWN BY:				
DESIGNER BY:				
CHECKED BY:				
DESIGN TEAM	NO.	BY	DATE	REVISIONS



102 MAIN STREET S.  
SUITE 211, P.O. BOX 308  
HUTCHINSON, MN 55350  
PH. 800.838.8666

FUTURE INDUSTRIAL PARK SITES  
LAYOUT B  
GAYLORD, MINNESOTA

LOCATION MAP

FILE NO. GAYLO 114229	1
DATE 8/2/11	5

Figure 4-3. Industrial Park Expansion Site (2011)

## DOWNTOWN

Gaylord's downtown functions as the historic center and community gathering space for the City. It is composed of eleven City blocks between 2nd and 6th Streets. [Figure 4-2](#) below shows the downtown boundary. The downtown is well-situated on TH 5 (Main Ave.) and adjacent to TH 22 near the Gaylord City Hall, Gaylord Public Library, and Sibley County Courthouse. This location has helped to draw visitors into the downtown area. There are several historic buildings located in the downtown area, but many are in need of maintenance and/or repair, and there are a number of vacant storefronts along Main Avenue none of which promote a thriving downtown atmosphere.

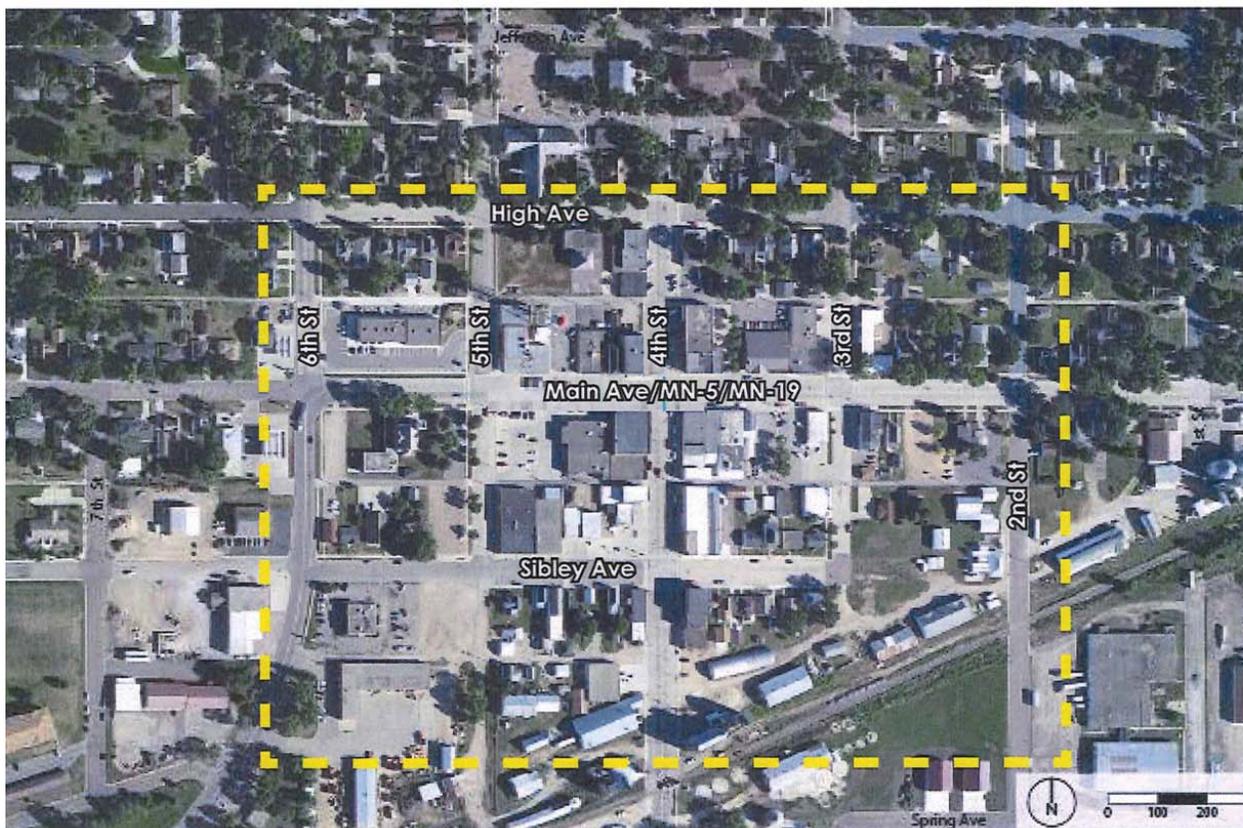


Figure 4-4. Downtown Boundary, Downtown Master Plan

## Unified “Downtown District”

Currently, there is little or no sense of entry or welcoming to the downtown district. While there have been recent efforts at revitalizing streetscapes within the downtown, particularly along 4th Street with its new planters and lighting, the entry to the downtown is not as prominent as it could be. This is especially important to consider as the City prepares to receive an influx of students, staff, and their guests related to the new medical college. A cohesive downtown district is an amenity that visitors to Gaylord will enjoy and that may draw prospective students to the City, which in turn will benefit both the medical college and the City. Gaylord should consider public improvements that would create a unified district and sense of place for the downtown.

An aspect of these public improvements could include signage. Signage in the downtown district is currently haphazard and disjointed. A unified signage program could share information about the City, like historic site information, and highlight important community amenities and businesses (the city park, Lake Titlow, MnCOM), while directing people where to go. These signs would help visitors to identify the downtown district so that people realize that downtown is a special place within the community.

Gaylord’s downtown does not currently have a marketing program. There are no specific resources being used to promote Gaylord’s downtown to prospective business owners or entrepreneurs as a desirable place to locate. A marketing program could be responsible for understanding the possible market niches that Gaylord’s downtown could fill within the broader context of Sibley County and could help to promote the downtown district to potential businesses.



*Example of signage that could be used in Gaylord’s downtown.*

## Buildings

Currently, Gaylord’s downtown is a diverse collection of old and new buildings lacking cohesion in their design. Several of these buildings are considered historic. Many are not physically inviting and are in need of repair and maintenance. The City has several programs such as the Revolving Loan Fund, the Commercial Rehabilitation Loan Program, and the Sign and Awning Forgivable Loan Program that provide financial assistance for businesses in the downtown area to repair or maintain their buildings [see [figure XX](#)].

Downtown design guidelines could help to provide visual/physical cohesion between the buildings in the downtown district as they are repaired or rebuilt. [Figure 4-5. Building Status](#) below shows the status of the buildings in Gaylord’s downtown.

According to the Downtown Master Plan, over 20% of the privately owned buildings in the downtown district are at least partially vacant. Community members would like to see these storefronts filled. The 2014 Downtown Master Plan highlighted numerous opportunity sites for renovation or the construction of new facilities in the downtown ([Figure 4-1. Downtown Opportunity Sites](#)).

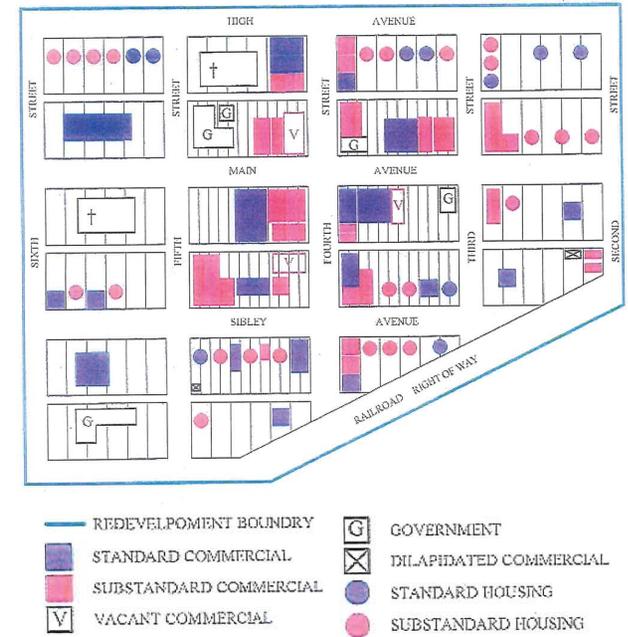


Figure 4-5. Building Status



Figure 4-1. Downtown Opportunity Sites

Figure XX. Insert image of building that has benefitted from the funds listed (Revolving Loan, Commercial Rehabilitation, Sign and Awning Loan, etc. .

## LABOR FORCE

The City should leverage the Sibley East School District as a strategic partner to help create new educational pathways for Gaylord residents and to foster new businesses, career opportunities, and entrepreneurship in the community. The City should also consider exploring any possible connections to the surrounding secondary educational institutions (universities, technical colleges, new medical college), that would be mutually beneficial for both the students and local businesses. The City should work with educational institutions and economic development entities to address the “skills mismatch,” and ensure that local workers can obtain desirable jobs in high growth and high need employment sectors.

## PREPARING FOR MAJOR CHANGE

Gaylord is a dynamic city, currently experiencing major change with the onset of the osteopathic medical college. This college will bring changes to many facets of Gaylord’s community, especially concerning economic development. This new population will have different needs than the existing population of Gaylord, and the City should understand these needs and proactively pursue opportunities to meet them. These needs may include entrepreneurial support spaces, or other similar spaces that provide opportunities for the spouses or families of the medical students to work remotely and/or collaborative with others in the community. Gaylord values adaptability and should work to be responsive to the opportunities that may arise as a result of the new medical college. In an effort to be responsive to these new opportunities, the City of Gaylord has created a process for future community development initiatives which was designed to outline the way in which the City would process ideas and input from residents and businesses and then allow for these ideas to be realized in the community.

Input heard from the community during the community engagement portion of this planning process was that Gaylord needs an improved entrance experience for those coming into town from the east. Because Gaylord is expecting to experience an increase in visitors, primarily due to the medical college, this is an idea that should be considered thoughtfully. The entrance to the City should mark Gaylord so that all those passing through understand the qualities that Gaylord such a unique and special community.

# Goals and Policies

## GOALS

1. Develop and maintain a high quality work force.
2. Make Gaylord a great place for business, innovation, and commerce and as a community that provides diverse and sustainable economic opportunities for all.
3. Maximize the benefit of new osteopathic medical college.
4. Attract, retain, and grow businesses and opportunities for shopping, restaurants, and entertainment.
5. Instill a “downtown feel” that celebrates Gaylord’s history and character.
6. Create a downtown area that is socially, culturally, historically, and economically connected to the community at large.
7. Fill vacant buildings and storefronts.

## POLICIES

1. Invest in amenities that make the community an attractive destination and place to live.
2. Collaborate with school skill development programs to promote trades that have roots in city industries and provide opportunities for job-based learning.
3. Collaborate with nearby colleges and universities to promote Gaylord as a place of options and opportunities.
4. Work with the osteopathic medical college to support mutually beneficial programs and opportunities and to understand the needs of the student and staff populations.
5. Promote Gaylord as an attractive place to live, work, play and learn through signage, marketing and out-reach.
6. Promote the assets that make Gaylord unique (New school, medical college, Aquatic Center, fiber internet, traditional pedestrian friendly downtown, major regional employer – Michael Foods).
7. Encourage business development that supports the osteopathic medical college.
8. Establish and preserve partnerships and coordination with local, regional and state organizations that support economic development activities.
9. Support rehabilitation and restoration of downtown buildings where practical, prioritizing the rehabilitation of historic structures.
10. Promote downtown as a civic and cultural center as well as a commercial/retail/service destination.
11. Maximize the variety of retail and services provided in downtown.
12. Encourage expansion/redevelopment of Central Business District (CBD) south to the railroad and along Sibley Avenue on either side of 4th Street.

## KEY TERMINOLOGY

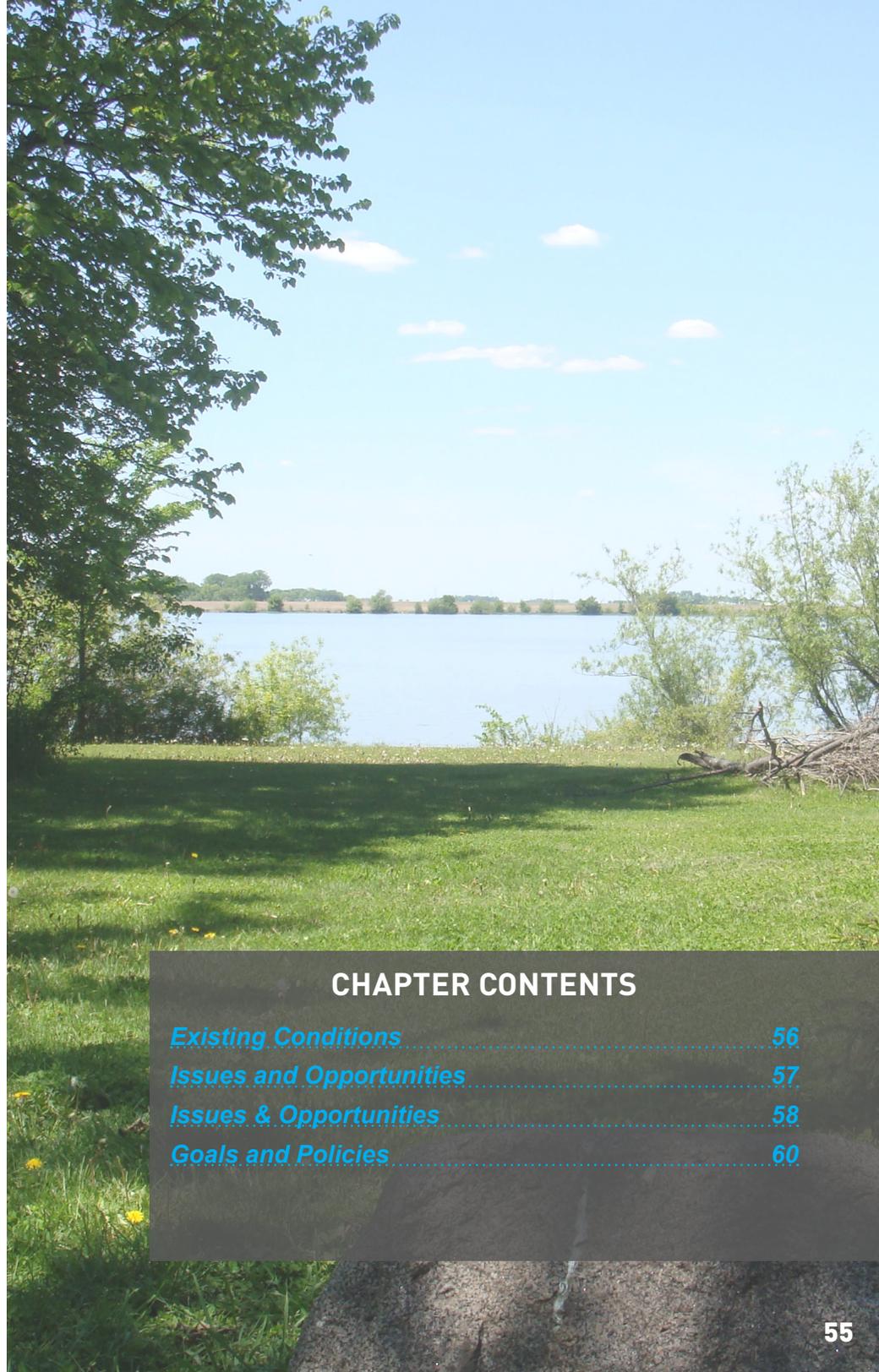
The goals and policies on this page support the vision and guiding principles of the plan and should be used to inform future decision-making and action.

**Goals:** are broad statements that describe a desired outcome or end-state. Goals are often long-term in scope.

**Policies:** describe the general course of action or way in which programs and activities are conducted to achieve a stated goal or objective. Policies speak to underlying values, context, or principles and are often place-specific.

# Chapter 5 HOUSING

The quality, availability, and affordability of housing options are often decisive factors for residents, employees, and businesses in choosing whether to stay in or move to a particular community. To attract new residents and continue to sustain long-term residents in the community, Gaylord will have to provide attractive, affordable, and high quality housing options that meet the needs of residents at all stages of life and at various income levels. Much of the data used in this section was taken from the 2018 Sibley County Housing Assessment, and the goals and policies of this section generally align with the recommendations of that assessment.



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# Existing Conditions

In 2016, there were 929 households in Gaylord, the same number of households as in 2010, with an average household size of 2.48 (MN State Demographer 2018). This is expected to remain relatively unchanged through the year 2023. The home ownership rate in Gaylord is 66.5%, down from 70.2% in 2010 (Claritas 2018).

Single-family homes are the most prevalent housing type in the City of Gaylord. Most of these homes were built before 1950 and have been renovated to increase their livability and extend their useful life. Because of the 2008 recession, very few new homes have been constructed in the last ten years. The median price of single-family homes in Gaylord has increased since 2015 and reached \$105,000 in 2017 (Sibley County Assessor’s Office). 57% of existing homes were valued at less than \$100,000. According to a 2018 Sibley County Housing Assessment, 63 homes in Gaylord are considered dilapidated, 74 require major repair and 247 require minor repair. Just over 51% of the existing single-family homes in Gaylord are considered sound [insert chart – not created yet].

There are duplexes, apartment buildings and townhomes located in Gaylord, however, most are quite old. The newest rental property, other than Oak Terrace Assisted Living, is Amberfield Place townhomes which was built in 1994. Most rental properties in Gaylord are 25 – 45 years old, meaning that they do not provide modern amenities desired by many young professionals today. Apartment buildings are currently full with waiting lists, indicated a strong demand for rental units in Gaylord. A thirty-unit mobile home park is located on Lincoln Avenue at the southern edge of Lake Titlow and is in disrepair.



Newly Constructed Single Family Housing in Gaylord

Housing Condition (%)

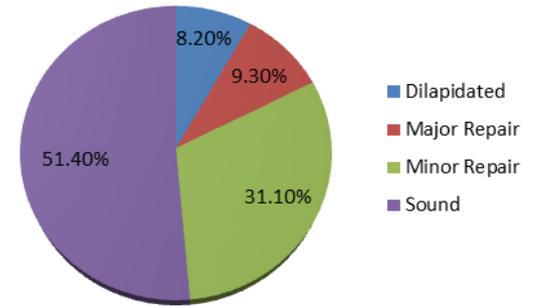


Figure 5-1. Housing Conditions

Median Single-Family Home Price Gaylord

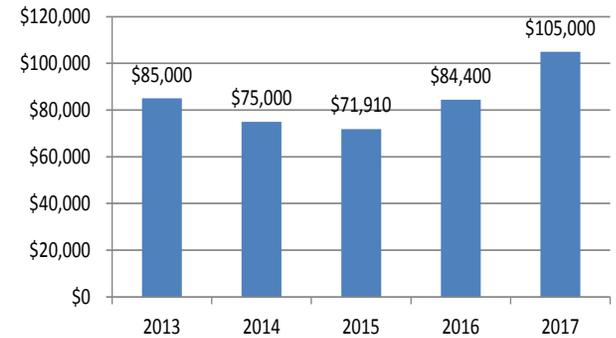


Figure 5-2. Housing Conditions

# Issues and Opportunities

## AFFORDABILITY

Housing is considered affordable if it costs no more than 30% of the family's income. In 2016, 16.9% of Gaylord residents spent more than 35% on housing. This indicates that housing in Gaylord could be more affordable for residents. As more young professionals move in to Gaylord for the medical college, there will be a need for additional affordable housing opportunities. Seniors will also be searching for smaller, more affordable housing as they retire and begin to downsize.

The government plays a role in providing affordable housing in several different ways including providing incentives to developers to encourage the construction of affordable housing and providing funding programs to first-time home buyers and those lower-income families wishing to rehabilitate or improve their homes.

There are currently 2 rent-subsidized buildings for low income seniors and families located in Gaylord.

Gaylord's down payment assistance program helps promote home ownership in the community by providing funds to homeowners within city limits to assist with the purchase of their homes. The USDA's Rural Development Home Improvement Loans and grants also help people with lower incomes obtain funds to maintain or repair their homes. Habitat for Humanity is slated to complete three affordable homes in the City in 2019, charitable organizations like these can also provide additional affordable housing options for the community.

The Housing Assessment completed in 2018 found that the affordable housing need in Gaylord was being met through these two buildings and through the availability of lower-priced rental units in basements, mobile homes, and over commercial properties. However, due to the age of these rental units, there may be demand for newer rental units.

## UNIT CHOICE (LIFE-CYCLE HOUSING)

Community input has shown that Gaylord residents desire a mix of housing densities and choices, including more “move-up” single family houses, townhouses, apartment buildings with larger units, and starter houses. In the Land Use chapter of the Comprehensive Plan (See [Chapter 3 Land Use Plan](#)), the City has designated certain areas for higher density residential use, including north of downtown near the site of the new medical college and east of the new elementary school. These areas were designated for higher density residential use to meet the current demand for rental units as well as in preparation for the anticipated housing demands of the medical college population. Gaylord has started to receive development requests for higher density housing. For example, the Meadow Wood Addition ([Figure 5-3. Meadow Wood Subdivision Concept Plan](#)) located south of Lincoln Avenue was recently re-platted to provide higher density housing options including townhouses and multi-family units.

Input from the community also focused on attracting the “right” kind of housing to the community. In the past, Gaylord has had trouble attracting housing developers due at least in part to unclear planning and zoning guidelines. The City should review these regulations and clean them up so they are not a barrier to development. At other times, the cost to develop has simply been greater than developers are willing to cover. The City provides several incentives to private developers such as TIF and tax abatement and could consider other incentives such as reducing city fees to help offset some of the costs to developers and to promote development in the community.

The 2018 Housing Assessment found that Gaylord should focus on attracting developers who are willing to build moderately-priced, mid-level single-family homes and rental units. New single-family homes should be priced at about \$180,000 to \$200,000 while a 12-24 unit market-rate property with a mix of rental unit types and modern amenities would meet rental demand in the City. The City has plans to develop land east of the elementary school into apartment units that could meet this rental demand.

As the population ages, more senior housing choices will also be needed. Seniors are an important part of the community which will be lost if there are not enough residential options provided to them in the City. Residential units such as patio homes, twin homes, or townhomes would be ideal to serve the senior population because they are often cheaper than single-family homes and provide the “no maintenance” amenity that seniors find attractive. Oak Terrace Assisted Living is a quality establishment that provides some senior living and was built in 2008. As more people grow older, the City may need to plan for the provision of additional residential care facilities.



Figure 5-3. Meadow Wood Subdivision Concept Plan



## RENTAL SUPPLY

The Gaylord rental market is at capacity. All 143 rental units in the City, both market-rate and subsidized, are currently occupied. This decreases the unit choices available to renters in the City. In addition, the existing rental units are fairly old, and many do not include the most up-to-date amenities desired by younger renters. The location of the medical college in Gaylord will increase the demand for apartments or other temporary housing in general, especially for units with modern amenities.

Businesses in Gaylord have noted that there is a shortage of workforce housing in the community, making it difficult for these businesses to find workers. The Workforce Housing Development Program throughout the state of Minnesota helps cities like Gaylord where a shortage of housing makes it difficult for businesses to attract the workers they need.



## MAINTENANCE AND REHABILITATION

Many of the City's existing homes are in need of maintenance and repair due to the age of the structures and the expense associated with their maintenance. The City, as well as county, state, and federal agencies, provides financial assistance for this purpose. These resources are easily available on the City's website and include programs such as Rural Development Home Improvement Loans. The City participated in the Small Cities Development Program in 2014 which provided loans to lower-income families for home repair. This program was popular in Gaylord and the funding was completely used up. The City should continue to pursue funding for home maintenance and repairs and should consider creating training workshops to help people access funding provided by other governmental agencies. The City could examine the idea of creating a home fix-up fund with the South Central MN Multi-County HRA, the Southwest MN Housing Partnership, and the MN Housing Finance Agency. As homes are renovated or newly constructed, the City should require the building materials to have a focus on quality and longevity. This could be accomplished through design guidelines created by the City.



*Housing types such as row houses and mixed-use buildings with apartments above commercial spaces would fit well with the character of Gaylord's downtown.*

## DOWNTOWN HOUSING

Residential buildings are also present in the downtown district. According to the Downtown Master Plan, there are about 34 single-family homes located in the eleven-block district, as well as other types of housing located above commercial spaces. The downtown district is an excellent place for mixed-use housing at more moderate densities and of a more vertical form. The downtown district should focus on filling its first floor space with commercial uses which will draw in residents and visitors to the district. Additional housing above the commercial uses will provide a customer base for the uses below and should therefore be encouraged in the downtown district.

# Goals and Policies

## GOALS

1. Provide all residents with safe, decent, and affordable housing that allows them the choice of accommodation and the chance to move.
2. Provide a range of quality housing options.
3. Preserve and maintain the existing housing stock.
4. Increase the home values of existing homes within the City.

## POLICIES

1. Promote a smooth development process for developers hoping to construct residential buildings in Gaylord.
2. Encourage a range of housing options in new development and redevelopment projects.
3. Encourage development that enhances the community and uses attractive and high quality materials.
4. Support rehabilitation and maintenance programs for existing homes.
5. Support increased density in appropriate areas of the City.
6. Promote and support government home ownership programs.
7. Understand current and future community housing needs and trends.
8. Encourage housing (re)development in or adjacent to downtown.
9. Support mixed-use development with commercial uses on the main floor and housing above to promote the presence of people in the downtown core and to provide a variety of housing stock for shifting demographics.

## KEY TERMINOLOGY

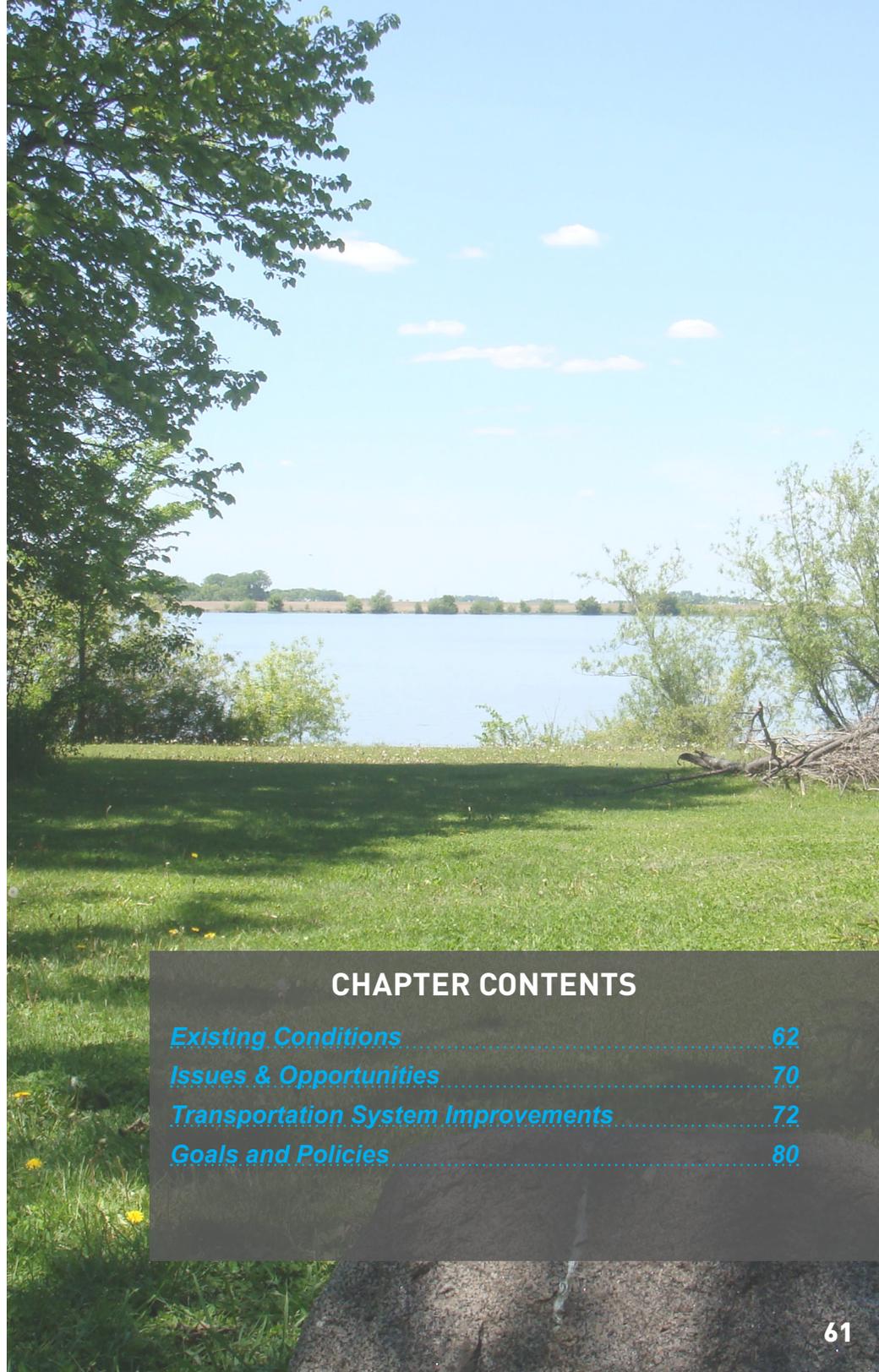
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# Chapter 6 TRANSPORTATION

This chapter of the Comprehensive Plan examines the roadway network as a base for the transportation system for the City of Gaylord and addresses issues, concerns, and solutions to the system. The over arching principle of this Transportation Chapter is to balance the City’s current and future traffic needs with the need to ensure that roadways are community assets that are functional, safe, beautiful, and inviting places for all users. The roadways should support the land use and economic development policies of the City of Gaylord. Their design should be sensitive to environmental concerns. Finally, this plan supports multimodal transportation uses, providing safe and convenient pedestrian, bicycle, and transit services in addition to the passenger vehicle.



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# Existing Conditions

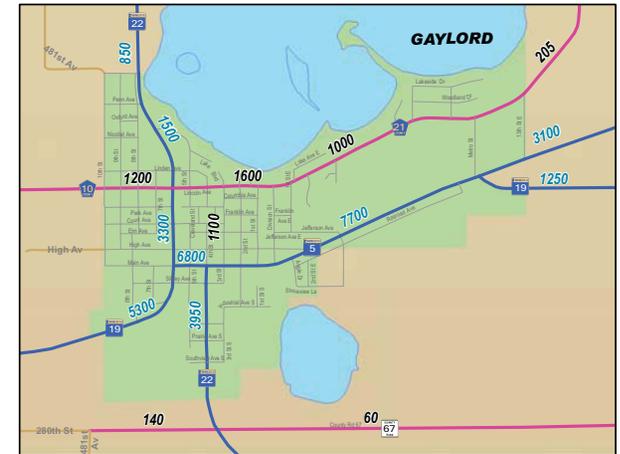
## EXISTING TRANSPORTATION SYSTEM

As with all municipalities, jurisdiction over the roadway system is shared among three levels of government: state, county and city. The Minnesota Department of Transportation (Mn/DOT) maintains the Trunk Highway (TH) system on behalf of the state; Sibley County maintains the County State Aid-Highway (CSAH) and County Road (CR) systems and the remaining streets in the city are the responsibility of Gaylord. The existing roadway system in the City of Gaylord is shown in [Figure 6-1. Existing Roadway System](#).

The jurisdiction of roadways is an important element in the Transportation Plan because it affects a number of critical organizational functions and obligations (regulatory, maintenance, construction and financial).

Most of Gaylord's primary arterial roadways are owned by the State or County. These roadways provide critical connections to the surrounding area and region.

- » Trunk Highway (TH) 22 runs north-south through the central and western portions of the City. It is an important north-south route that runs through cities such as Mankato in southern Minnesota, and Hutchinson and Glencoe in central Minnesota. In the downtown area, TH 22 runs along 4th Street, Main Avenue, and 6th Street.
- » TH 5 is an east-west route that begins in Gaylord and travels northeast to the Twin Cities Metropolitan Area.
- » TH 19 runs east-west through the western and central portions of the City. This east-west route runs through cities such as Marshall in western Minnesota, and Cannon Falls and Red Wing in eastern Minnesota. In the downtown area, TH 19 runs along 6th Street and Main Avenue.
- » County State Aid Highway (CSAH) 10 begins in the western edge of Sibley County and travels east to where it terminates in Gaylord at TH 22.
- » CSAH 21 begins in the City of Gaylord (at TH 5) and travels north to CSAH 12 (230th Street).



### Legend

#### Existing Jurisdiction

- State Trunk Highway
- County Highway (CSAH and CR)
- Township Road
- City Street

#### ADT Year

- XXXXX 2006 Counts
- XXXXX 2007 Counts

Sources: MNDOT, MNDNR,  
I/MC, SIBLEY COUNTY

Figure 6-1. Existing Roadway System

## FUNCTIONAL CLASSIFICATION SYSTEM

### Background

Functional classification of a roadway system consists of determining the purpose of each of the individual roadways comprising the system. Functional classification helps to develop an area wide system of roadways consistent with land use and development in the area. Once the function of the roadway is established, desirable design and operational characteristics can be coordinated with the function and with adjacent land uses. Functional classification also assists with jurisdictional decisions, development of a consistent regional roadway system, determination of possible transit routes, and allocation of funds.

### Classification Criteria

Mn/DOT has developed definitions and criteria for roadway classification based on function. The Gaylord area functional classification consists of:

- » **Minor Arterials:** Minor arterials link cities, larger towns, and other traffic generators, such as major resort areas. Examples of minor arterials within the Gaylord are TH 5, TH 19, and TH 22.
- » **Major Collectors:** Major collectors primarily serve important travel corridors within a given county. They also link larger towns not served by arterials with other nearby large towns, cities, or arterials. The only example of a major collector in Gaylord is CSAH 10 (Lincoln Avenue west of TH 22).
- » **Minor Collectors:** Minor collectors gather traffic from local roads and bring them to collector roadways and provide service to the remaining small communities. The only example of a minor collector in Gaylord is CSAH 21 (Lincoln Avenue east of TH 22).
- » **Local Streets:** Local streets primarily provide access to adjacent land and include all roads not classified as arterial or collectors.

Roadways are classified as either arterials, collectors, or local streets based on several criteria including (but not limited to) the following:

- » Geographic units connected
- » Types of streets connected
- » Length of trip served
- » Distance between streets of the same classification
- » Volume of traffic carried by the facility
- » Speed limit
- » Design (right-of-way width and access provisions)

This criteria is highlighted in the table below to demonstrate the general characteristics associated with a roadway's functional classification.

Functional Classification	Distance Served (and Length of Route)	Access Points	Speed Limit	Distance between Routes	Usage (AADT and DVMT)	Significance	Number of Travel Lanes
Arterial	Longest	Few	Highest	Longest	Highest	Statewide	More
Collector	Medium	Medium	Medium	Medium	Medium	Medium	Medium
Local	Shortest	Many	Lowest	Shortest	Lowest	Local	Fewer

*Table 6-7. Federal Highway Administration Road Classification Criteria*

## RECOMMENDED FUNCTIONAL CLASSIFICATION

The functional classification system for roadways was reviewed to ensure appropriate network connectivity is maintained and for consistency with the functional classification guidelines listed above. Based on this review, there are no recommended changes to the Gaylord area. [Figure 6-2. Functional Classification System](#) shows the recommended functional classification system for the Gaylord area, which is consistent with the Sibley County 2030 Comprehensive Plan.

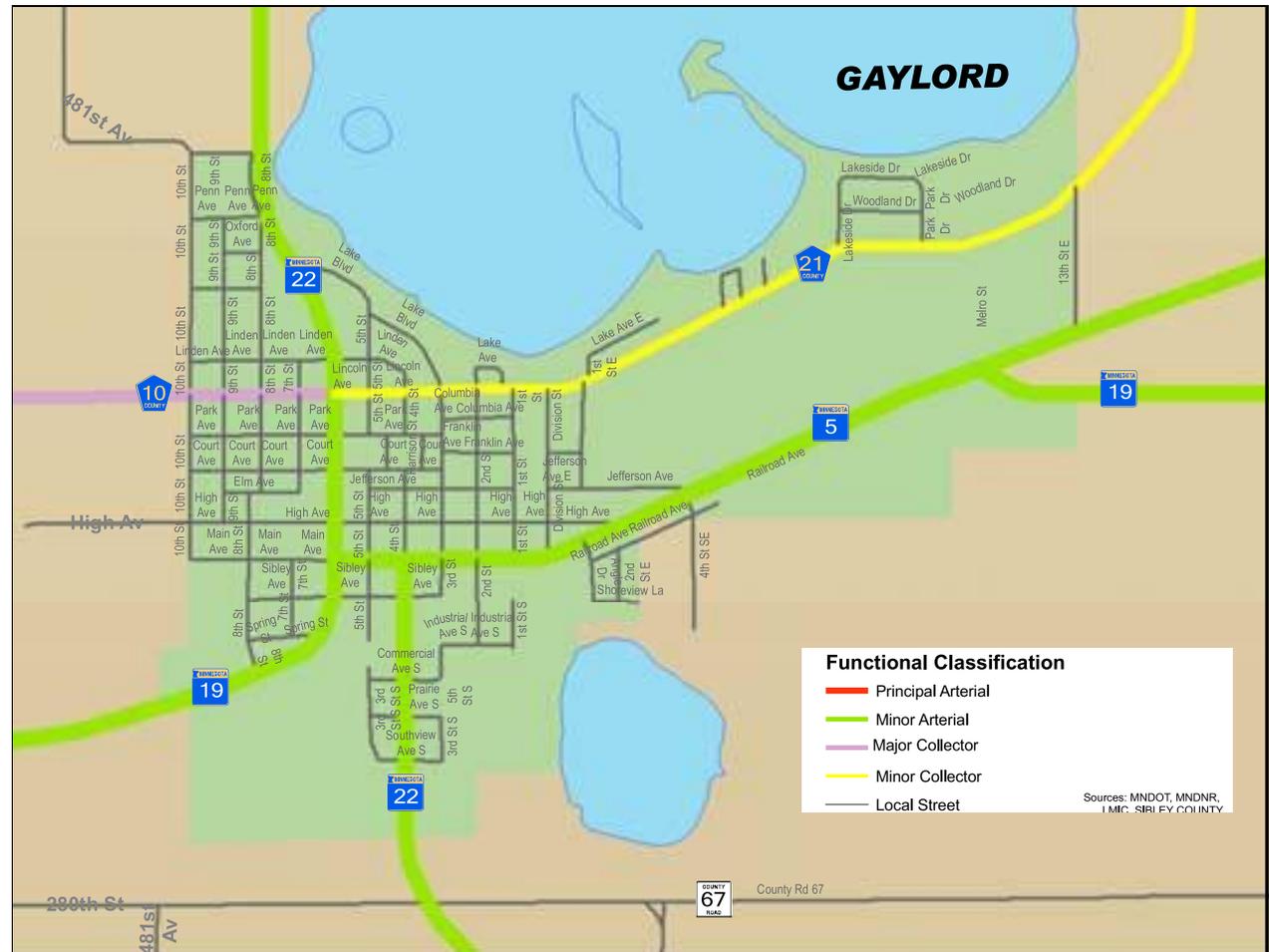
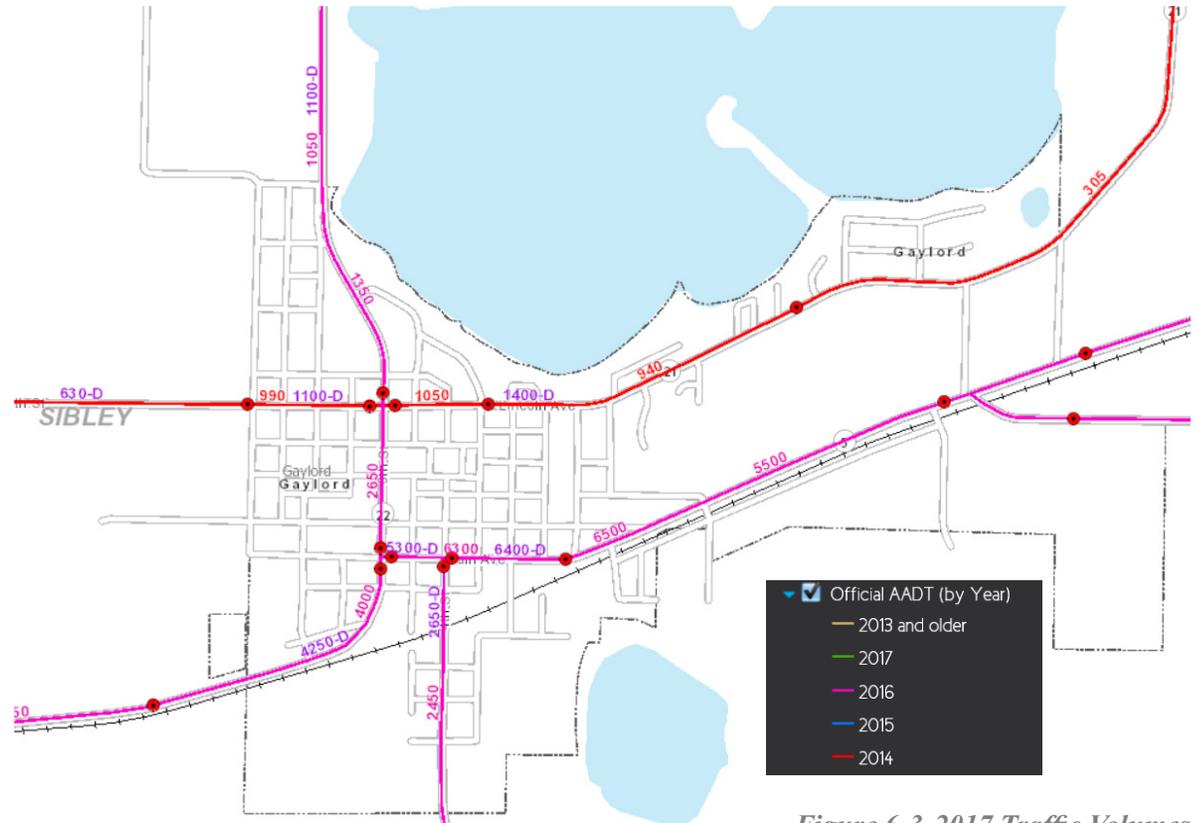


Figure 6-2. Functional Classification System

## EXISTING TRAFFIC VOLUMES

*Figure 6-3. 2017 Traffic Volumes* displays the existing traffic volumes for the Gaylord area. These volumes represent a 2017 Annual Average Daily Traffic volume. Overall, Traffic volumes have remained relatively the same since 2010, decreasing slightly for most of the main roadways. For example, in 2017, TH 22 had an annual average daily traffic (AADT) of 1,100 north of Lincoln Avenue and an AADT of 4,250 south of Main Avenue. In 2010, the same areas had AADTs of 1,500 and 4,900, respectively.



*Figure 6-3. 2017 Traffic Volumes*



## Harvey Drive Extension Project

An important future project would create a street network in eastern Gaylord providing direct access to Main Avenue for areas along Lake Titlow. This network will provide more accessibility to the elementary school and the nearby developing residential areas by extending Harvey Drive and Nicollet Avenue East and creating a frontage road along Main Avenue. This road network is an important catalyst for development in that area and is planned to be completed in 2021.

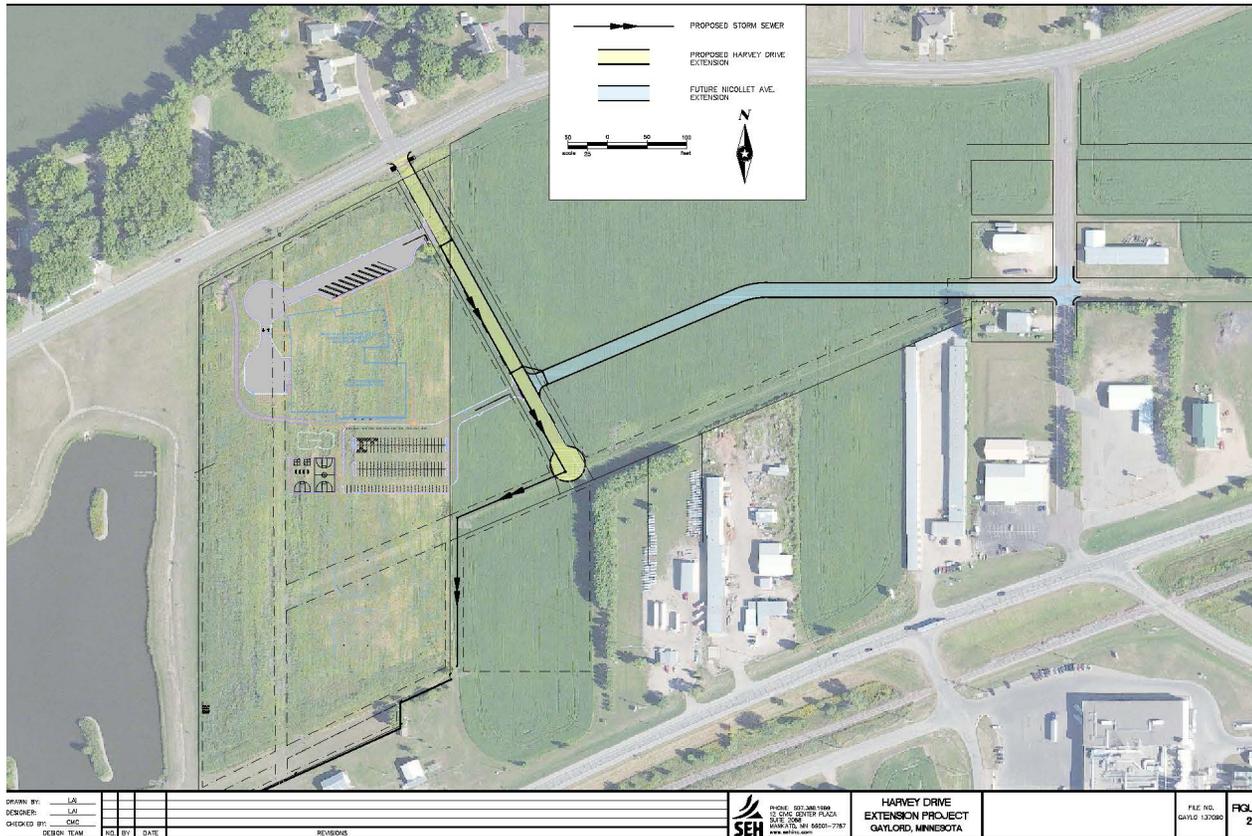
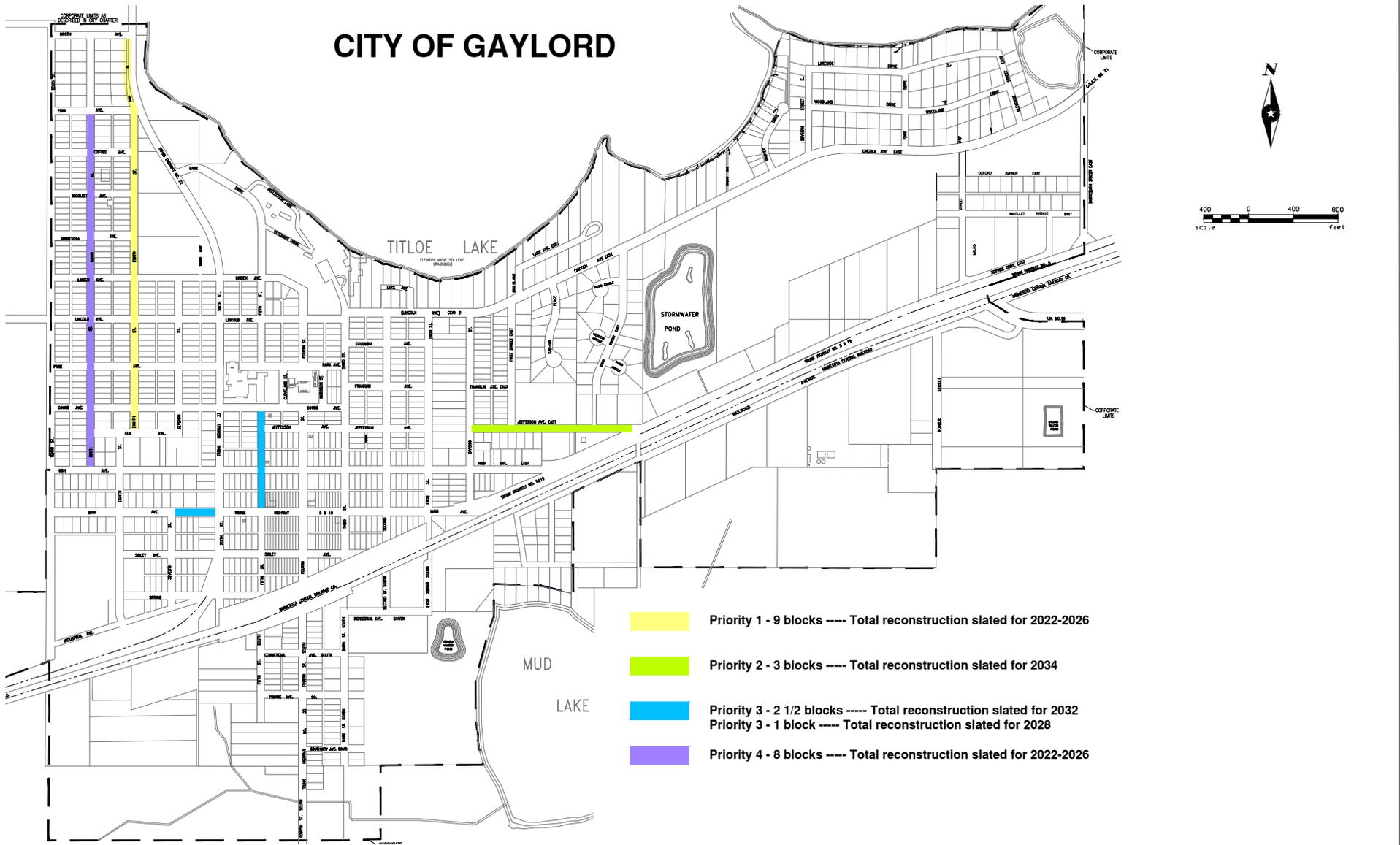


Figure 6-5. Nicollet Avenue Extension

## Road Reconstruction Schedule

The City of Gaylord has also created a map depicting the priority areas for road reconstruction between 2022 and 2034. These areas are shown in [Figure 6-6. Road Reconstruction Priority Areas](#)



NO.	BY	DATE	REVISIONS

**SEH**  
 PHONE: 800.838.8666  
 1390 HWY 15 S  
 SUITE 200, PO BOX 308  
 HUTCHINSON, MN 55350-0308  
 WWW.SEHINC.COM

GAYLORD, MINNESOTA

STREET 1- INCH OVERLAY PRIORITIES

FILE NO.	1
DATE	8/11/2016

Figure 6-6. Road Reconstruction Priority Areas

## Issues & Opportunities

One of the most important steps in the transportation planning process is the identification of issues and deficiencies. Establishing the key issues early on in the process provides the groundwork for defining the plan's goals and policies.

During the comprehensive planning process, the Comprehensive Planning Commission was asked to identify issues they noticed within the City of Gaylord pertaining to transportation. The major issues that were identified are listed below:

- » Concerns with truck traffic and the overall speed and volume of traffic in the downtown area
- » Safety of pedestrian/bicycle crossings on Main Avenue now that the traffic signal at Main/4th Street has been replaced with a two-way stop and pedestrian signal
- » Gaining participation of developers in funding of new roadways
- » Possible extension of 10th Avenue and/or Tower Street to the south as part of potential industrial park expansion
- » Parking challenges related to reconstructed highways
- » Improved inter-city transit in the future (Trail Blazer bus service)
- » Parking needs for the osteopathic medical college
- » Property access to Hwy 5/19 is limited in the area east of downtown which may limit commercial growth

## DOWNTOWN TRAFFIC ACCESS

The downtown area experiences significant vehicle traffic, due in part because of TH 5 (Main Avenue) and TH 22 running through the center of the area. [Figure 6-7. Parking & Movement, Downtown Master Plan](#) shows the vehicle routes and parking areas in downtown. While there are many opportunities for parking on- and off-street, parking challenges were also noted by community members due to highway reconstruction.

Feedback from City residents and businesses stated that vehicle traffic, especially truck traffic, tends to dominate the downtown, making pedestrians feel unsafe and vulnerable. Community members also noted the replacement of a traffic signal with a two-way stop and pedestrian crossing signage at the Main Avenue and 4th Street intersection that has created concerns for pedestrian crossing safety, particularly for children and older adults. To make downtown access safer and easier for pedestrians, the City should work to provide sidewalk and pedestrian improvements, including adding improvements where there are none and repairing those that need maintenance. These improvements should be completed thoughtfully with consideration for how the changes will affect the flow of both pedestrian and vehicular traffic.

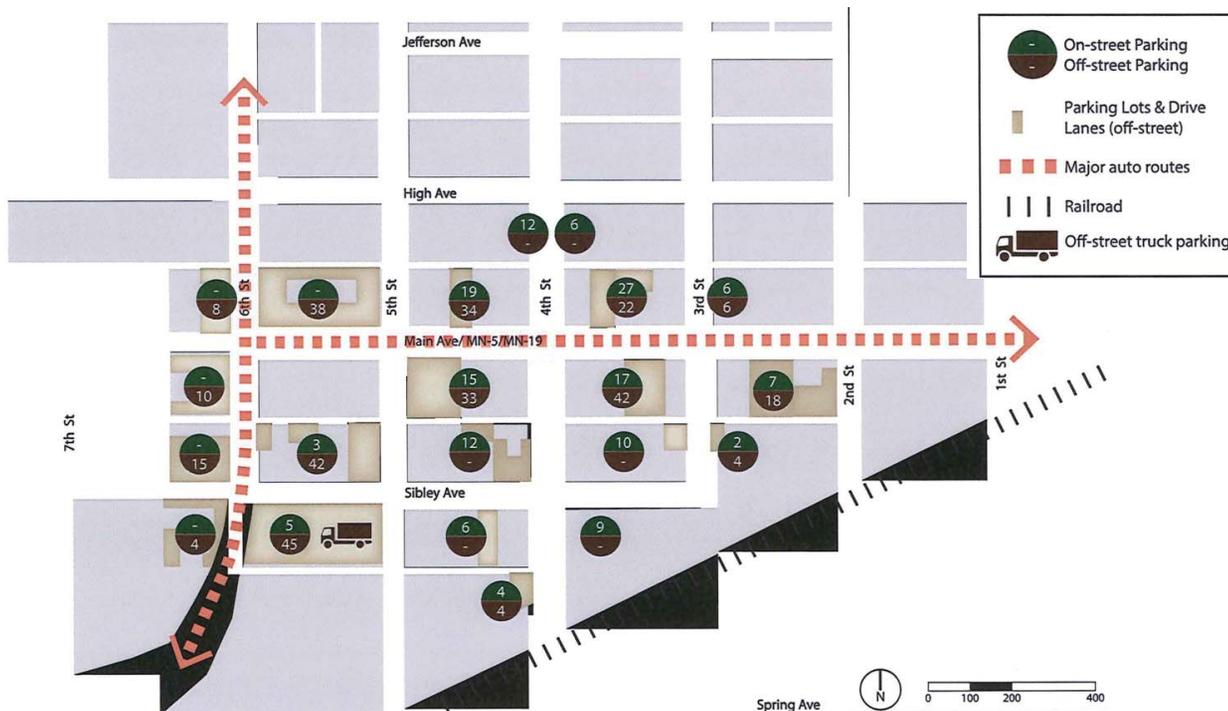


Figure 6-7. Parking & Movement, Downtown Master Plan

# Transportation System Improvements

## ACCESS MANAGEMENT

Access management involves balancing the access and mobility functions of roadways. Access refers to providing roadway access to properties and is needed at both ends of a trip. Mobility is the ability to get from one place to another freely or easily. Most roadways serve both functions to some degree, based on their functional classification.

Access standards and spacing guidelines are recommended as a strategy to effectively manage existing ingress/egress onto City streets and to provide access controls for new development and redevelopment. Over the last several years, Mn/DOT has developed access management policies to guide access standards and spacing. The access spacing guidelines for Gaylord are consistent with Sibley County and Mn/DOT. These consist of full access intersections at a specific minimum distance, partial intersections that can either be three-quarter (which prohibit left turns onto the county road) or right-in, right-out only access locations.

The City of Gaylord has a system of primarily local roadways, which vary widely in access needs. It is difficult to develop a single spacing guideline for roadways. In addition, the development of specific distance guidelines for different types of roadways is beyond the scope of a Comprehensive Plan, and instead should be developed as part of the implementation process of the plan, either as a future separate plan element or part of the zoning ordinance.

Type of Access	Minor Arterial			Collectors		
	Urban Core	Urbanizing	Rural	Urban Core	Urbanizing	Rural
Primary, Full Movement, Public Road	1/8-mile	1/4-mile	1/2-mile	1/8-mile	1/8-mile	1/2-mile
Conditional Secondary, Public Road	1/8-mile	1/8-mile	1/4-mile	1/16-mile	1/8-mile	1/4-mile
Traffic Signal Spacing	1/4-mile	1/4-mile	1/2-mile	1/8-mile	1/4-mile	1/2-mile
Site/Property Access/Driveway	Permitted, Subject to Conditions	Not Permitted	Permitted, Subject to Conditions	Permitted, Subject to Conditions	Permitted, Subject to Conditions	Permitted, Subject to Conditions
Primary, Full Movement, Public Road Access - Includes other collector or arterial roadways that provide continuity in the roadway network and access to large geographic areas.						
Conditional secondary, Public Roads - Includes collector and other local roadways. These access points are subject to restricted movements, if needed, including right-in/right-out only or left-in only movements.						
Traffic Signal Spacing - Traffic signal installation requires an Intersection Control Evaluation (ICE) and is subject to the warrants established in the Minnesota Manual of Uniform Traffic Control Devices. Signal installation typically coincides with a Primary, Full Movement Public Street Access.						
Site/Property Access/Driveway - Includes any public or private access to a specific adjacent property. Examples include residential, commercial, industrial, or institutional driveways. Site/Property access points are permitted, but subject to restrictions that shall be at the discretion of the County Engineer.						

Table 6-8. Sibley County 2030 Comprehensive Plan

Access is a major concern to local businesses. Different types of businesses have different access needs. Owners and/or operators of businesses often view access as “the more access, the better.” However, poorly designed access points can cause congestion and act as traffic hazards.

Some access management policies supported by the City of Gaylord include the following:

- » Access to a specific parcel should be limited to a single driveway unless the front footage is relatively long.
- » Access to an arterial or collector street should be located a significant distance from any intersection.
- » Direct access of residential properties to arterial streets should be discouraged.
- » The location of any driveway or access should be consistent with sight distance along the roadway. Where sight distance is not adequate, strategies such as grading the slope or clearing a sight triangle to improve the sight distance or installing warning signs along the roadway should be explored.
- » Development of service roads or common driveways should be used wherever possible, especially in commercial areas.
- » The use of medians should be considered to control multiple access locations and provide left turn lanes for heavier movements to private driveways or public streets.
- » Access to any location where there is a designated left turn lane in front of the driveway should be restricted to right-in, and right-out only. This is to reduce conflicts and potential misuse of the turn lane.
- » Where traffic studies show a need for outbound right and left turns to be separated, the driveway should be widened to provide for appropriate turn lanes and adequate inbound width.
- » In multi-family areas, there should be significant distance between the multiple driveways to provide for snow storage and maneuvering area. These types of driveways should be discouraged from occurring on City streets and restricted to on-site locations.
- » Through site plan approval, driveways should have a throat or area approaching the roadway where there is no additional conflict with an on-site circulation pattern.

## RECOMMENDED ROADWAY SYSTEM IMPROVEMENTS

Typically, a future traffic volume assessment has been prepared for the Comprehensive Plan to determine if any roadways are approaching or over their capacity. Findings from this assessment would help determine if a roadway should be expanded (two-lane to four-lanes) or if a new roadway should be built. An analysis of this nature may no longer be fruitful. For example, roadways have become very expensive and difficult to maintain in today's environment with aging infrastructure, rising costs of materials, and stagnant or declining revenue. In fact, many local agencies, including Mn/DOT, are being forced to pause and evaluate the costs and benefits of continuing to maintain assets throughout their entire system, or if other approaches should be explored to better balance needs with available resources. This has resulted in a stronger emphasis statewide in maintaining our roads in a "state of good repair," while exploring system preservation strategies and low-cost/high-benefit solutions before expansion. In that respect, the Comprehensive Plan has placed a greater focus on system preservation strategies. This approach will help balance transportation investments in a fiscally responsible manner.

Past planning efforts (e.g., Sibley 2030 Comprehensive Plan) have not identified any future expansion needs within the Gaylord area. However, the City should continue to monitor traffic patterns with its partners (MnDOT and Sibley County) to determine if any congestion issues need to be addressed. The design capacity thresholds listed below serve as general traffic engineering guidelines for determining when a roadway may be reaching its capacity threshold:

- » 8,000 to 10,000 vehicles per day (vpd) = capacity for a two lane roadway with no turn lanes.
- » 12,000 to 16,000 vpd = capacity range for a two lane roadway with turn lanes.
- » 14,000 to 18,000 vpd = capacity range for a three lane roadway with a continuous center left turn lane.
- » 16,000 to 22,000 vpd = capacity range for a four lane undivided roadway with no turn lanes.

Finally, it should be noted that many other elements of the roadway system within the City of Gaylord – not identified as roadway system improvements – may require some level of refurbishing, reconstruction, or upgrading to provide adequate surface, drainage, operation and maintenance over the twenty year planning horizon of the Comprehensive Plan. This may include the coordination and collaboration with Sibley County in implementing their 2017 Americans with Disabilities Act (ADA) Transition Plan.

## TRANSIT

Transit is becoming an increasingly important amenity for the City of Gaylord for a number of reasons. First, as the population demographic shifts and there are more seniors living in the community, transit service will be critical to help this group of people remain mobile after they no longer drive their own vehicles. Transit will provide people access to necessary destinations such as grocery stores and medical appointments that they would be otherwise unable to visit without the help of someone else. Second, as Gaylord continues to grow, many of the people moving to Gaylord will be those who appreciate the small-town atmosphere that Gaylord provides while also valuing its proximity to other cities, including the greater Twin Cities metro area. A well-functioning transit service will provide the ability for residents to reach amenities or destinations near Gaylord that are not provided by the City itself. Therefore, the Comprehensive Planning Commission highlighted improved inter-city transit as an important issue for Gaylord. Providing effective transit service is one of the ways that the City can become more resilient as it adapts to the changing demographics and desires of its population.

Currently, transit service is provided in the Gaylord area by Trailblazer Transit , which is operated by the Trailblazer Joint Powers Board. The Trailblazer service is a service that provides dial-a-ride service within Sibley, McLeod, and Wright Counties. Trailblazer Transit service provided the following operating statistics:

- » Services run Monday through Friday from 6:30 a.m. to 5:30 p.m.
- » A total of 29 buses are available. The buses are wheelchair-accessible.
- » The cost is \$4.00 one-way for trips between cities less than 25 miles apart; and \$8.00 one-way for trips between cities greater than 25 miles. Intra-city rides receive a discount of \$2.00. Bus fares may be paid when boarding the bus with cash, checks, or tokens, or may be billed to the customer.
- » Regular bus rides may be scheduled up to one week in advance while standing orders can be scheduled up to two weeks in advance. Same day requests may be accommodated, but it is best to make reservations at least 24 hours in advance of the desired ride.

Trailblazer Transit also operates a Volunteer Driver service which is a type of ride-share program where “volunteer” drivers use their own vehicles to provide rides to destinations both inside and outside of Sibley, McLeod, and Wright Counties. The drivers are reimbursed for their mileage. The cost for trips is 53.5 cents per mile from the driver’s home, to the destination, and back as well as meal reimbursements for the driver up to \$10.00 per meal for longer trips. Passengers can arrange for a ride as much as one-month in advance of the desired trip.

## PEDESTRIAN AND BICYCLE FACILITIES

As noted in the Parks, Recreation, and Open Space Chapter of this Comprehensive Plan, some of the recreational facilities that are most desired by Minnesota residents are pedestrian and bicycle facilities. Pedestrian and bicycle facilities are an important influence to maintain a healthy community and high quality of life. Overall trail use has increased regionally, and based on community input, trails are a valued amenity within the City itself. Community surveys demonstrated a desire for trails serving the downtown area as well as Lake Titlow.

The proposed pedestrian/bicycle trail system plan within the City of Gaylord is shown in [Figure 6-2. Proposed Trail and Sidewalk Map \(2011\)](#). The pedestrian/bicycle trail system is proposed to form a loop throughout the City of Gaylord, centered around the elementary school. This trail system is planned to provide a continuous path throughout the existing and developing portions of the City. This will provide alternative transportation options to the various destinations throughout City, such as the elementary school, courthouse, downtown shopping areas, places of work, and parks. There will also be an opportunity for the Gaylord trail system to link with the Prairie Line Trail, a regional trail linking the cities of Sibley County. For more detail on the proposed trail system in the City of Gaylord, see the [Parks and Open Space](#) chapter of this Plan.

It is important to maintain the safety of everyone using the road, including motorists, pedestrians, and bicyclists. One of the best ways to do this is to separate the roadway to create limited interaction between the different transportation modes. Strategies to achieve this limited interaction include off-street trails, painted bicycle lanes, and safety bollards.

## SAFE ROUTES TO SCHOOL(SRTS)

In May of 2017 MnDOT's Region 9 Development Commission provided the City with a Safe Routes To School plan. While some of the improvements in that plan have already been completed, the City should continue to implement the SRTS program recommendations and 'Engineering Toolkit' strategies as opportunities arise.



Figure 6-1. Safe Route To School Plan (2017)

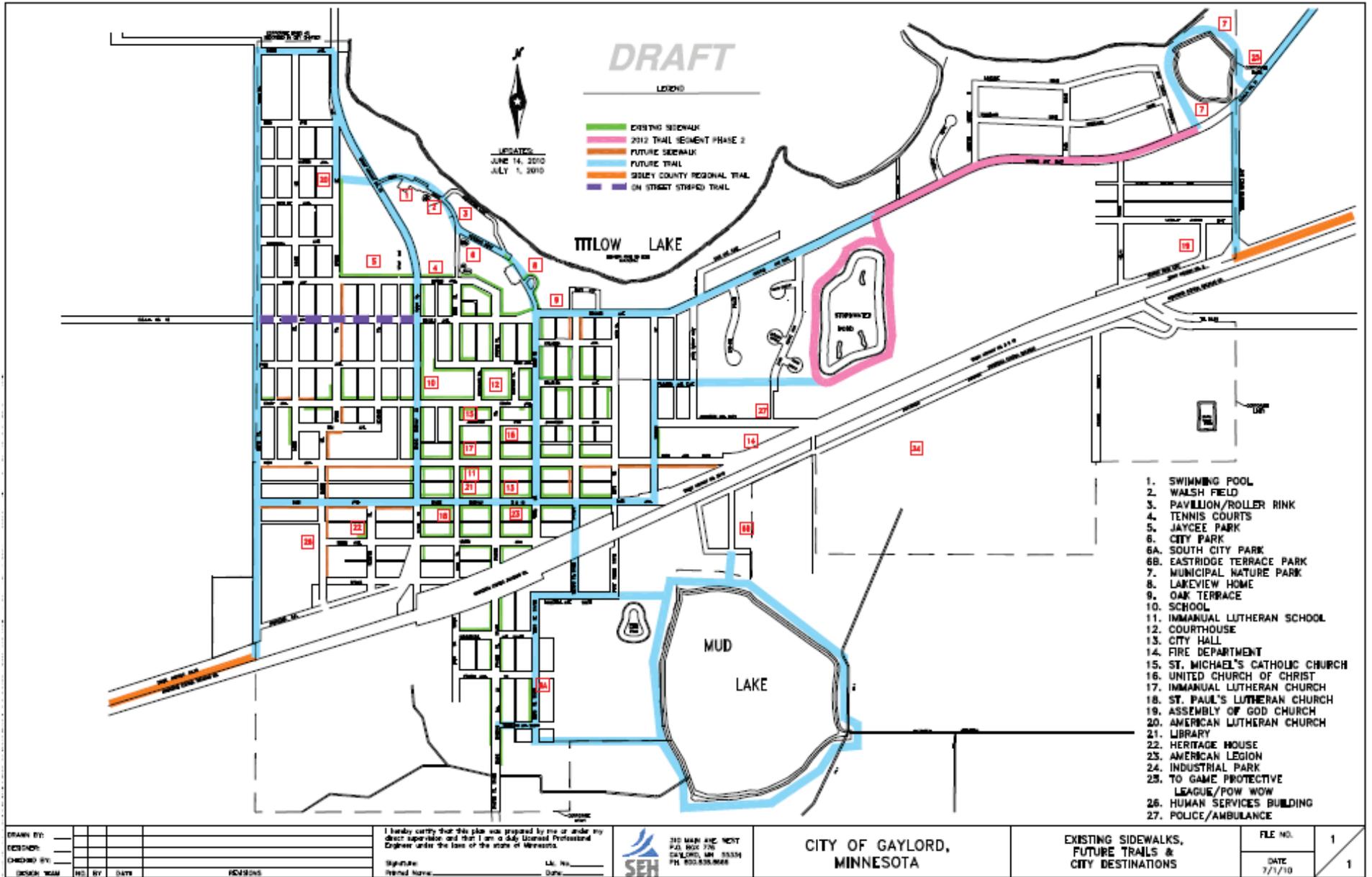


Figure 6-2. Proposed Trail and Sidewalk Map (2011)

## DESIGN GUIDELINES

The design criteria presented in the following sections should be used as guidelines for the development of the City of Gaylord's multi-modal transportation system. Each segment of roadway or pedestrian/bicycle facility should be reviewed at the time of construction in order to provide the necessary design to accommodate the amount and type of traffic.

### Right-of-Way Needs

The Comprehensive Plan has identified several locations for new roadways. New roadways (such as the Frontage Road, Tower Street, Seventh Street East, and Park Drive extensions) will require additional right-of-way for construction. The City will need to coordinate site planning, land use planning, and development in order to acquire the needed right-of-way in a timely and efficient manner.

Right-of-way for new local streets is generally acquired through the development and platting process. It is recommended that the City coordinate development in order to provide the needed right-of-way for a continuous street system. It should be noted that additional right-of-way or easements would be needed either along roadways or the back edges of future lots for utilities and/or future trails.

### Pedestrian/Bicycle Facilities

The design criteria presented in this section should be used as guidelines for the development of the City of Gaylord's off-street trail system. Each segment of trail within the City should be reviewed at the time of construction in order to determine the necessary design to accommodate the amount and type of traffic. For information regarding the design of on-street bicycle facilities, see the Minnesota Department of Transportation's Bikeway Facility Design Manual. Mn/DOT has also created several transportation design policies relating to complete streets and context sensitive design.

Trails that are separated from roadways are typically two-way facilities. A paved two-way pedestrian/bicycle trail should be a minimum of 10 feet in width. In some instances, such as locations where restrictive conditions exist, a minimum of 8 feet of paved surface may be adequate. On the other hand, in areas where heavy pedestrian, bicycle, and in-line skater volumes are expected, it may be desirable or even necessary to increase the paved trail to 12 feet.

Where a trail is one-way, the minimum paved width should be 5 feet. It should be noted, however, that one-way trails would often be used as two-way facilities unless aggressive measures are taken to assure one-way operation. In the absence of adequate enforcement, it should be assumed that trails will be used as two-way facilities and, therefore, designed accordingly.

A minimum of a two foot clear zone should be maintained on both sides of a trail. Widths and clearances should be planned to accommodate maintenance and emergency vehicles. As a result, the widths may need to be adjusted, as necessary, to avoid pavement edge deterioration.

### Roadway Width

Most cities have undergone considerable discussions relative to roadway widths in conjunction with development proposals or reconstruction plans. The neighborhood concept is that the narrower the roadway, the slower the traffic will travel, and fewer vehicles will use the street. This is only partially true. If alternative routes do not exist, or are inconvenient to use, motorists will continue to use the roadway even if it is narrowed. Other roadway width discussions involve the amount of impervious surface, urban design consideration, and/or utility placement.

Roadways serve a number of purposes. They serve traffic in two directions and for constant traffic to flow unimpeded, a lane in each direction should be provided. Roadways may also provide for parking from nearby facilities, as is the case in the downtown area. If parking is provided for on the roadway, it should be in its own area. Two lanes of constant traffic and two parking lanes would require a roadway width of 40 to 44 feet, minimum, including the roadway's gutter section.

If pedestrians and bicycles are also to be on the roadway system, they will either be in the wide curb lane, shared parking/pedestrian/bicycle lane, or on their own dedicated area of the roadway (pedestrian/bicycle lane). Wide curb lanes – or wide outside lanes – are the right-most, through traffic lanes that are typically 14 to 16 feet wide and are shared with pedestrians/bicycles. Shared parking/pedestrian/bicycle lanes are typically 13 to 15 feet wide; while pedestrian/bicycle lanes are typically 4 to 6 feet wide. Where trails or sidewalks can be provided, the pedestrians and bicyclists can be removed from the roadway, and the width consideration no longer applied since pedestrians and bicycles are no longer present in the roadway pavement area.

It is difficult to provide a single standard width to meet all of these competing demands for the roadway. Instead, guidelines should be applied to provide minimum widths depending on the level and type of traffic, which would be present, and the need for parking based on the land uses near the roadway. Typical roadway sections for a two lane roadway with pedestrian and bicycle traffic provided for on the roadway itself, and on their own dedicated trail (separate from the roadway) are shown in [Figure 6-3](#).

Find/insert road section graphic

*Figure 6-3. Typical roadway design section*

# Goals and Policies

## GOALS

1. Improve and maintain a safe, efficient, and convenient transportation system, including roadways, trails, and sidewalks.
2. Transportation Planning shall be a collaborative effort between the City of Gaylord, surrounding communities, Sibley County, and the Minnesota Department of Transportation (Mn/DOT).
3. Protect the integrity of the transportation system.
4. Provide sufficient off-street parking in the downtown area.
5. Enhance and maintain safe access to resources and amenities.

## POLICIES

1. Protect the “small town” character of the City while managing and shaping growth consistent with the Comprehensive Plan direction.
2. Promote Gaylord’s trail and sidewalk system as a way to get around that is safe, fun, and promotes good health.
3. Provide connections between the places people live and where they work, shop, and play to reduce demand on roadways and provide convenient transportation alternatives.
4. Coordinate transportation planning and system improvements with Sibley County and Mn/DOT.
5. Work with applicable transit authorities to maximize transit opportunities for the community.
6. Maintain the City’s transportation system in a “state of good repair.”
7. Manage access to the roadway network to improve safety, efficiency, and the public realm.
8. Enhance walkability of downtown core.

## KEY TERMINOLOGY

The goals and policies on this page support the vision and guiding principles of the plan and should be used to inform future decision-making and action.

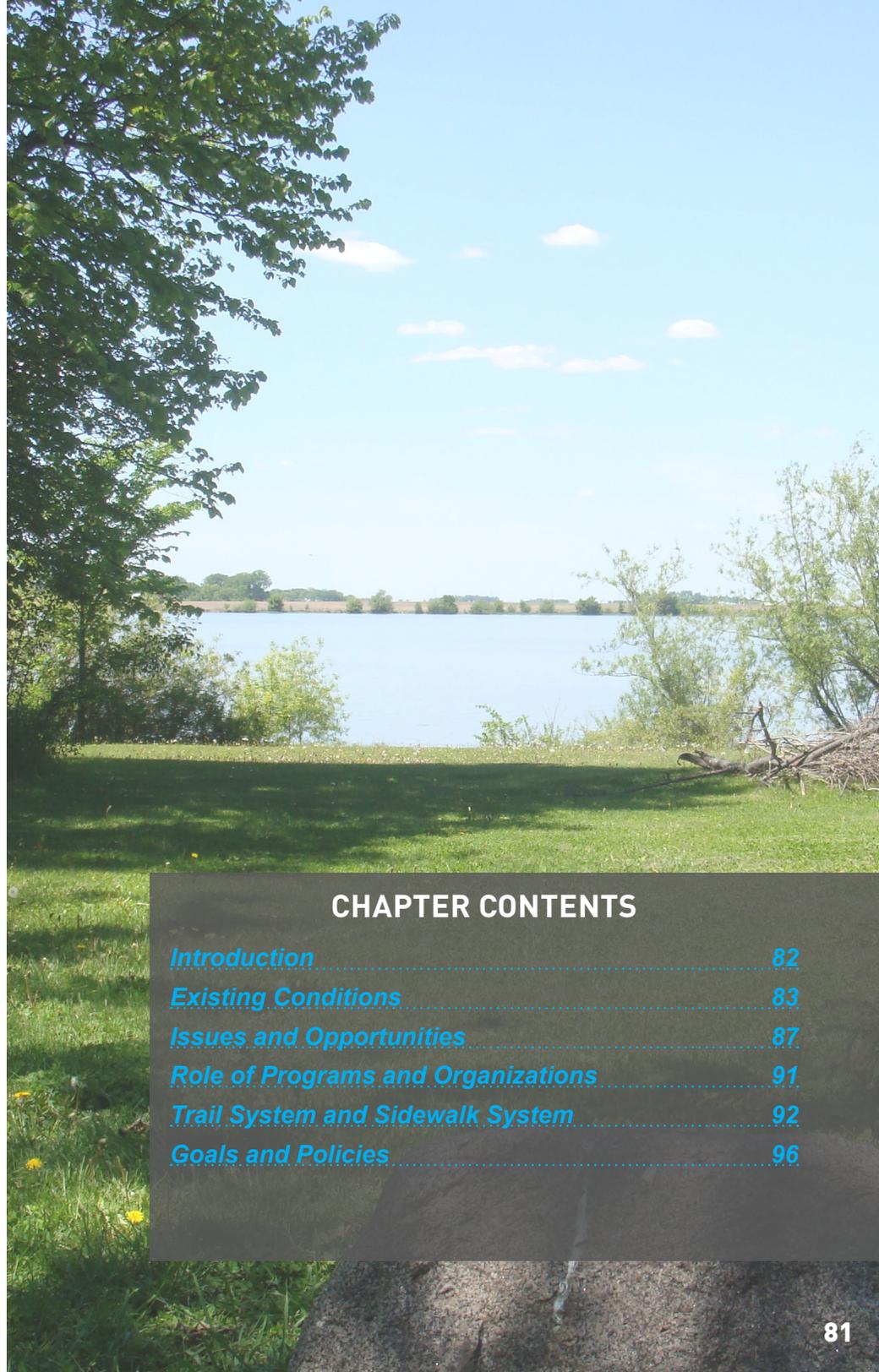
**Goals:** are broad statements that describe a desired outcome or end-state. Goals are often long-term in scope.

**Policies:** describe the general course of action or way in which programs and activities are conducted to achieve a stated goal or objective. Policies speak to underlying values, context, or principles and are often place-specific.

# Chapter 7

## PARKS AND OPEN SPACE

A robust and sustainable parks system is fundamental to keeping a community healthy, active, and inviting. Parks are an infrastructure system like roads and sewers, providing critical services to the community. Parks and open spaces provide places for people to exercise, play, and interact with others in the community. They increase property values, and serve important roles in the environmental and ecological systems. In addition to their physical attributes, a city's recreational system adds other less tangible yet equally important value to the community by improving air quality, decreasing stormwater run-off, reducing air temperature, and helps shape the identity and aesthetic of the community.



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**|| Gaylord is a great small town to live in. We regularly enjoy the city's parks and aquatic center, all of which are easy and safe to walk to.**

## WHAT WE HEARD

### What is Working Today:

- » Access to habitat and natural areas
- » Expanded trail and sidewalk network
- » Aquatic Center
- » Gaylord City Park

### Future Improvements:

- » Lake Titlow restoration to recreational lake
- » Provide a recreation center
- » Protect areas with existing ecological value
- » Education and outreach for trail users
- » Continue to add to trail system
  - Trail around lakes
  - Connect schools and neighborhoods to parks, aquatic center, and downtown
- » Invest in existing parks to add features and provide year round programming

## Introduction

Gaylord's existing park system is a hub and spoke style network, with Gaylord City Park at its core and a network of smaller parks and open spaces at its periphery. The system is accessed via a network of trails, sidewalks, and on street trails, allowing visitors and residents to safely and efficiently access Gaylord's recreational amenities. Book-ending the city are two lakes, Lake Titlow to the north and Mud Lake to the south, both contributing important recreational, open space, and wildlife functions for the city. Evaluating the City's recreational system was done using both local input from residents and community leader and a comparison to national standards and trends discussed in more detail in the following sections.

## NRPA STANDARDS

Evaluating Gaylord's park system against national standards established by the National Recreation and Park Association (NRPA) is a standardize way for communities to evaluate their recreational resources against the criteria established by NRPA for park service areas and amenities. The NRPA also tracks national trends in recreation and collects data on park programming and amenities offered by other communities, providing a measure for how Gaylord's park system stacks up against peer communities.

## COMMUNITY INPUT

While standardized comparisons are a useful evaluation tool, understanding how the community actually uses facilities, what they value most, and what areas they think need improvement or investment are equally valuable factors when establishing how well the park and recreation system currently meets the community's needs. During the community engagement process participants were ask several questions related to the existing park and trails system including what is working today and what would they like to see provided in the future. When surveyed, both through the community engagement process and prior planning efforts, Gaylord residents consistently placed parks and trails at or near the top of their priorities when asked what they valued most about their community. The call-out box to the left provides additional details on what residents feel is working today and where the parks and open space system should be improved in the future as opportunities arise.

# Existing Conditions

## PARKS SYSTEM CLASSIFICATION

According to the NRPA, a typical city park and recreation system offers one park for every 2,114 residents served, with 10.1 acres of parkland per 1,000 residents. By comparison, Gaylord exceeds both metrics by provides one park for approximately every 750 residents and 15.5 acres of parkland per 1,000 residents. While the city currently does an excellent job of meeting the needs for parks and park acreage for residents as defined by the NRPA's national standards, much of the park space outside the Gaylord City Park offers limited amenities, which presents challenges for residential areas that are not well connected to the city's primary park space.

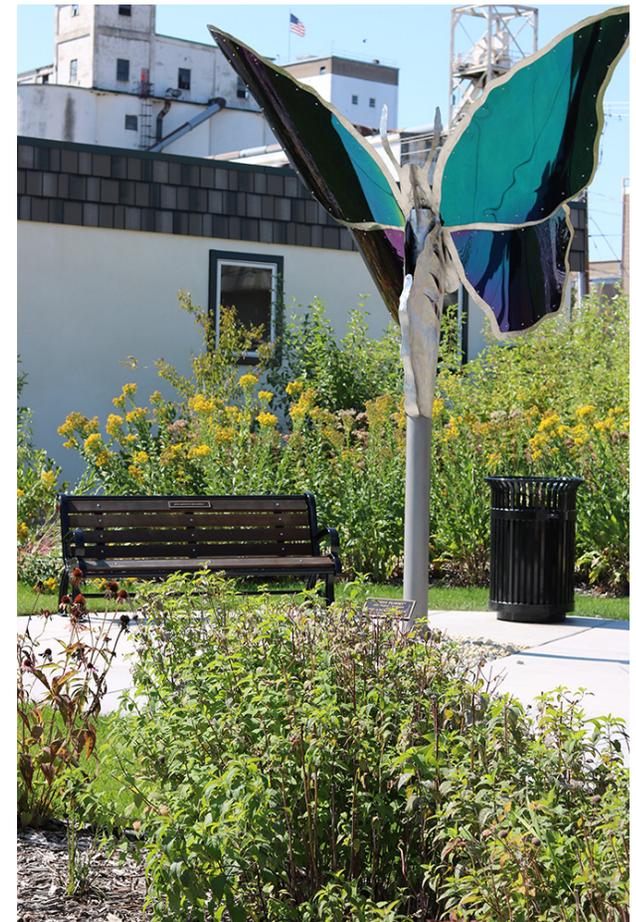
To understand how the system serves residents it is important to classify the City's parks into types in order to understand their service areas. The Plan utilizes criteria established by NRPA guidelines including size of the park and the types of amenities offered to classify parks into one of three categories as seen in [Figure 7-1. Park System Map](#).

### Community parks

Community parks provide recreational opportunities for people of all ages and abilities with a service area of several neighborhoods. Community parks are multi-purpose, providing broader recreational opportunities than neighborhood parks. Community parks typically host community athletic facilities and may serve the neighborhood park needs of immediate residents. Community parks also offer specific, unique uses such as the Gaylord Aquatic Center that are of community wide interest. Sites used for community parks will include interesting natural features such as woodlands, wildlife or water bodies. They can be easily accessible from a collector or arterial street and should be located near other community facilities or resources. Community parks will be linked to the City trail system to provide optimum access for residents. Large portions of the site may be restored using native vegetation or left in an undeveloped state for habitat preservation or ecological functions. Typical amenities in community parks may include buildings/shelters, picnic areas, internal trail system, large multi-age playground equipment, ice rinks, athletic fields (multi-purpose, soccer, diamonds), courts, splash pads and more. Community parks might also include specific uses such as dog parks or nature interpretation.

### Existing Facilities

Gaylord's largest (approximately 30 acres) and most heavily programmed park, Gaylord City Park, serves the entire community with a range of amenities including: an aquatic center, historic band shell, roller rink, picnic pavilion with bathrooms, lake access and boat launch, war memorials and historical markers, tennis courts, sand volleyball, playground, and ball fields (at Walsh Field and on in a field complex immediately west of Highway 22).



A pollinator mini-park provides a small oasis for downtown visitors and habitat that supports pollinating insects.



Newly constructed park at Sibley East Elementary School in Gaylord

## Neighborhood Parks

The neighborhood park is the basic unit of the parks and recreation system and provides for the passive and active recreational needs of neighborhood residents by creating a desirable outdoor recreational place for a wide variety of users. Neighborhood needs and access to other recreational opportunities determine the level of development of neighborhood parks. Each neighborhood park will be a unique combination of active and/or passive uses. Active recreational facilities are intended to be informal and unstructured. Sites should exhibit the physical characteristics appropriate for both active and passive recreational uses by providing flat open turf areas as well as naturalized landscapes. Siting neighborhood parks adjacent to trails and existing natural features is preferred. Locations adjacent to school sites or utilization of school facilities allow for joint use of park facilities and fulfills neighborhood needs without additional capital investment.

Typical amenities may include play equipment, open turf area for flexible group activities and exercise, wildlife observation, courts, picnic tables, and trails, although not all amenities will be present in every neighborhood park.

### Existing Facilities

Gaylord has two 1-acre neighborhood parks (East Ridge Terrace Park and South Park) south of the railroad, serving the city's more isolated residential neighborhoods with playground equipment and open turf fields. Supplementing the city's existing parks, Gaylord has a shared use agreement with the school district which provides access to the playground equipment at the newly constructed elementary facility on the east side of town, serving the City's eastern residential neighborhoods that fall outside of the existing park service sheds.

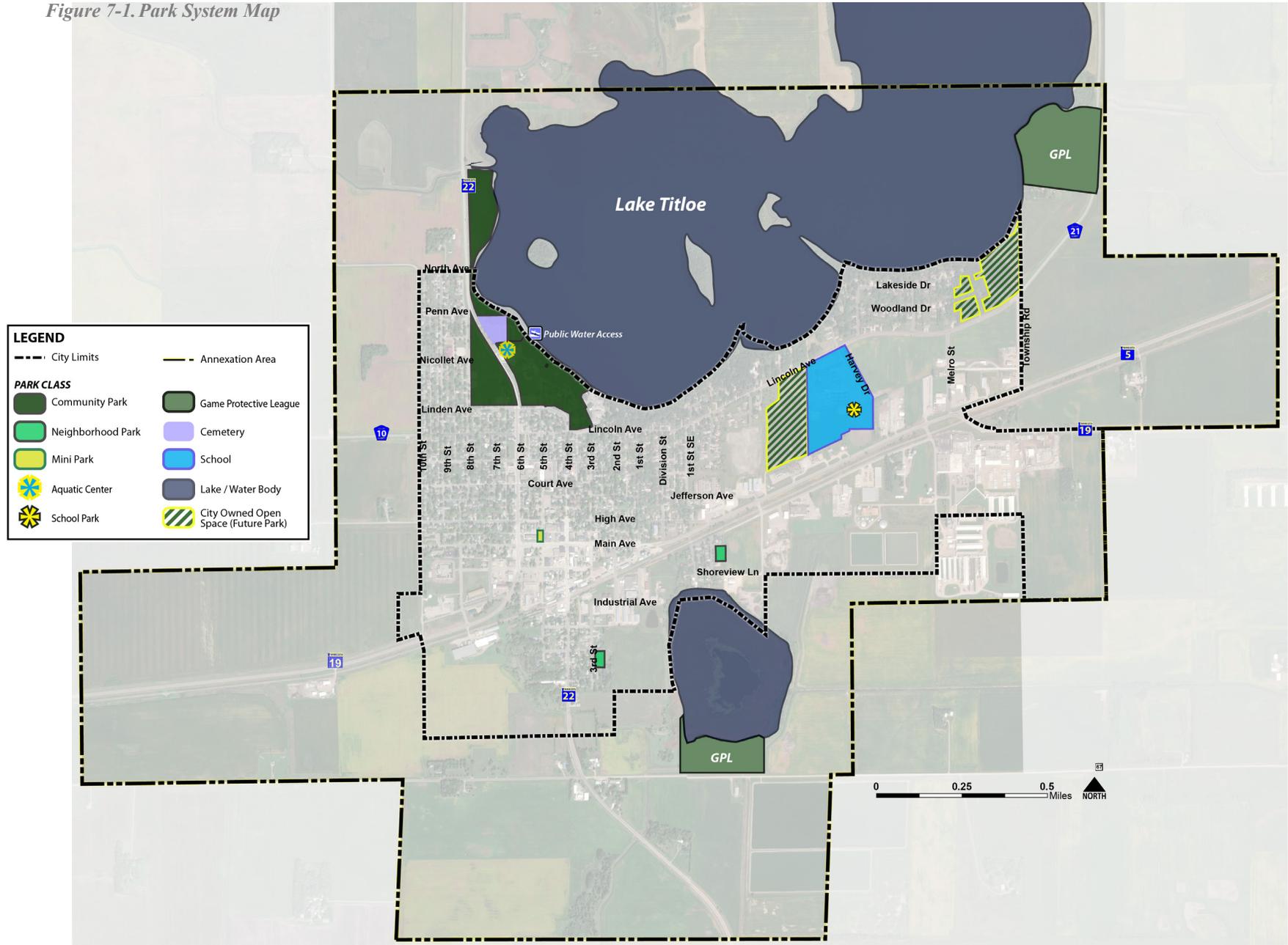
## Mini-Parks

Mini (or pocket) parks typically occur in urbanized areas with higher development intensity like town centers. They provide small refuges of green space, public plazas space, or play features where the majority of the surrounding environment has been developed and there are limited green or recreational resources for nearby residents and visitors. Typical amenities include shade, seating areas, water features, small play features, planting (native or ornamental), interpretive and wayfinding signage, and bike parking.

### Existing Facilities

The City's small pocket park adjacent to the city library offers shaded seating and ornamental plants and is a destination for downtown visitor looking for a place to rest, read, or eat.

Figure 7-1. Park System Map



## OPEN SPACE AND NATURAL RESOURCES

### Game Protective League

The Game Protective League (GPL) is a private membership based non-profit organization created to protect and manage conservation lands for the use of its members and the community. While the GPL is a membership based organization, the community enjoys open access to the two sizable properties owned by the GPL which borderline Mud Lake and Lake Titlow. These two open space conservation areas total more than 50 acres of land and offer activities which include shooting sports, hunting, fishing, picnicking, and wildlife watching and provide important opportunities to access the city's water resources. Additionally, the GPL organization has been operating a community festival called Pow Wow for nearly one hundred years, attracting around a thousand visitors to the community for a shooting sport and community gathering based weekend event. The GPL and other conservation organizations are important community assets that should be engaged when exploring opportunities to preserve additional natural and open space features as the City grows.

### East city owned parcels put towards park dedication (Lakeside Acres)

The city also owns, as a result of park dedication, around 17 acres of undeveloped open space on the northeast portion of town abutting the city limits. While currently un-programmed for park use, this land has long term opportunities for development into a neighborhood park and/or open space feature that can strengthen connections between residents, the Elementary School, Lake Titlow, and land owned by the GPL.

### Lakes

Lake Titlow is one of Sibley County's largest lakes at more than 800 acres, and comprises nearly the entire northern border of the city today. This substantial natural resource receives water from a large, mostly agricultural watershed and has been impaired by decades of agricultural runoff. While the lake is viewed as a resource by the community it is not of substantial value for recreation (swimming, fishing, and boating). There has been long running interest by the community for cleaning up the lake, but the costs associated with dredging and pollution and siltation mitigating from agricultural runoff has prevented any substantive action. Despite its impaired state, the lake still offers value as a habitat and aesthetic resource for the community. It is also an outdoor destination during the winter months and is often used by snow mobile rides and those wanting to explore the lake's three islands for pre-settlement artifacts. The city has made substantial investments in stormwater improvements to mitigate city impacts on the lake, and should continue to capitalize on restoration opportunities as they occur.

# Issues and Opportunities

## PARK SERVICE AREAS

Part of evaluating the City's park system is developing and understanding of each park's geographic service area, based on its classification, size, and the type of amenities provided. Using the three park designations discussed in the previous section, Gaylord's park system has one community park (Gaylord City Park) and two unnamed neighborhood parks plus a shared use park owned by Independent School District #2310.

Classifying the City's parks using the NRPA standards helps us to understand the scope of amenities a park provides and the reach of those amenities in the community. The following are the service areas for Gaylord's park types show in [Figure 7-2. Park System Barriers and Service Areas](#):

- » **Community parks** typically have user service areas of one mile, providing amenities that serve the entire community. These parks should have strong linkages to both major roadways and the community's trail system to provide multiple options for safe and convenient access to these facilities.
- » **Neighborhood parks** typically have a service area of a quarter mile and provide the day to day recreational facilities for residential neighborhoods. While these facilities should have good connections to local streets, trails, and roadways they do not require connections to the large transportation and trail system to function properly.
- » **Mini-parks** have a relatively small user sheds that typically serve residents and businesses within a couple of blocks. These parks supplement community and neighborhood park needs where community needs exist but space limitations make large parks impractical.

## GAPS ANALYSIS

Utilizing the service areas identified above, there are two types of park service areas gaps:

- » Un-served neighborhoods - residential areas that fall outside of any park service area
- » Under-served neighborhoods - residential areas that fall outside of the neighborhood park service areas or those that have access limitations to Gaylord's community park.

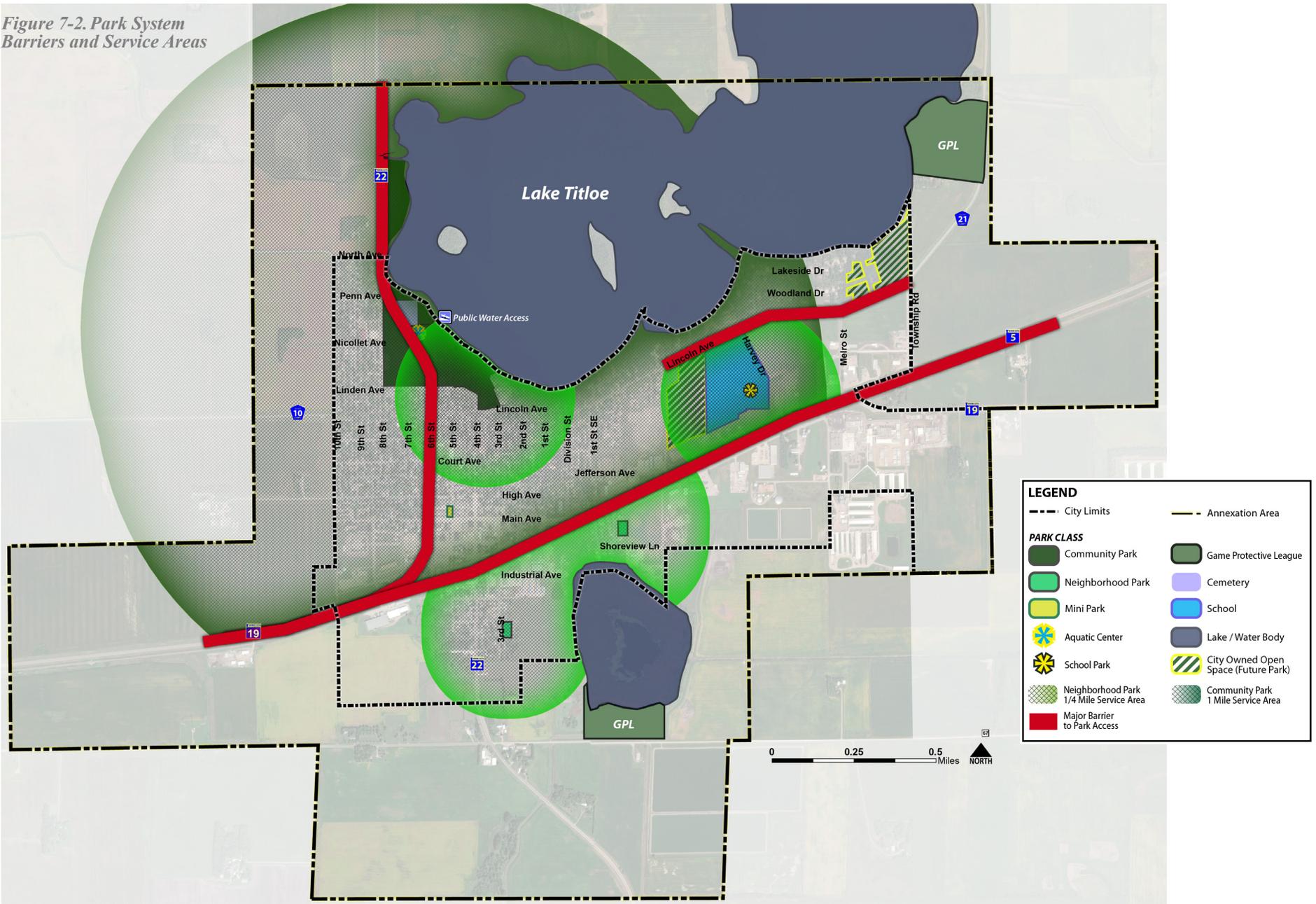
The Lakeside Acres residential area (in the City's northeast corner) is the only un-served residential neighborhood in the city. This area currently has open space dedicated for park as part of the original development, however it remains unprogrammed at the time of this Plan. A playground and park at the new elementary school also addresses some of the recreational needs for these residents, however County Road 21 (CR 21) represents a barrier that will need to be address through improved crossings near the park and school facilities. It is recommended that the City explore options to provide enhanced pedestrian crossings between Lakeside Acres and the elementary school park south of CR 21, or develop the existing park dedication land with neighborhood park facilities. Areas falling into the under-served neighborhood category include the neighborhood around the Meadow Wood Subdivision, and the residential areas west of State Highway 22 from North Avenue south to the Sibley County Human Services Center. The City has recently addressed some of these gaps in service by improving park accessibility with new trail connections to it's community park. Opportunities for new neighborhood parks should be explored in these areas as development takes place or other opportunities occur.

## BARRIERS TO ACCESS

### Transportation Corridors:

- » Highway 5/19 + Railroad (tier 1)
- » Highway 22 (tier 2) there is an upgraded pedestrian crossing serving the water park that offers a safe/convenient crossing point for residents walking or biking to the parks amenities
- » CR 21 (tier 2) – this stretch of road has wide shoulders marked for trail use

Figure 7-2. Park System Barriers and Service Areas



## FUTURE IMPROVEMENTS

Based on feedback from the community and its leaders, there were three primary objective of the future park system:

1. ***Expand the Local Trail System*** - The community wants to be well connected to the City's resources and amenities. The city currently has a new, but continually growing, trail system that should be expanded where opportunities exist to connect residents to community destination (recreational, civic, downtown, etc.)
2. ***Invest in a Recreation Center*** - Residents desire a recreation center with community space. This facility should be sited to take advantage of existing resources and link to the City's trail network. Partnership opportunities with the school district, neighboring cities, and other partners should be explored so as not to duplicate services.
3. ***Maintain Existing Facilities and Expand on Park Programs*** - The community wants continued maintenance and investment in the facilities they already use and love. The city should renovate existing park facilities as needed and provide additional programming and amenities only after current facilities meet community standards. Recent investments in new play equipment in Gaylord City Park, and a multi-million dollar investment in a new aquatic center as well as other facility improvements have been widely appreciated by the community and, in the case of the aquatic center, have gone a long way to attracting new visitors to the community.

### Building in System Flexibility

Developing a road map for Gaylord's park and recreation system requires an understanding of existing facilities and programming, but also necessitates a vision for how demands in the community may change in the future. Trends in recreational demands are continually evolving, and in order to meet the needs of residents, both current and future, Gaylord must invest wisely in its park and recreation system. There are several national trends in recreation that have potential impacts on the city including:

- » An increase in demand for flexible field space (soccer, lacrosse, Ultimate [Frisbee], football, rugby, etc.)
- » Rising interest in passive recreational (walking, biking, hiking, paddling, training, etc.)
- » Increased demand of senior activities and fitness (pickleball, walking clubs, gardening, yoga, meditation etc.)
- » Changing trends in fitness programs (CrossFit, yoga, adventure racing, etc.)
- » Demographic shifts in age and ethnicity also play substantial roles in which sport and activities cities and school districts must provide.
- » Decreasing participation in traditional sports and adult league activities
- » Demand of all season trail use
- » Dog parks

These trends signal a shifting need for recreational systems with facilities that are flexible and adaptable, especially in communities with limited budgets for major capital projects and improvements. It also highlights the need for Gaylord to capitalize on the built-in recreational value of its natural resources and open spaces. Investments in the parks system need to capitalize on these existing resources and have a level of dynamism and flexibility to accommodate changing community needs without repeated major investments.

## LAKE TITLOW, MUD LAKE, AND THE RUSH RIVER WATERSHED

The community, for as long as many can remember, longed for to reconnect and engage with Lake Titlow. The water body has been impaired for as long as most residents can remember, yet interest in cleaning up the lake remains as strong as ever. One opportunity to restore the lake is to partner with Minnesota State University, Mankato who began a monitoring program in 2009 which installed a weather and water quality monitoring station in the lake as a means of developing a broader understanding on the mechanisms by which sediment and pollution are being delivered into the lake from its primarily agricultural watershed.

The recently enacted Minnesota Buffer Law took efforts one step further to alleviate upstream non-point source agricultural runoff contamination by establishing a law that requires new perennial vegetation buffers strips be planted and maintained with widths up to 50 feet along lakes, rivers, and streams and buffers of 16.5 feet along ditches. This buffer law is a substantial first step in alleviating some of the issues of agricultural runoff contributing to water quality problems in the City's most substantial natural resource. While this is an important first step, a majority of the agricultural contamination delivered into the watershed comes from field tile drain systems designed to convert a county that was once nearly 85 percent wetland into an agricultural landscape. Gaylord has been a leader in water quality best practices in recent years, making substantial investments in storm water management systems designed to catch and treat rainfall landing on the city before it has a chance to convey sediment and pollutants from developed areas into the nearby lake. Gaylord should take a leadership role in water quality in the watershed and continue to require stormwater retention and treatment systems with all development and should capitalize on additional opportunities to implement stormwater management best practices where possible.

## WATER QUALITY PARTNERS

### Rush River Watershed District (RRWD):

Partnering with the RRWD is an avenue for improving water quality in the city's water bodies. In 2009 the watershed district prepared a project implementation work plan that identified a number of initiatives to improve water quality within the watershed which include:

- » The development of an implementation plan
  - The development of Best Management Practices (BMP)
  - Manure and Nutrient Management
  - Wetland Restoration
  - Open Drain Tile Intakes Alternatives
  - Structural Water Control Practices (dams, storm water devices, etc.)
  - Vegetative and Stormwater Practices
  - Septic System Upgrades
- » Water quality monitoring
- » Education and outreach
- » Technical assistance

The City should continue to work with the watershed district and other partners / agencies to capitalize on opportunities to improve water quality based on RRWD recommendations.

## COMMUNITY ORGANIZATIONS

### Summer Youth Activities/ Organizations:

- » Little League Program
- » Youth Softball Program
- » Boy Scouts/ Girl Scouts
- » Alliance of Friendship
- » 4-H Club

### Adult and Senior Activities/ Organizations:

- » Chamber of Commerce
- » Rotary Club
- » Sertoma
- » Gaylord Development Corporation
- » Cognizance Club
- » American Legion and Auxiliary
- » Women's After Five Club
- » Lakeview Home Auxiliary
- » Golden Age Club
- » Gaylord Game Protective League

### Special Events:

- » Eggstravaganza Days – 2nd weekend in August
- » Farm City Days – April
- » Pow Wow (GPL) – Late August

## Role of Programs and Organizations

Providing recreational and community programs is a key feature of any successful parks and recreation system. Park and recreation programs establish healthy lifestyles choices early in life and provide productive outlets for the energy of Gaylord's youth. The City wants to promote an 'active and healthy' community by providing a range of adult and senior activities and programs which allow members of the community to carry forward these same healthy and productive habits over a lifetime. Maintaining a community that is vital, active, and desirable is critical for supporting a high quality of life and an environment that nurtures a healthy economy and workforce.

Achieving this aim requires not only the venues and amenities to allow residents to participate in community activities, but also the organizational efforts needed to schedule, staff, and operate events and programs. For smaller communities like Gaylord, partnering with the school district's youth and community recreation programs is a good way to provide foundational programming in a community where city staffing and budget may not allow for a dedicated programming director. There are also additional partnership opportunities with youth and adult clubs and organizations, community groups (lions, 4H, rotary, etc.) Sibley County, and the local business community to fill in gaps not met by programs offered through the school district. These partnerships are the foundation upon which a successful community athletics and activities program is based, and represents an important long term partnership opportunity for the city as a means to provided critical services to its residents with limited investments in time and staff commitments.

## YOUTH SPORTS

Youth sports are provided through a partnership with the school district for summer recreation programs for children through seventh grade as well as school athletics for grades 7-12 during the school year. School athletic programs including:

### Fall Sports

- » Football
- » Tennis, Girls
- » Cross Country, Boys
- » Cross Country, Girls
- » Volleyball, Girls

### Winter Sports

- » Basketball, Boys
- » Basketball, Girls
- » Wrestling

### Spring Sports

- » Baseball
- » Track and Field, Boys
- » Track and Field, Girls

# 7 Trail System and Sidewalk System

## 2011 WALKABLE COMMUNITY PLAN

In 2011 Gaylord conducted an audit of the City’s bike and pedestrian system to better understand the issues and opportunities the city faced in order to improve the system, below are recommendations from that plan that still need to be implemented:

### Sidewalk Improvements:

- » Generally expand sidewalk network throughout the city to connect to city-wide trail network:
  - In conjunction with road reconstruction projects (8th St, Court Ave, High Ave, Main Ave, 2nd St );
  - Require sidewalks with all new development;
  - Retrofit sidewalks as part of redevelopment
- » Gaps in the existing sidewalk system should be prioritized and filled as opportunities arise
- » Better internal sidewalk system for Gaylord City Park

### Trail Improvements:

- » A trail along Lincoln Avenue (both on and off street) and Highway 22 (combination of sidewalk and trail) have been completed.
- » Some trail along 10th Street is currently under construction north of Lincoln Avenue, the remaining segment south to link up to the planned Prairie Line Trail Segment has yet to be built
- » Connections to Gaylord’s Aquatic Center (formerly the ‘pool’) have been made along Highway 22 and Lincoln, what remains is linking residential neighborhoods, either via sidewalk or trail, where they are not currently served.

## LOCAL TRAILS

Gaylord’s trail system is centered on the newly constructed elementary school with a trail running along the south side of County Road 21 from Township Road west just past the school where it makes a loop trail around the City’s large stormwater pond. In 2018 the city expanded the system by adding on and off street trail facilities along Lincoln Avenue, 10th Street, North Avenue, and along State Highway 22 connecting to the Gaylord Aquatic Center. These improvements also fill several gaps in the Gaylord leg of the Prairie Line Trail project. The City’s trail network is also supplemented by a robust sidewalk system in the core of the city as shown in blue in [Figure 7-3](#). The sidewalk and trail system provide critical connects for a substantial proportion of the city’s residents to its downtown, civic destinations, and central community park.

## EXISTING CONDITIONS

### Needs, Issues, and Opportunities:

- » Narrow sidewalks on 8th St., 3rd St., and 2nd St.
- » Missing sidewalk segments on 8th St. and 2nd St.
- » Need for crosswalks on State Hwy 22 north of school
- » No connecting sidewalks by Oak Terrace
- » Lack of sidewalks/trails through city park
- » Lack of sidewalk from Oak Terrace parking lot to playground
- » Lack of dedicated sidewalk/trail on Lincoln Ave.
- » Lack of connecting sidewalks on 2nd St., Court Ave., and 8th St.
- » Narrow sidewalks on 8th St.
- » Some sidewalks had physical gaps or were grown over
- » Some trees needed to be trimmed
- » Need for wide sidewalks by school and court house

### Destinations:

- |                 |                 |
|-----------------|-----------------|
| » Schools       | » Post Office   |
| » Court House   | » Main Ave.     |
| » Oak Terrace   | (Hwy 5/19)      |
| » Downtown      | and 6th St.     |
| » Sibley County | Intersection    |
| Service Center  | (Hwy 22)        |
| » Pool/Park     | » Bowling Alley |
|                 | » Churches      |

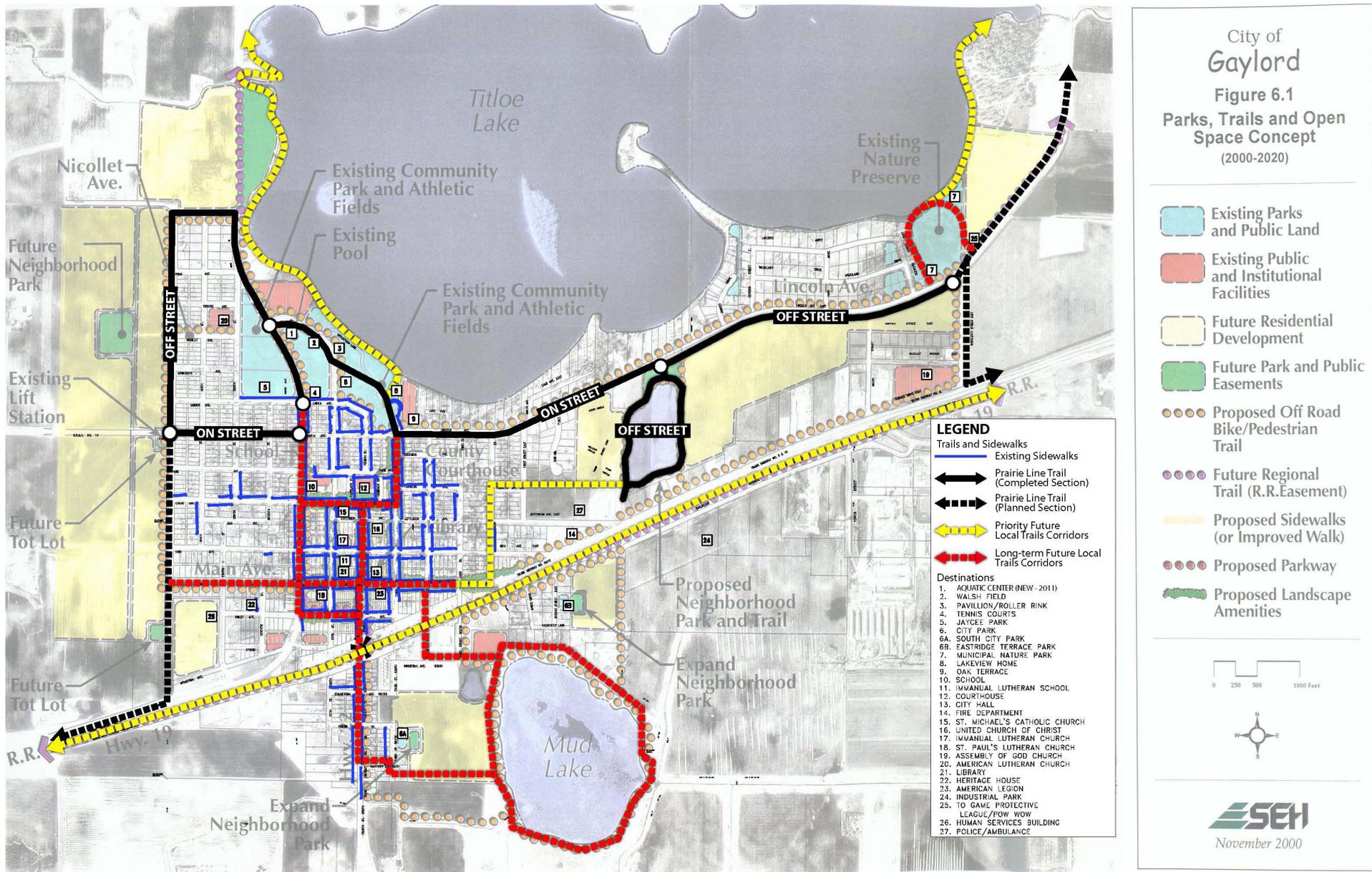


Figure 7-3. Gaylord's sidewalk and trail system plan.

## SIBLEY COUNTY

In 2015 Sibley County completed the first phase of construction on the Prairie Line Trail (see [Figure Z-4](#)) that will provide the cities of Sibley county with inter-county trail connections as well as linking to the state's regional trail system. The next phase(s) of construction on the trail are intended to link the cities of Arlington and Gaylord, approximately following the Highway 5 corridor between the two towns.

Gaylord has already completed a substantial portion of the internal Prairie Line Trail alignment running the entire length of the city from west to east along Country Road 21 / Lincoln Avenue. This section provides Prairie Line Trail users access to many of Gaylord's key community assets including; the elementary school, Gaylord Aquatic Center, Gaylord City Parkland, and via sidewalk to connections to Downtown, the County Court House, and the future campus of the Minnesota College of Osteopathic Medicine (MnCOM).



On-street multi-use trail along CR 21 (Lincoln Avenue) Prairie Line Trail line through Gaylord.

### What a trail will offer:

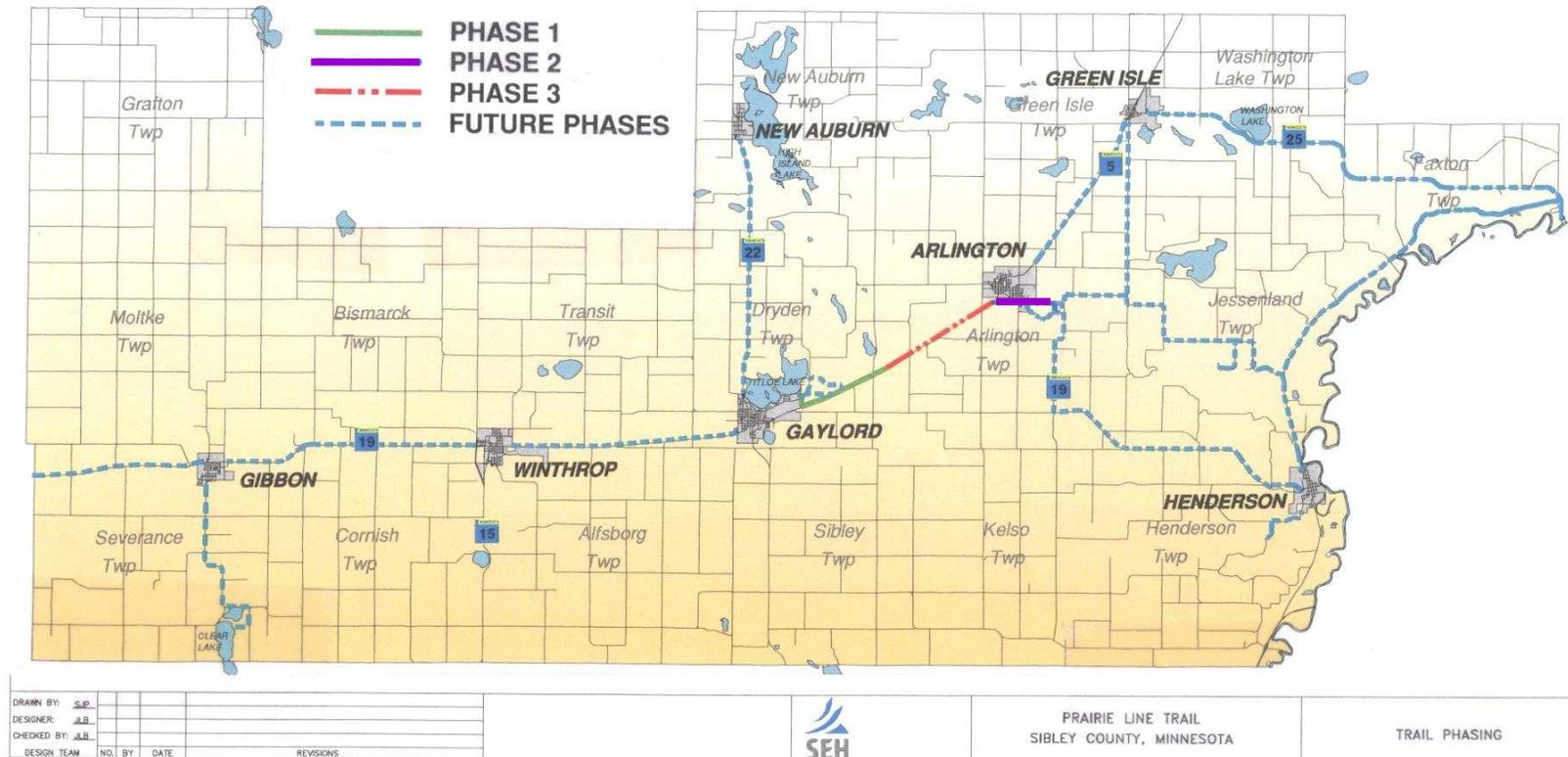
- ⇒ Walking, biking and rollerblading path for ALL ages
- ⇒ Economic stimulus
- ⇒ Educational opportunities for all generations
- ⇒ Unity among all citizens of differing interests and backgrounds
- ⇒ Trail could be linked to other existing trails in the State
- ⇒ Health improvement and quality of life opportunities; joining the war on obesity
- ⇒ Safe venue for athletes and pedestrians seeking exercise and other outdoor activities
- ⇒ Prudent to plan for the future needs of an expanding population

*Excerpts from a Prairie Line Trail brochure*

## TRAIL PHASES



- Phase 1: 1 or 2 miles going out of Gaylord towards Arlington
- Phase 2: A) Out of Arlington going to the Sportsman's Park  
B) Bridges for that section
- Phase 3: A) Finish trail from Gaylord to Arlington  
B) Bridge (s) for that trail section
- Phase 4: Arlington to Green Isle (more than one route option)
- Phase 5: Gaylord to Winthrop
- Phase 6: Winthrop to Gibbon
- Phase 7: Gaylord to New Auburn
- Phase 8: Arlington to Henderson (many possible routes)
- Phase 9: A) trail west out of Gibbon to meet trails entering the county from the west  
B) trail south out of Gibbon to the County Park  
C } trail going out of Henderson to meet incoming trails  
D) trail going east out of Green Isle to meet incoming trails  
E) trail ? to link Green Isle to Henderson (parks?)



We need your help connecting the Prairie Line Trail! A citizen group has formed a Prairie Line Trail Committee. The executive committee meets monthly and the full committee meets quarterly. A grant has been obtained to begin the trail in 2013. Any contribution of time and money will bring us closer to connecting all the destinations in Sibley County.

A detailed map of the trail and the Comprehensive Plan can be viewed at: <http://www.co.sibley.mn.us/>

**The mission of the Prairie Line Trail organization is to create economical, social and recreational opportunities for all citizens and visitors to Sibley County.**

Figure 7-4. Sibley County Prairie Line Trail Plan

# Goals and Policies

## GOALS

1. Healthy, active, and engaged community
2. Safe, convenient, and well utilized parks and open space system
3. Diverse and inclusive range of recreational opportunities in the community.
4. Connect residents to key community destinations.
5. Preserve and incorporate high quality natural resources and amenities
6. Incorporate culture, education, history, and local character
7. Maintain a park system that is sustainable, resilient and reflects community values

## POLICIES

1. Parks and open spaces should be adjacent/contiguous with natural features and amenities such as floodplains, lakes, woodlands, wetlands, waterways, grasslands, etc.
2. Incorporate culture, education, history, and local character in the city's park system wherever possible
3. Ensure parks and facilities are adaptable and dynamic to meet future community needs.
4. Prioritize investments in the enhancement of the existing park system and encourage cash in lieu of park dedication land for all new development where park land, access, and amenities already meet development needs.
5. The city should require the dedication of adequate, usable, and contiguous lands for park and recreation with new development to fill park service area gaps.
6. All parks should have proper lighting, emergency shelter, and landscaping to ensure public and property safety.
7. Trail development should be coordinated to align with local and county trail plans
8. Improve and protect naturally occurring water bodies as community recreational and natural resources
9. Provide year round activity and recreational programming for the entire community
10. Add trails (where corridors have been identified in the trail plan) and reduce road section widths (without reducing parking) where ever road reconstruction projects provide the opportunity.
11. New development must provide sidewalk and trail connections to the City's existing (and planned) sidewalk and trail system.
12. Implement water quality improvements identified by the Rush River Watershed district in their implementation plan where practical
13. Ensure no net loss of wetlands or water features
14. Incorporate interpretation where possible highlighting the historic and ecological importance of area resources.
15. Ensure that development, redevelopment and infrastructure projects incorporate water quality enhancements where opportunities are present.

## KEY TERMINOLOGY

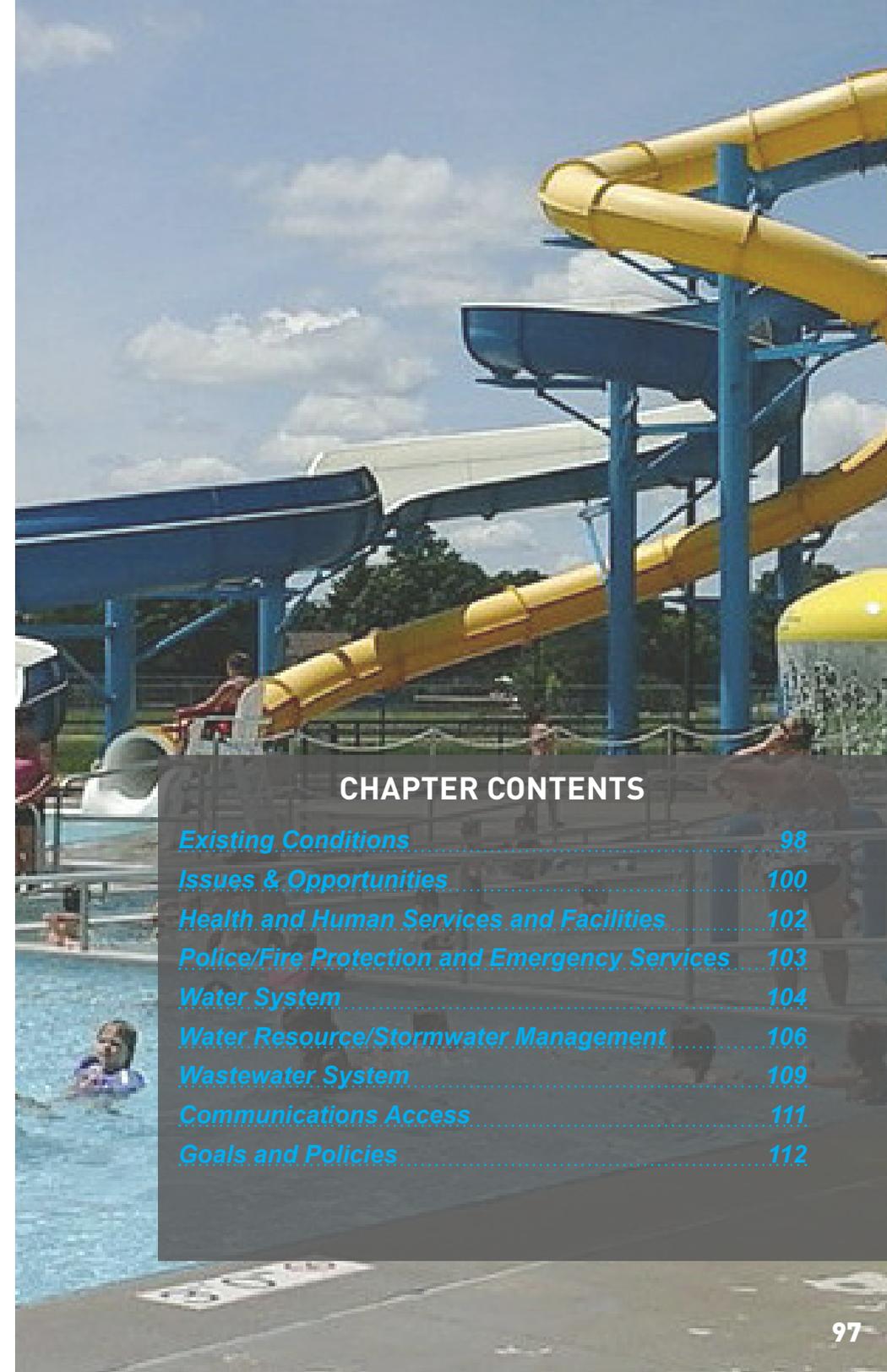
The goals and policies on this page support the vision and guiding principles of the plan and should be used to inform future decision-making and action.

**Goals:** are broad statements that describe a desired outcome or end-state. Goals are often long-term in scope.

**Policies:** describe the general course of action or way in which programs and activities are conducted to achieve a stated goal or objective. Policies speak to underlying values, context, or principles and are often place-specific.

# Chapter 8 COMMUNITY RESOURCES AND PUBLIC FACILITIES

Community resources and public facilities include the lands, buildings and services which are considered essential infrastructure for servicing the community. These include schools and libraries, hospitals, police and fire protection, water and sewer facilities, and communication systems. The need for and capacity of these essential services depends on the size of the community, population density, and expected growth. In addition, many retail and service businesses, industrial companies, as well as families look to the availability and quality of these services as an important factor when deciding where to locate. Gaylord's quality of life and ability to attract and retain economic growth depends on the quality and quantity of community services available. In rural areas like Gaylord, some of these services must be planned and provided collaboratively with other jurisdictions and agencies.



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# Existing Conditions

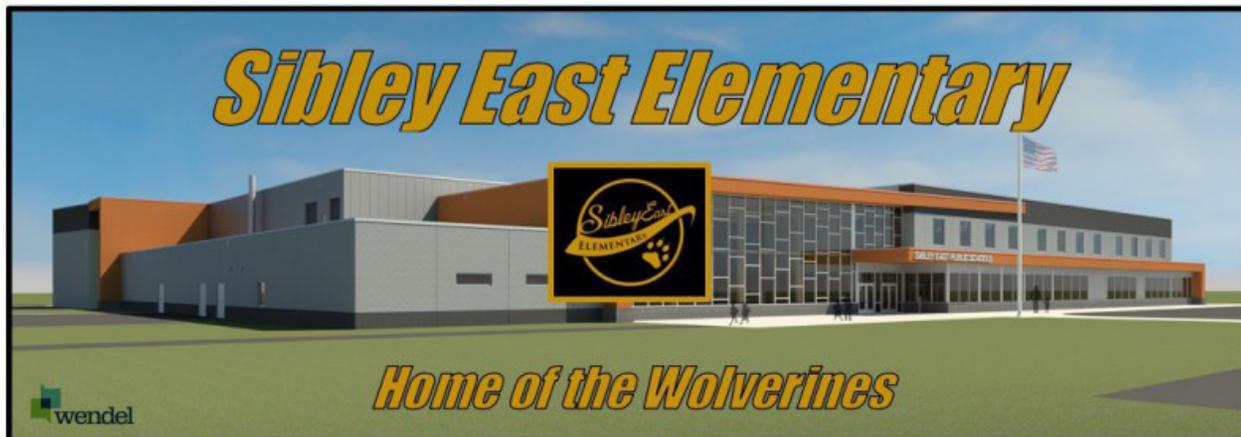
Learning resources are particularly important for the development of the community as a whole. Opportunities for education outside of school are critical to the development of the population as informed citizens and as a workforce. Improving the quality, access, and type of lifelong learning experiences residents have is one of the best long-term investments in quality of life that the Gaylord community can make.

The City of Gaylord is unique for its small size and rural location in the amenities that it offers residents including educational opportunities for adults and its full-coverage telecommunications infrastructure. One of the goals of this Comprehensive Plan is to understand the value in these amenities and to plan for ways to leverage the strength of Gaylord’s uniqueness while remaining responsive to the new opportunities that may arise as a result.

## SCHOOLS/LIBRARY SERVICES/COMMUNITY EDUCATION

### Schools

Gaylord K-12 students are served by the Sibley East School District. A strong school district is an important amenity for people considering moving to Gaylord as well as a valuable resource for lifelong learning for those who already live in the City. The District’s K-5 Elementary School was constructed in 2016 and is a state-of-the-art facility located in Gaylord. This was a large investment for the community, and as such, it is important that the school is used as a resource for the wider community, not just for school-age children and their families. Immanuel Lutheran Church operates a Christian Day School for students Preschool through 8th Grade.



Rendering of newly constructed Sibley East Elementary school facility on the east side of Gaylord

The Elementary School is involved in the community in several ways. In addition to providing education to children from Pre-K to 5th grade, the school also provides childcare program for these children before and after school and in the summer. The Sibley East School District is heavily involved in the education and enrichment of people of all ages within the Gaylord community. The District provides a Community Education program focused on providing lifelong learning experiences for all types of people. Enrichment classes for all ages are included in this program, including ESL, GED, CPR, and driver’s safety. This program also provides recreational opportunities for children and adults through the indoor swimming pool and swim club, supervised gym times, and sports leagues and classes. Opportunities for trips and tours promote relationships between people with similar interests and provide the foundation for a stronger community as a whole. The Community Education program also coordinates with Sibley County to provide informational classes and sessions about the services Sibley County provides to its residents. There is significant value in the strong connection between the community and the school district that should be maintained and nurtured over the next 20 years.

### Issues and Opportunities

Following a space and facilities needs analysis completed after the 2020 Comprehensive Plan, the former Gaylord Junior High relocated to the Sibley Senior High School campus in Arlington and became Sibley East Middle School. With that move, Gaylord lost several community-related amenities, including key spaces for indoor recreation. Responding to residents, the City is interested in exploring opportunities to once again provide this amenity, and will continue to explore options for a new community / recreation center or the possibility of a partnership agreement with the Minnesota College of Osteopathic Medicine (MnCOM) to allow public access to gym facilities. During the planning process for the Comprehensive Plan, residents were very supportive of the possible addition of a community or recreation center in Gaylord.

The Minnesota College of Osteopathic Medicine (MnCOM) has chosen to locate in the City of Gaylord. In August 2018, the medical college acquired the former Sibley East Junior High property to be renovated and used as a medical college. Figure C1 shows the concept plan for the layout of the medical college. MnCOM is scheduled to enroll its first class for the 2020-2021 school year and is projected to have 600-648 medical students enrolled by 2025 along with 50-80 students in the Master’s program. MnCOM is an exciting opportunity for Gaylord that will trigger significant changes throughout the City. It is important for the City of Gaylord to celebrate its dynamic nature and to adapt to the new population and possibilities that MnCOM will bring. At this time, the City has several years before MnCOM is running at full capacity. It should use this time to plan for the changes throughout the City that will result from MnCOM’s presence, including changes in housing and business needs.

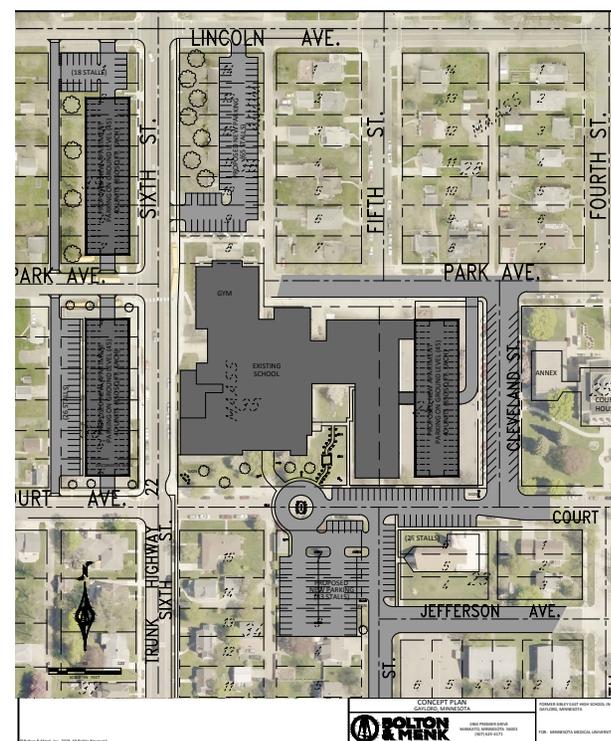


Figure 8-1. MnCOM Concept Plan July 2018.

## Issues & Opportunities

Gaylord must plan for the influx of people this medical college will bring to the community, including students, their families, and school staff. This new population will likely desire housing types different from what is usually offered in Gaylord, including apartments and smaller single-family homes. The City should explore strategies to meet this need for housing. The medical college could also bring an increase in school-age children to the school district, as the children of medical students move into the area.

MnCOM will impact the economic development of the area. The spouses and families of medical students will provide an influx of educated workers to the area. This population may look for opportunities for work within the City, may work remotely from their homes, or may choose to commute to Mankato or the larger Twin Cities metro area. For those working remotely, internet service will be important. There may also be a demand for collaborative workspaces or areas for people to work outside of the home. There will also be new needs in Gaylord that do not currently exist. For example, a hotel may be needed to house prospective students and their families, as well as the families of enrolled students for certain events and ceremonies. The City of Gaylord must be responsive to the needs of its changing population and adapt to the changes that this unique opportunity brings.

### LIBRARY SERVICES

The Gaylord Public Library is located at the intersection of Main Street and Fifth Street, one block from City Hall. The library is a valuable public resource which houses a wide range of books, audio books, large print books, DVD movies, music CDs, e-books, e-audio, and e-magazines for people of all ages and interests. The Gaylord Public Library is part of a collaborative effort between Sibley County, the Sibley East School District, and the public libraries of Gaylord and Arlington. Students using the media centers at Sibley East can access the resources at the public libraries, increasing their ability to research and learn. The Public Library is a member of the Traverse des Sioux Library Cooperative which provides support services and shared resources, programs, and technologies for member libraries.



*The City's public library is located conveniently downtown, just a block from City Hall*

The Public Library serves as a learning center for the community. In addition to those resources described above, the Public Library also offers free wifi as well as 10 computers with high speed internet connection that can be used for printing, copying, and scanning. A community room within the library can be rented by non-profit organizations for free and by businesses for a small fee which has internet access and access to projectors as well as a kitchenette. The Library houses a genealogy research area and offers English as a Second Language (ESL) and Graduate Equivalency Diploma (GED) classes in response to Sibley County's and the City of Gaylord's changing demographic profile. Together, these are valuable resources which enable community members of all ages and backgrounds to participate in lifelong learning.

### **Issues and Opportunities**

Every effort should be made to continue to expand and improve the library system to connect residents to learning opportunities in a familiar, close-to-home welcoming environment. Lifelong learning is enhanced by ensuring access to information. The diversity and accessibility of its material and human resources can make the library a cornerstone of community activity. Improving the quality, access, and type of lifelong learning experiences residents have is the best long-term investment we can make as a community in our quality of life. If Gaylord were to build a community center facility, the City should give consideration to the role that library services would play in that facility.



# Health and Human Services and Facilities

## ISSUES AND OPPORTUNITIES

### Public Health

The Sibley County Public Health office offers a variety of in-home, in-school, in-office health services, and in-the-community services. These services are available to all residents, however a large number of the beneficiaries are those who do not have adequate health insurance coverage. These services include blood pressure screenings, breast and cervical cancer screening, dental varnishing, emergency information, family health, family planning, food, beverage, and lodging licensing, immunizations, radon testing, the sharps disposal program, SHIP, and WIC.

### Human Social and Financial Services

The Sibley County Human Services office provides social, financial, and child support services mandated by federal and state government. These services include adoption, adult protection, chemical dependency assistance, child care assistance program, child care licensing, child support, children's services, developmental disabilities, foster care licensing, fraud assistance, income maintenance, mental health services, Minnesota Health Care Programs, senior and disability services, and SNAP.

### Hospital and Clinic Facilities/Services

Gaylord is served by the Sibley Medical Center and several Sibley County clinics. These services are provided by Ridgeview Medical Center, a regional health care system serving the southwest metro region of the Twin Cities. The Ridgeview system includes three hospitals, a multitude of primary and specialty care clinics, emergency services, and specialty programs.

Ridgeview Medical Center provides a wide range of services including emergency care, cardiology, oncology, physical therapy, ear-nose-throat- pulmonology, and orthopedics. Primary care services are provided at the Gaylord Clinic. The Sibley Medical Center offers urgent care services. In September 2017, renovation began on the Ridgeview Sibley Medical Center to expand its emergency and urgent care departments. Sibley Medical Center's expansion has provided a larger capacity to treat patients, especially those visiting the Urgent Care department.



# Police/Fire Protection and Emergency Services

## EXISTING CONDITIONS

Reliable police and fire protection, including emergency services, has long been a traditional and expected function of government. Early intervention and crime prevention are seen as guiding principles for police protection, and a necessary component of effective law enforcement. Quick and knowledgeable response is the objective for fire protection and emergency services. The City of Gaylord has a Police Department, Fire Department, and a Municipal Ambulance Service, all of which are very active in the community. The Sibley County Sheriff's Department is also located in Gaylord. The police department includes a chief and five officers, the fire department is made up of 25-35 volunteers, and the EMS service employs a staff of 17. Together, these services enable residents and businesses to achieve the peace, quiet, safety, and security that they value.

Timeliness and reliability are some of the most important measures these emergency-service providers have to determine the level of service they are providing to the community. Gaylord's emergency services work hard to maintain an excellent level of service for residents and businesses. The city has recently developed concept plans for expansion of the police department building and has been working with a local architect on the plans. In the City of Gaylord, every resident and business is located within six minutes of the fire station. The Ambulance Service recently received a donation allowing them to buy a new ambulance, enabling them to provide high quality service with state-of-the-art equipment. The City hopes to provide a similar or even better level of service as Gaylord continues to grow and develop. However, these services have costs associated with them that it is important to recognize and plan for. As Gaylord develops, the City's challenge will be to provide all current and future residents with the best accessibility to these essential services possible.

# Water System

## ISSUES AND OPPORTUNITIES

The City of Gaylord utilizes 3 wells for its drinking water. Water is filtered through two rapid sand filters at the City's water treatment plant and treated with chlorine and fluoride before being sent out to the system. Gaylord currently has the capacity to treat a maximum of 1500 gallons of water per minute. The City's water use in 2018 has ranged from 15 to 19.5 million gallons per month for its businesses and residents. The 2017 Consumer Confidence Report on Gaylord's drinking water determined that Gaylord provides high quality drinking water, with no violations found for water contaminant levels.

Currently, water is stored in 2 water towers, each with a capacity of 400,000 gallons, constructed in 1990 and 2016, respectively. This means that the total water storage capacity for the City is 800,000 gallons. The newest water tower was constructed on the west side of the City and put into operation in September 2016 in response to the City's growing need for a larger water storage capacity. The old water tower, pictured to the right, had a capacity of 70,000 gallons and was torn down in June 2017.

The City's water distribution system consists primarily of PVC and ductile iron water main pipes ranging in size from 6 inch to 12 inch diameter. The smaller pipe sizes run throughout the heart of the older portion of Gaylord and the newer trunk lines border the City's southern and eastern areas providing a trunk system to service properties in those areas. [Figure 8-2. Gaylord Existing Water System.](#) shows the City's current water system.

The City of Gaylord has sufficient water capacity for future residential growth. Expansion of the local Michael Foods egg processing plant or other wet industrial expansion would need to be further reviewed when proposed to determine the demand and available supply.



Old Water Tower (Removed in 2017)

## ISSUES AND OPPORTUNITIES

The future development areas discussed in the Comprehensive Plan identify a large area located on the west side of the city, north of Trunk Highway 19. This future development area is located adjacent to portions of the city that presently have some of the smaller water main pipe sizes. In the event that the city has significant growth in this area, it may be necessary to consider providing additional trunk water main extension into this area from a trunk line located near TH 19.

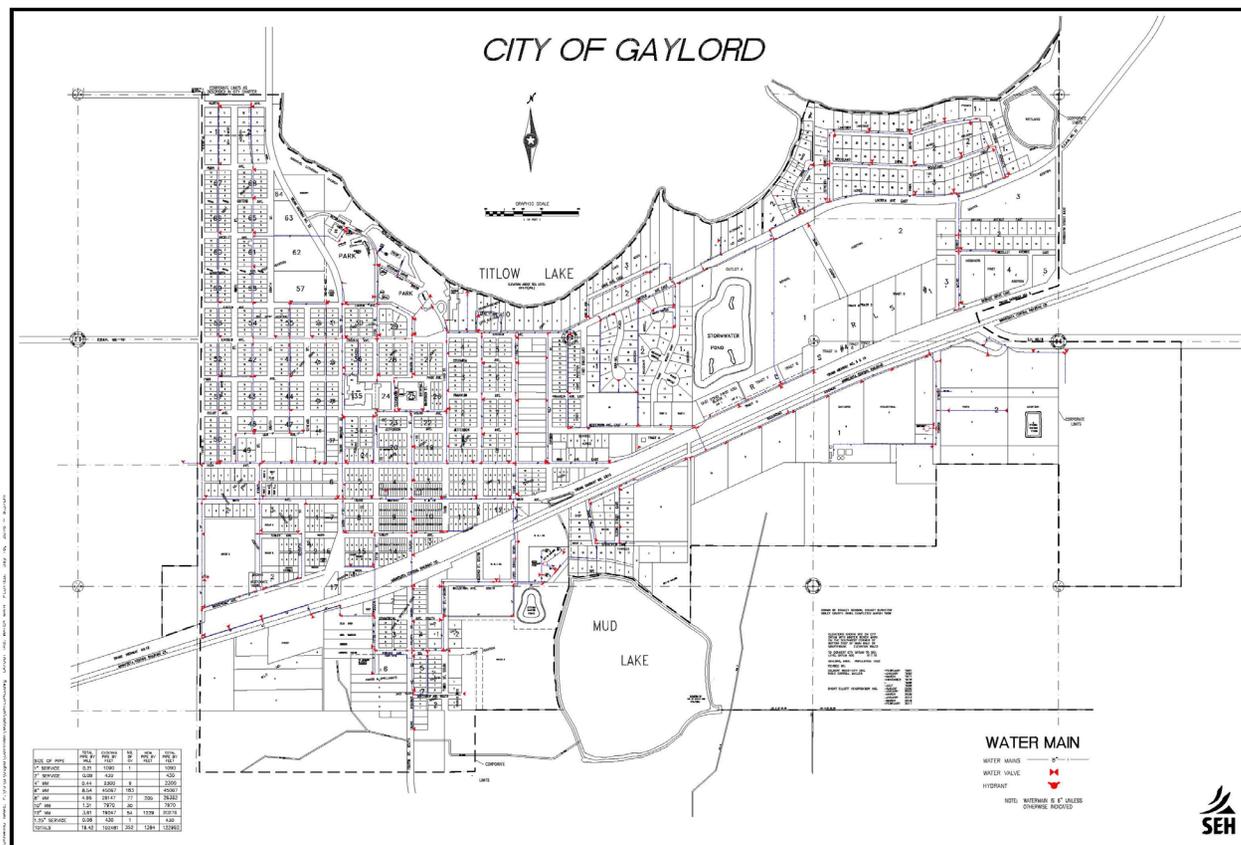


Figure 8-2. Gaylord Existing Water System.

# Water Resource/Stormwater Management

The City of Gaylord is located on ground that drains in two directions. A portion of the City drains north toward Lake Titlow and other portions of the City drain south toward Mud Lake and a county ditch system. The ditches and streams that carry stormwater runoff away from the City ultimately discharge into the north branch of Rush River. This branch discharges into the main stream of Rush River, which ultimately discharges into the Minnesota River south of Henderson. The Minnesota River is part of the Upper Mississippi River Basin, which is a large area located in the central northern United States encompassing several states.

The city has storm sewer catch basins and pipe systems that distribute and carry water throughout the city to the outlet points. In order to protect the water quality in the streams, ditches, and Lake Titlow, into which the City's stormwater discharge outlets, the City of Gaylord has created three main stormwater ponds. Stormwater runoff is collected and treated in these ponds before discharging into the surrounding water bodies. Areas along County Road 21, located easterly of 1st Street East and north of TH 19/5, drain into a stormwater detention pond which was constructed to eliminate flooding in commercial areas on the eastern side of Gaylord. A significant portion of Gaylord's stormwater drains into Lateral C of County Ditch 55. [Figure 8-3](#) on the next page shows a map of the City's existing storm sewer system.

The city's storm sewer systems are designed to discharge the 10 year storm event. This is a rainfall event that amounts to approximately 4.25 inches occurring over a 24 hour period. Stormwater systems within the City not only carry stormwater runoff, but they also manage the discharge of stormwater into receiving streams. The city should continue its efforts to consider controlling discharge rates into receiving streams in order not to flood downstream properties, as well as issues related to stormwater quality.



City Storm Sewer System.

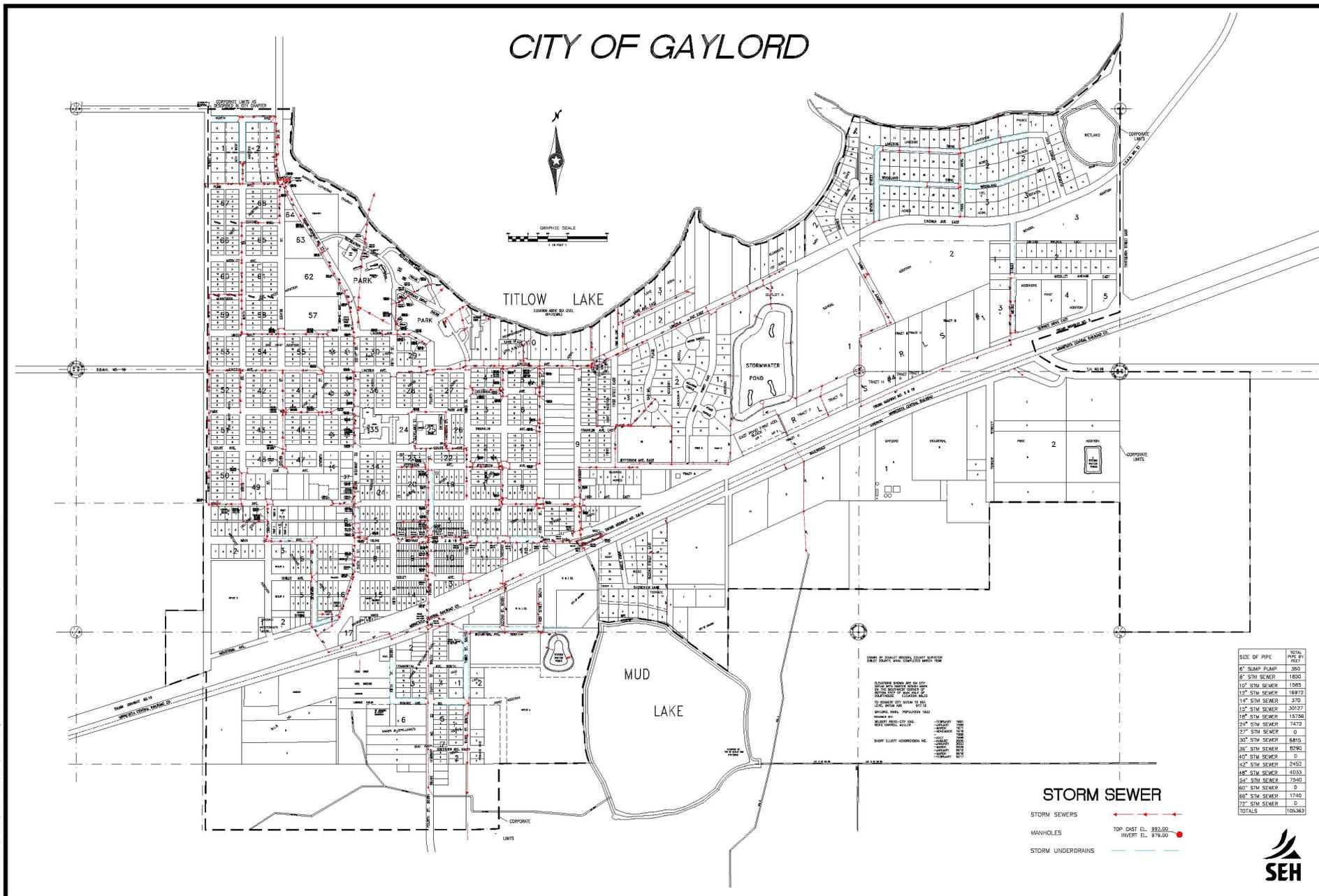


Figure 8-3. Gaylord Existing Storm Sewer System.



## ISSUES AND OPPORTUNITIES

Water in Gaylord is an important resource. Lake Titlow especially is a tremendous asset for Gaylord and Sibley County. However, Lake Titlow’s water quality is poor. Every effort should be made to clean up the lake and ensure its water quality for years to come. An important part of improving the lake’s water quality is ensuring that the water that enters the lake is clean. The City’s stormwater drainage system discharges water into Lake Titlow. This stormwater can carry contaminants from point and non-point sources directly into the Lake, reducing its overall quality. The City’s stormwater detention and treatment ponds are designed to clean the stormwater before it ever enters Lake Titlow and the surrounding water bodies.

Currently, the stormwater drainage needs are met by the city’s stormwater system. Recently, the City completed stormwater improvements for the northwestern portion of the City, located along the 10th Street corridor near County Road 10. However, as development of the Gaylord area intensifies, particularly along the western side of the City, additional stormwater management infrastructure, including stormwater ponds, will need to be constructed.

# Wastewater System

The City of Gaylord operates and maintains an 82-acre three-cell stabilization pond for its wastewater. This pond consists of three pond cells and is located about one half mile southeast of Mud Lake, just outside of the City. Wastewater is pumped to these pond cells and is then treated naturally using wind (oxygen), sunlight, and bacteria to break down the waste. The stabilization pond is discharged twice per year, once in the spring and once in the fall. The average flow to the pond during the year is about 7.5 million gallons per month, or about 90 million gallons per year. In 2015, the City discharged 99.9 million gallons of treated water into the receiving stream. The wastewater treatment ponds have a hydraulic capacity of 212 million gallons per year. The wastewater ponds have significant reserve capacity for future growth. [Figure 8-4](#) shows the City's sanitary sewer system.

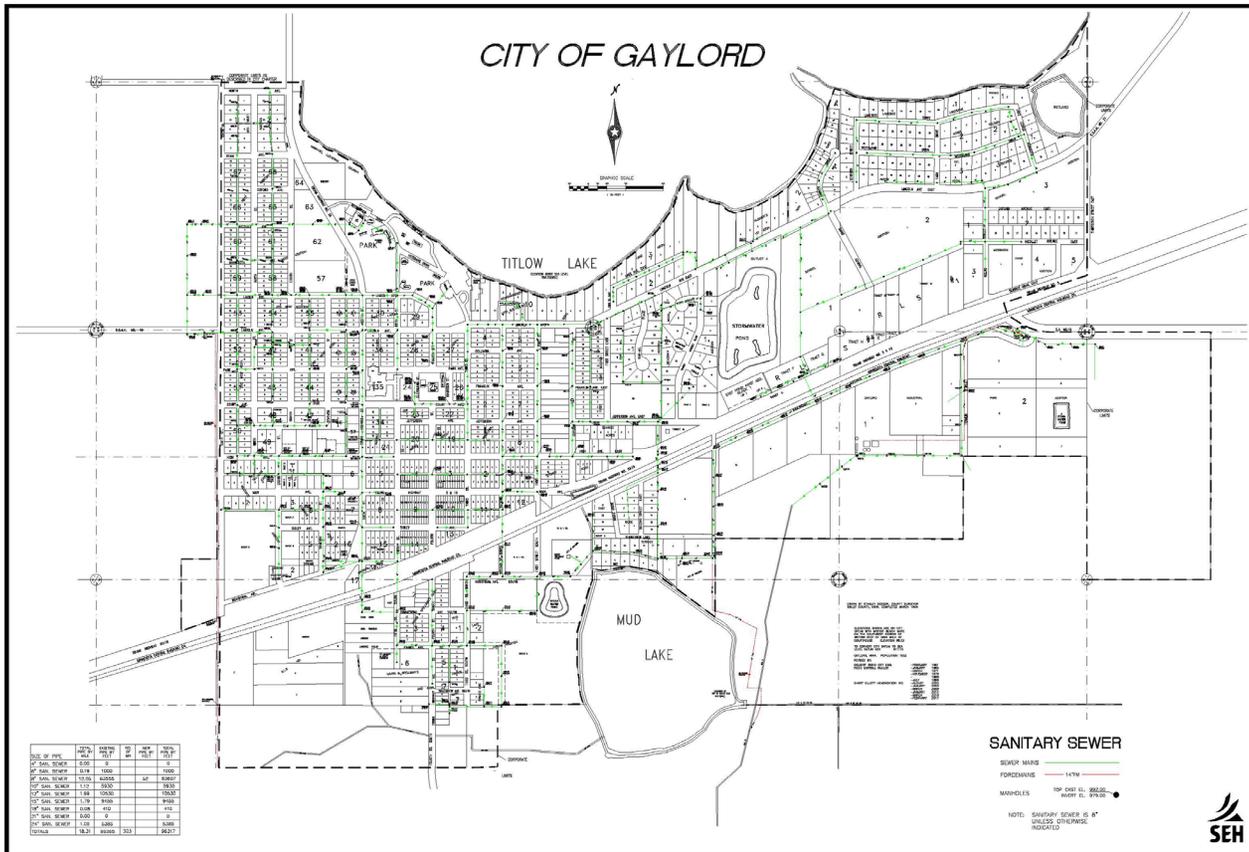


Figure 8-4. Gaylord Existing Sanitary Sewer System



## ISSUES AND OPPORTUNITIES

Since about 1980, the City has been proactive in constructing trunk sewer systems to provide improved sewer service to existing residents in the community and to make provisions to serve future growth areas around the city. A potential extension of a trunk wastewater line may be needed to accommodate future development.

The wastewater collection system has the ability to serve by gravity flow future growth areas on the west and east side of the city beyond the city limits. Future growth areas south of the City will likely require a pumping station. Lake Titlow borders the city on the north side. If areas around the lake were to be developed in the future, a wastewater pump station would be needed.

Lake Titlow is so important to Gaylord and Sibley County that a special effort should be made not only to ensure that its water quality does not deteriorate but also to clean up and improve it.

## Communications Access

Today, telecommunications infrastructure is a vital component residents' quality of life. And while internet, phone, and television services are important to most residents, these services are critical for businesses. However, until recently, existing telecommunications companies had little interest in serving Gaylord and the surrounding area due to its rural nature. RS Fiber Cooperative was created out of this need for telecommunications services in rural areas in 2015 and currently provides telecommunications infrastructure in Gaylord and in the greater Sibley County area. RS Fiber provides a wide range of services, fiber-optic internet, video, and phone services for both businesses and residents. Commercial cable television access is provided by CenturyLink and MediaCom.

### ISSUES AND OPPORTUNITIES

From an economic development perspective, citywide access to high speed internet is incredibly valuable. Because of this access, Gaylord is a more desirable choice for businesses to locate than other areas without this type of infrastructure in place.

Access to this infrastructure may become even more valuable with the advent of MnCOM. Many of the medical students enrolled at MnCOM will bring families with them, who will become additions to the City's workforce. These people may choose to work remotely or to start their own businesses. This idea suggests a circular trend that MnCOM, with its resources and staff and student population, will help to promote Gaylord's economic development, and that this development in turn will help to make MnCOM a more desirable school for students looking to gain a medical college degree. The telecommunications infrastructure now in place in Gaylord allows for new opportunities for workers and economic development that other cities may not have access to. It is the City's responsibility to look to the future and plan for the impacts that may arise from the RS Fiber project in order to take advantage of the many opportunities that may arise from it. Sibley County's telecommunications efforts are coordinated by the AGGW Communications Commission, representing Arlington, Gaylord, Gibbon and Winthrop. This Commission was formed around 1983 as a joint powers government entity that dealt with primarily cable television access.



# Goals and Policies

## GOALS

1. Ensure the highest quality school facilities and resources for pre-school and K-12 students.
2. Replace the community amenities that were lost when the Junior High moved to Arlington.
3. Prepare for MnCOM’s impact on the community.
4. Promote and expand opportunities for “lifelong learning” that recognize Gaylord’s diverse communities of interest.
5. Ensure accessibility to high-quality essential services for all residents.
6. Provide a safe and reliable water, wastewater, and storm sewer systems that are adequate to meet the needs of existing and future users.
7. Protect Gaylord’s natural environment.

### KEY TERMINOLOGY

The goals and policies on this page support the vision and guiding principles of the plan and should be used to inform future decision-making and action.

**Goals:** are broad statements that describe a desired outcome or end-state. Goals are often long-term in scope.

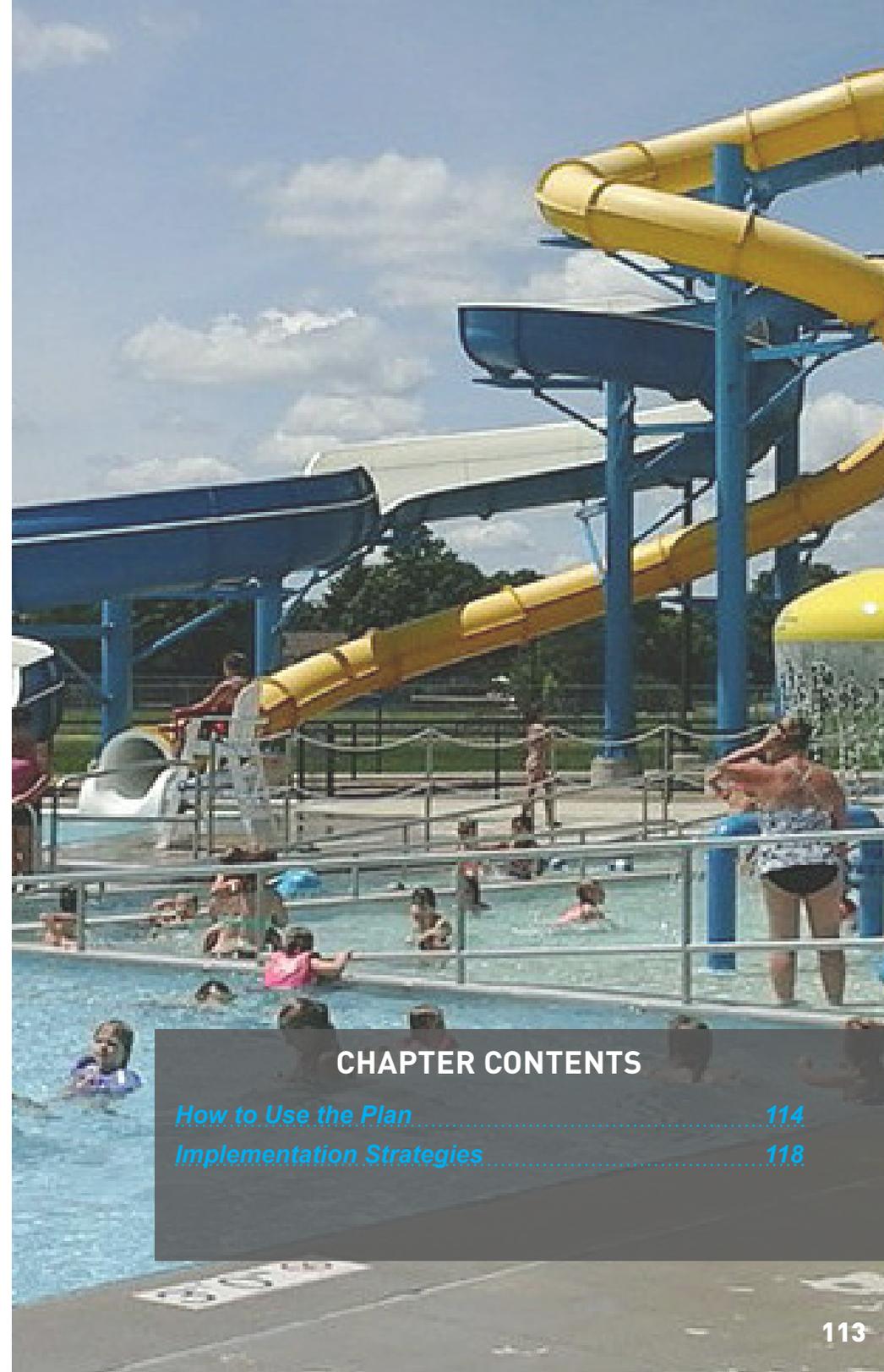
**Policies:** describe the general course of action or way in which programs and activities are conducted to achieve a stated goal or objective. Policies speak to underlying values, context, or principles and are often place-specific.

## POLICIES

1. Encourage the development of community connections to public schools.
2. Support adult education programs, including those teaching language and job readiness skills
3. Support a strong library system with excellent services, programs, and collections to meet a variety of informational and educational needs.
4. Support the creation of a community or rec center as a strategy to provide indoor recreation space for community members.
5. Actively respond to the opportunities and needs arising from the social and demographic changes and growth occurring in Gaylord.
6. Support the efforts and programs of Sibley County and private health care providers in serving the health and human service needs of Gaylord residents.
7. Continue to cooperate with Sibley County and other cities to achieve greater coverage, effectiveness, and cost efficiencies in health care and human services and crime prevention and law enforcement.
8. Support emergency service education and prevention programs that bring together emergency service personnel and Gaylord residents.
9. Maintain police, fire, and emergency services at a high level of service.
10. Anticipate and plan for the water, wastewater, and storm sewer system improvements needed to accommodate future growth and development.
11. Improve surface water quality through the safe collection, storage, treatment, and release of stormwater.
12. Provide the highest quality potable water possible to meet the domestic and commercial needs of the community.
13. Promote conservation and use of the City’s water system to achieve efficiency within the system and to minimize the need to increase water rates.
14. Collaborate with local, county, and state agencies to improve the water quality of Lake Titlow as opportunities arise.
15. Take advantage of excess capacity of wastewater treatment facilities to promote and encourage new development.
16. Explore opportunities to leverage Gaylord’s telecommunications infrastructure to promote economic development throughout the City.
17. To the extent possible, manage surface water through the use of a natural drainage system.
18. Monitor the capacity of wells to provide adequate supply of water to the community.
19. Provide trunk sewer lines of a size sufficient to handle existing and future sewage flow consistent with expansion of the developed areas and provisions in this comprehensive plan.
20. Require new developments to provide new laterals and service extensions as needed and to pay for the cost of providing any additional water service.

*Chapter 9*  
**IMPLEMENTATION  
STRATEGIES AND  
ACTION STEPS**

The Gaylord Comprehensive Plan provides the policy framework to guide physical change in the community through 2040. The effectiveness of the plan to guide development and public investment decisions depends to a large extent on clearly identifying actions and initiatives to implement the ideas outlined in the Plan. This chapter will provide a series of initiatives or ‘Action Steps’ that the City can use to achieve the community’s vision and desired outcomes outlined in the previous chapters.



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## How to Use the Plan

### THE PLAN AS A GUIDE (TO DECISIONS MAKING)

The plan will be used on a daily basis by the City in the day to day operations of local government. City Staff will reference plan policies and goals to support elected and appointed officials in carrying out their responsibilities in making key decisions relative to public investments, growth, and redevelopment. Requests for land use applications and development projects will be evaluated based on consistency with the plan. After year one, the plan should be most noted by its torn edges, protruding sticky notes and coffee stains, evidence of extensive use of the plan. Elected and appointed officials will use the plan to justify hard decisions related to land use development, zoning requests, annexation, growth, redevelopment, economic development, and public infrastructure investment. The Gaylord Economic Development Authority, in collaboration with developers, brokers, realtors and investors, will use the plan to help formulate strategies for new development projects or investing in existing development and to help with risk assessment. Boards, commissions, civic groups, or other community groups will use the plan to help in establishing annual work programs and priorities, working off the plans “to do list.”

### THE PLAN AS A MARKETING TOOL

The ideas represented in Gaylord’s comprehensive plan emphasize a number of strategies that require coordinated efforts by the community to attract, grow, and further develop ideas. As an adopted policy plan the Comprehensive Plan can help solidify the support, commitment and collaboration needed to mobilize the community. The plan should be referenced, celebrated and promoted to the Gaylord community and the region seeking to invest or re-invest in the city. In essence, the plan becomes the document that is provided to prospective businesses, residents or investors or potential grantors/philanthropists.

### THE PLAN AS A “TO DO LIST”

We all have our “to do lists” at home stuck on the fridge or in our smart phones. In fact some have many to do lists. The Comprehensive Plan is the City of Gaylord’s to do list and should be a resource for city departments, boards and commissions as they establish annual goals and work programs. Successful implementation of the comprehensive plan results in checking off some of the projects on the list. As items get checked off the list, it is an indicator that the plan should be revisited and refreshed.

### RELY ON THE GUIDING PRINCIPLES:

No one solution in this plan will be the ultimate answer to community challenges- and not all possible solutions have been explored. The Plan allows for innovation and a degree of flexibility and interpretation of policy directions. However, the Plan’s Vision and Guiding Principles should serve as a benchmark for maintaining the integrity of the plan. New ideas should be explored and encouraged- but must demonstrate consistency with the Vision and Guiding Principles of the plan.

## A DYNAMIC DOCUMENT

Comprehensive Plans are not static documents. Rather they are dynamic plans that inspire innovative thought and a desire for progress. They must be reviewed and updated on a regular basis.

Gaylord should establish a *“Future of the City Forum” or similar event to review the Comprehensive Plan on an annual or biennial basis and facilitate a community dialogue about what has worked well and what has not worked so well.* This evaluation should lead to identifying a need for amendments or updating the “to do list” on an annual or every other year basis. This can occur through regular scheduled processes such as the Strategic Planning process or through an expanded process designed to “take the pulse of the community” and celebrate community accomplishments.

## FUNDING SOURCES

Implementation of the Comprehensive Plan will require a combination of public and private actions. Public actions require a public investment and some private actions will require a partnering financial effort as well. When possible, public investments should seek to leverage private investments. While there is not a bottomless pot of money to tap into, there are a variety of financial resources available to undertake community development projects and action steps. However, the tools of today may become outdated and should be reviewed on a regular basis. City staff and decision makers will need to retain a current working knowledge of all of the tools that can be used to create specific implementation strategies and apply those resources to the appropriate strategy when advising decision makers.

*A financial “toolbox” should be developed identifying available resources such as:* state and federal grant and loan programs, foundation grant and loan programs, City operating budgets and capital improvement program funding, tax increment financing (TIF), tax abatement, philanthropic opportunities, special taxing districts, special service districts or business improvement districts, bonding or borrowing, local option sales tax, referendums, etc. Gaylord should partner with state legislators to think beyond the box and create new tools to address the City’s unique challenges. The City should subscribe to newsletters and database organizations that match grant programs with community interests. Potential funding sources have been indicated in the implementation matrix.

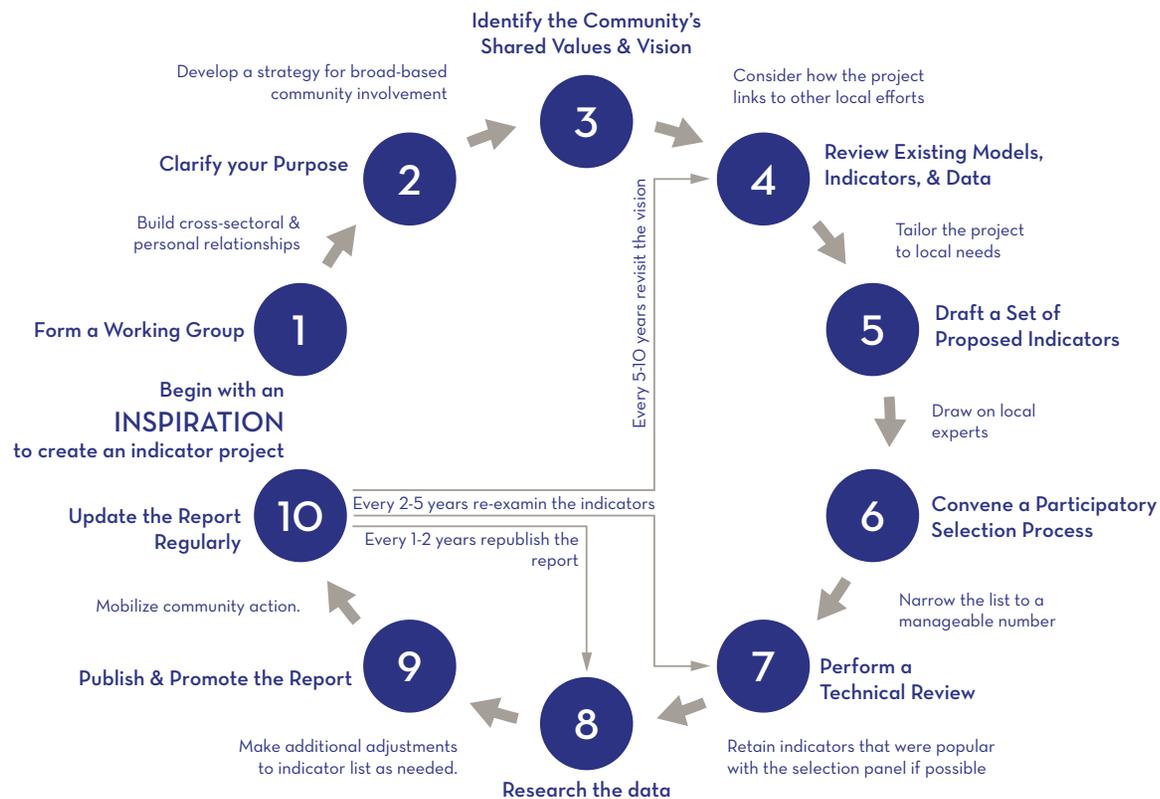
- » Giving Back (Time, Money, and Knowledge)
- » Partnerships
- » Official Controls
- » Capital Improvement Plans
- » Business Synergies Study
- » Future City Forum

## COMMUNITY INDICATORS TO MEASURE PROGRESS

Community indicators are an effective measurement tool to assess how Gaylord is progressing towards its goals and objectives identified throughout the plan. “Indicators are measurements that reflect the interplay between social, environmental, and economic factors affecting a community’s well-being (American Planning Association).” *The City of Gaylord should establish a series of indicators to evaluate the progress and success of this plan.*

Agreeing upon a series of community indicators will require a public process. [Figure 5](#) depicts a process that was developed by the American Planning Association. The 10 step process provides a community with the tools necessary to formulate effective community indicators. This is a long term strategy that will provide the City of Gaylord with a wealth of information to help guide future decision making.

What gets measured and how it gets measured must be a product of a community dialogue. The implementation matrix in [Table 1](#) lists some possible indicators relevant to Gaylord as a starting point.



*Figure 5. A process for identifying community indicators. Source: Planning Advisory Services Report #517 American Planning Association*

## ACTION STEPS

Action steps are physical initiatives that are intended to carry out ideas or policies identified by the Plan. Actions directly correlate to the vision and guiding principles and will result in both tangible and intangible outcomes. For example, one action step may be to provide a service that enhances quality of life. Providing a service might not result in a physical product or result but is implementing a policy of the plan. On the other hand, an action step that is focused on growing a business or industry might result in a new development or new jobs, both tangible outcomes.

Action steps identify an initiative or action, an entity or person responsible for the action or initiative, a time frame for completion, a general statement of cost to understand the magnitude of the action or initiative and a means to measure the action or initiative's effectiveness in moving towards the plan objectives/goals. The following are the strategies outlined in this chapter:

## IMPLEMENTATION MATRIX KEY

### Priority/Timing:

Ongoing = Ongoing task, constant monitoring

Immediate = Immediate action

Near = Action to be completed in 0-5 years

Long = Action to be completed in 5+ years

### Cost:

\$ = Low cost, mostly staff effort

\$\$ = Medium cost, may require procuring consultant help

\$\$\$ = High cost, costs associated with first lower cost levels plus capital investment

# Implementation Strategies

CHAPTER # . STEP #	ACTION STEP	RESPONSIBLE ENTITY	PRIORITY/TIMING	COST	FUNDING	INDICATOR
3.1	Review, update, and implement a zoning code and map that aligns with the Comprehensive Plan's guidance	Planning & Zoning (P&Z)	Immediate	\$\$-\$	General Fund	# Of variances or amendments requested annually
3.2	Monitor and report land absorption and growth trends on an annual basis and maintain a three to five year lot inventory consistent with annual building permits.	City Administrator (Admin)	Ongoing	\$	N/A	Acres developed annually, lot inventory
3.3	Update and implement the downtown master plan, align with completed objectives and incorporate recommendations in upcoming local street improvement projects, development projects, and other opportunities.	EDA, Chamber, P&Z, Local Businesses	Near	\$\$	Fed/State and Foundation Grant, General Fund	Completed Plan
3.4	Review, update, and implement industrial park expansion plan as needed to incorporate 2040 planned land use guidance and facilitate future job growth and development.	EDA, Chamber, P&Z	Near	\$\$	Fed/State and Philanthropic Grant, General Fund	Completed Plan
3.5	Implement the 2013 Historic Preservation Plan 'preservation tools and develop a historic preservation district and ordinance.	Admin, Heritage Preservation Commission	Near	\$\$-\$	Arts & Cultural Heritage Fund	# Of heritage sites preserved/restored
3.6	Become a Certified Local Government (CLG) to facilitate grant funding opportunities	Admin, Heritage Preservation Commission	Near	\$\$-\$	State Historic Preservation Office (SHPO) and other Grants	# Of heritage sites preserved/restored
4.1	Set up regular meetings with city staff, Chamber of Commerce, EDA, business owners, and community members to enhance communication and provide a forum to discuss retention, workforce demands, experiences, and expansion opportunities.	Economic Development Agency (EDA)	Immediate	\$	N/A	# of meetings/year, # of businesses in Chamber
4.2	Improve community wayfinding and brand/identity signage to capture traffic on Highway 19 and Highway 22. This should include directional signage within the Community for places of interest. Prepare and implement a signage/wayfinding plan.	EDA, Parks	Near	\$\$-\$\$\$	State Grant, CIP, Foundation Grant, BID	Public sentiment, Growth in sales
4.3	Conduct or participate in a buy local campaign for community members and local businesses.	Chamber, EDA, Local Businesses	Near	\$	Foundation Grant	Growth in sales
4.4	Provide a forum to align and connect community members strengths, skills, passions, and assets with the appropriate implementation strategy, project, or idea.	EDA, Community Volunteers	Near	\$	N/A	Number of participants or number of start up businesses
4.5	Establish a community wide 'brand/identity' and marketing strategy	Chamber, EDA, Volunteers	Near	\$\$-\$	General Fund, Philanthropy	N/A
4.6	Track Gaylord's performance/grading and work to improve it for the benefit of existing businesses and as an economic development marketing strategy.	Chamber, EDA, City services department	Ongoing	\$	N/A	Grades by organization/performance

Table 1. Implementation Strategies/Action Steps

CHAPTER # . STEP #	ACTION STEP	RESPONSIBLE ENTITY	PRIORITY/ TIMING	COST	FUNDING	INDICATOR
4.7	Integrate sustainable building best practices information and assistance into the building permit and development review process.	Admin, City services department	Near	\$	N/A	# of green building or energy efficiency standards
4.8	Conduct a study of communities with Osteopathic Medical colleges to understand impacts to existing businesses and opportunities to attract new businesses	EDA, Chamber, Community Volunteers	Near	\$\$-\$	Grant, Private Partnership	Growth in sales, # of new related businesses/ employees
4.9	Create a business recruitment and facilitation committee that helps find businesses interested in locating downtown (or community-wide) and helps them understand their start up needs, costs, space requirements, and available assistance (from city and other sources)	EDA, Chamber, Community Volunteers	Near	\$\$-\$	Private Partnership	# of new related businesses/ employees
4.10	Minimize start-up costs for local businesses downtown in under-utilized sites or vacant buildings by promoting pop-up style businesses, providing building rehabilitation loans, and tax deferment programs	EDA, Chamber, Community Volunteers	Ongoing	\$\$	Minnesota Main Street Program, Grants, Private Partnership,	Growth in sales, # of new related businesses/ employees
4.11	Spotlight the efforts of local officials and residents in revitalization activities in order to promote a sense of pride in the community.	EDA, Chamber, Admin.	Ongoing	\$	General Fund	Growth in sales
4.12	Review City regulations and adapt where necessary to facilitate business development.	EDA, Chamber, Admin.	Ongoing	\$	General Fund	# of new related businesses/ employee, expansion of existing businesses
4.13	Conduct a periodic market study that identifies opportunities for local businesses growth and expansion	EDA, Chamber, Admin.	Ongoing	\$\$-\$	General Fund	# of new related businesses/ employee, expansion of existing businesses
4.14	Establish and enforce design standards within the downtown to establish and maintain a high quality atmosphere.	EDA, Chamber, Admin.	Near	\$\$-\$	General Fund	Public sentiment, new and existing business growth
5.1	Create a 'net-zero' residential building and remodeling assistance/financing program to assist homeowners and developers in building or renovating residential housing with an emphasis on financial and environmental sustainability.	EDA, Banks, Builders, Utility Companies	Near-Long	\$	General Fund	# of home improvements financed
5.2	Create/reactivate and implement a home improvement loan program to assist residents with emergency and non-emergency home repairs and improvements.	EDA, Banks, Builders	Near	\$	General Fund	# of loans
5.3	Plan and designate areas for the appropriate types and amounts of housing needed to meet the needs of existing and potential new businesses.	EDA, Banks, Builders	Near	\$	General Fund	# of new housing units, expansion of existing businesses

CHAPTER # . STEP #	ACTION STEP	RESPONSIBLE ENTITY	PRIORITY/TIMING	COST	FUNDING	INDICATOR
5.4	Conduct a marketing and outreach campaign with residential developers/builders to promote building in Gaylord with a focus on residential housing gaps (i.e. mid-priced homes, market-rate apartments, senior housing).	Admin., EDA, Banks, Builders, Developers	Ongoing	\$\$	General Fund, Private Partnership	# and variety of new housing units
5.5	Sponsor/host an event such as a trade show to bring builders, designers, financiers, and contractors into Gaylord.	EDA, Banks, Builders, Developers	Ongoing	\$\$	General Fund, Private Partnership	Building permits, # of new housing units
5.6	Explore opportunities to provide home improvement education to homeowners in the City.	City services department, Private Partnership	Ongoing	\$	General Fund, Private Partnership	Growth in Housing Assessment Value
6.1	Establish a Transportation Improvement District as a strategy to fund roadway projects.	City services department, Admin	Near	\$\$	General Fund	Establishment of district
6.2	Develop a wayfinding master plan that provides key guidance on the types of wayfinding, geographic location of signs, a preferred design theme, and funding resources.	EDA, Parks	Long	\$\$-\$\$\$	State Grant, CIP, Foundation Grant, BID	Public sentiment, Growth in sales
6.3	Develop a bicycle and pedestrian plan to address connectivity and safety within the City; use this plan to apply for state/regional trail and sidewalk funding and to guide future investment and priorities.	City services department, Parks, School District	Near	\$\$	CIP, Fed/State and Foundation Grant	Completed Plan
6.4	Update and implement a street reconstruction priority and phasing plan based on both roadway condition and the potential to facilitate development to ensure functionality of the local street network.	City services department, Admin	Ongoing	\$\$	CIP, Fed/State and Foundation Grant	Completed Plan
6.5	Construct frontage road to consolidate business access along the north side of Highway 5 (north of Michael Foods).	City services department	Near	\$\$\$	CIP, Fed/State and Foundation Grant	Constructed road
6.6	Upgrade the roadway system to support the expansion of the East Industrial Park.	City services department, Admin	Near	\$\$\$	CIP, Fed/State and Foundation Grant	Upgraded roadway system, industrial park expansion
6.7	Develop an infrastructure improvement, maintenance, and replacement program that maintains the existing roadways, trails, and sidewalks while promoting orderly development in new areas.	City services department, Admin	Ongoing	\$\$	CIP, Fed/State and Foundation Grant	Completed Plan
6.8	Identify long-term transportation corridors to provide access to and within the City as development occurs.	City services department, Admin	Ongoing	\$\$	CIP, Fed/State and Foundation Grant	Corridors identified

CHAPTER # . STEP #	ACTION STEP	RESPONSIBLE ENTITY	PRIORITY/ TIMING	COST	FUNDING	INDICATOR
7.1	Review and update Walkable Communities Report, align with current needs and completed objectives and incorporate remaining initiative with upcoming projects	Admin, Sibley County, State Agencies	Ongoing	\$	General Fund	# Of bikers/walkers/trail users, community health
7.2	Partner with County and State agencies to build out and promote trail network and destinations	City services department, Admin	Ongoing	\$	CIP, General Fund, Grants	Miles of trails, # of trail user
7.3	Implement remaining Safe Routes To School plan program recommendations and apply for Implementation Grant funding for specific infrastructure recommendations.	City services department, Admin	Ongoing	\$	CIP, General Fund, Grants	Secured grants
7.4	Explore opportunities and partnership for an expanded farmers market and community garden sites in Gaylord.	EDA, Chamber, Civic Volunteer Groups	Ongoing	\$	N/A	# of vendors, # of community gardens
7.5	Upgrade out-dated playgrounds and include ADA approved equipment as funding allows.	Admin.	Near - Long	\$\$-\$\$\$	CIP	# of parks with accessible equipment
7.6	Develop mini-parks and parklets in underutilized downtown area as a low cost mechanism for increasing activity and interest	Admin, Private Partnerships, Volunteers	Ongoing	\$	CIP, General Fund, Grants, Cash in Lieu	Acres of park space downtown
7.7	Monitor national recreational trends (utilize NRPA/MRPA data and events) and local community needs (conduct outreach via period local survey or audit)	Admin,	Ongoing	\$	N/A	Expansion of programs, program participation rates
7.8	Develop expanded youth, adult, and senior recreational programming capitalizing on capacity of existing park and open space facilities	Admin, Volunteer Groups, Community Organizations, ISD	Near	\$	N/A	Creation of programs
7.9	Develop a park and trail system plan to prioritize and find funding sources for capital projects, replacement, and maintenance.	Admin	Near	\$\$	Fed/State and Foundation Grant, CIP	Completed plan
7.10	Conduct a recreation (or community) center feasibility study to determine a site, potential program and funding opportunities.	Admin, ISD, County	Long	\$\$	General Fund, bonding, grants,	Completed study
7.11	Partner with public agencies to improve and protect Lake Titlow as a recreational and natural resource.	Admin., County, DNR, Rush River Watershed District, MSU Mankato	Ongoing	\$\$\$\$	General Fund, State Legacy Funds, Grants, Private Funds	Water quality, recreational use of the lake
7.12	Partner with conservation organizations to expand open space acreage available to residents	GPL, Ducks/Pheasants Unltd., Pheasants Forever, etc.	Ongoing	\$\$\$\$	Grants, private funding/donations, land donations	Creation of programs

CHAPTER # . STEP #	ACTION STEP	RESPONSIBLE ENTITY	PRIORITY/ TIMING	COST	FUNDING	INDICATOR
8.1	Explore shared facilities agreements and approaches to maximize the learning resources available to students in their own communities.	School District, Admin	Ongoing	\$	School District, Library	# of additional resources available to students
8.2	Continue to support the Community Enrichment program through the Sibley East School District.	School District, Admin	Ongoing	\$	School District, Admin	# of programs provided, # of people served
8.3	Pursue an expansion of the police department building.	School District, Admin	Near-Long	\$\$-\$\$\$	School District, Admin	Increase in building capacity
8.4	Explore opportunities to collaborate with other agencies and groups to clean up Lake Titlow and extend its life for future generations.	Outside agencies, Volunteer groups, City services department	Ongoing	\$	Fed/State and Foundation Grants	Lake Titlow water quality
8.5	Update and implement capital improvement and maintenance plans for the potable water, sanitary sewer, and stormwater systems identifying annual maintenance needs as well as replacement costs.	City services department, Admin	Immediate	\$\$-\$\$\$	CIP	Miles of infrastructure, quality of water, service of developed areas
8.6	Upgrade the sewer system to support expansion of the East Industrial Park.	City services department, Admin	Immediate	\$\$-\$\$\$	CIP	Miles of infrastructure, service of developed areas
8.7	Upgrade stormwater facilities to handle additional development west of 10th Street.	City services department, Admin	Immediate	\$\$-\$\$\$	CIP	Miles of infrastructure, quality of surface water
8.8	Update and implement a stormwater plan to manage and maintain regional stormwater facilities.	City services department, State, Regional Agencies	Near - Long	\$\$	General Fund, Stormwater Utility	Completed plan
8.9	Upgrade the controls at the water treatment plant.	City services department	Near	\$\$	CIP	Water quality, efficiency of treatment plant