



City of Cloquet, Minnesota

COMPREHENSIVE PLAN

2007-2027

Adopted by the City Council: August 21, 2007
Amended by the City Council: November 18, 2014

ACKNOWLEDGEMENTS

The City of Cloquet gratefully acknowledges the dedication and contributions of all who participated in the development of this Comprehensive Plan. The following lists those who formally participated in the planning process. Not included in this list, but nonetheless critical to the success of this effort, were many others who contributed by completing community surveys, participating in community interviews, providing expert testimonies, and attending public meetings.

Planning Commission

Robert Pokela, Chair
Walt Hammond
Kelly Johnson
Gary Lutter
Jason Mangan
Howard Rosted
Kathy Sheff

City Council

Bruce Ahlgren, Mayor
David Bjerkness
Erik Blesener
Deb Hill
Herbert L. Johnson
Neil J. Nemmers
Tom Proulx

Department Heads

Brian Fritsinger, City Administrator
William Schlenvogt, City Planner
James Prusak, City Engineer/Director of Public Works
Wade Lamirande, Chief of Police
James Langenbrunner, Fire Chief
Mary Lukkarila, Library Director
Nancy Klassen, Finance Director

PLANNING CONSULTANT

Sanders Wacker Bergly, Inc.

Planners and Landscape Architects

365 East Kellogg Boulevard Saint
Paul, Minnesota 55101
651-221-0401
www.swbinc.com

William Sanders, Principal
David Wanberg, Senior Planner
Molly Molter, Planning Intern

CR Planning, Inc. – Brian Ross

Desotelle Consulting, PLC - Diane Desotelle

TABLE OF CONTENTS

	ACKNOWLEDGEMENTS	i
	TABLE OF CONTENTS	ii
1	INTRODUCTION	
	Purpose of the Plan	1-1
	Planning Process	1-1
	Content and Organization of the Plan	1-2
2	COMMUNITY BACKGROUND	
	Introduction.....	2-1
	Geographic Setting	2-1
	History	2-1
	Demographic Characteristics	2-2
	Population Change	2-2
	Population Estimates and Projections	2-2
	Age Composition.....	2-3
	Race and Origin.....	2-5
	Educational Attainment.....	2-6
	Household Characteristics and Forecasts	2-6
	Employment and Income	2-6
	Summary of Demographic Trends affecting Cloquet.....	2-7
	General Issues and Opportunities	2-7
	A Shared Vision of Cloquet in 2027.....	2-8
3	LAND USE	
	Introduction.....	3-1
	Inventory and Analysis	3-1
	Historic Development Pattern	3-1
	Existing Land Use Inventory	3-5
	Limitations for Future Development	3-10
	Land Supply and Demand	3-11
	Development and Redevelopment Opportunities	3-11
	Goals, Objectives, and Policies	3-11
	Land Use Plan	3-13
	Overview of Future Land Uses	3-13
	Phased Sewer and Water Extension and Staged Growth	3-23

4 TRANSPORTATION

- Acknowledgements4-1
- Transportation Vision..... 4-2
 - Goal Statement and Recommendations 4-2
 - Overall Goal 4-3
 - Motor Vehicles 4-4
 - Freight (Roadway) 4-7
 - Pedestrians 4-9
 - Bicycles 4-11
 - Public Transit 4-15
 - Railroadt 4-16
 - Airport 4-17

5 UTILITIES AND COMMUNITY FACILITIES

- Introduction5-1
- Inventory and Analysis of Utilities 5-1
 - City Utilities 5-1
 - Solid Waste Disposal and Recycling 5-3
 - Electricity and Natural Gas 5-3
 - Telecommunications 5-4
 - Key Issues and Opportunities relating to Utilities 5-4
- Inventory and Analysis of Community Facilities 5-5
 - City Facilities and Services 5-8
 - Fond du Lac Tribal and Community Center 5-12
 - Schools..... 5-12
 - Medical Facilities..... 5-15
 - Museums..... 5-15
 - Religious Institutions and Cemeteries..... 5-15
 - Community Events..... 5-16
- Goals, Objectives, and Policies 5-16
- Utilities Plan..... 5-19
 - Water System 5-19
 - Sanitary Sewer 5-19
 - Storm Water Management..... 5-19
 - Solid Waste Disposal and Recycling 5-19
 - Energy Conservation. 5-19
 - Telecommunication..... 5-19
- Community Facilities Plan 5-20
 - Police Department and Fire Department 5-20
 - Library 5-20
 - Carlton County Government Facilities 5-20
 - Park System 5-21

6	NATURAL AND CULTURAL RESOURCES	
	Introduction.....	6-1
	Inventory and Analysis of Natural Resources.....	6-1
	Geology	6-1
	Ecological Classification System	6-1
	Topography.....	6-4
	Soils	6-4
	Surface Water Resources.....	6-10
	Vegetation.....	6-16
	Rare, Threatened, and Endangered Species	6-19
	Inventory and Analysis of Natural Resources.....	6-19
	Early History.....	6-19
	The Fire of 1918.....	6-20
	Cultural Sites.....	6-20
	Cultural Identity	6-23
	Goals, Objectives, and Policies	6-23
	Natural Resources Plan	6-25
	Environmentally Sensitive Development.....	6-25
	St. Louis River.....	6-26
	Intergovernmental Cooperation	6-26
	Awareness and Education	6-26
	Cultural Resources Plan	6-27
	Preservation and Restoration of Historic Places.....	6-27
	Awareness and Education	6-27
	Conclusion	6-28
7	HOUSING	
	Introduction.....	7-1
	Inventory and Analysis	7-1
	Housing Supply.....	7-1
	Profile of Households.....	7-6
	Goals, Objectives, and Policies	7-7
	Housing Plan.....	7-8
	Housing Infill, Redevelopment, and Maintenance.....	7-9
	Housing Mix	7-9
	Key Housing Expansion Opportunities	7-10
	Existing and Future Rural Residential	7-10
	The Cloquet Housing and Redevelopment Authority and Housing Assistance Programs.....	7-11
	Conclusions	7-12
8	ECONOMIC DEVELOPMENT	
	Introduction.....	8-1
	Inventory and Analysis	8-1

Labor Force	8-1
Economic Base.....	8-3
Brownfields and Contaminated Sites	8-7
Local, Regional, and State Economic Development Organizations.....	8-8
Goals, Objectives, and Policies	8-9
Economic Development Plan	8-10
Retain and Support Businesses and Industries	8-9
Recruit and Support New Businesses and Industries.....	8-11
9	INTERGOVERNMENTAL COOPERATION
Introduction.....	9-1
Inventory and Analysis	9-1
Overview.....	9-1
Issues, Opportunities, and Potential Conflicts.....	9-2
Goals, Objectives, and Policies	9-4
Intergovernmental Cooperation Plan	9-5
Plan for Open Communication.....	9-5
Plan to Provide Efficient, Cost Effective Services	9-5
Plan for Potential Growth of Cloquet’s Boundaries	9-6
10	IMPLEMENTATION
Introduction.....	10-1
Integration of Elements	10-1
Future Planning Efforts.....	10-1
Community Revitalization Master Plan Update.....	10-1
Parks, Trails, and Open Spaces Plan	10-1
Small Area Master Plans	10-1
Official Map.....	10-2
Other Plans.....	10-2
Overview of Regulations	10-2
Zoning Ordinance and Related Ordinances.....	10-2
Zoning Map.....	10-2
Subdivision Regulations.....	10-2
Capital Improvements Plan.....	10-3
General Priorities.....	10-3
Implementation Priorities 2007-2012	10-3
Implementation Priorities 2012-2017	10-3
Implementation Priorities 2017-2027	10-4
Measurement of Progress	10-4
Process for Amending the Plan.....	10-4
Updating the Plan.....	10-5
Conclusion.....	10-5

LIST OF FIGURES

Figure 3-1	Historic Development Pattern	3-2
Figure 3-2	Existing Land Use – 2007	3-7
Figure 3-3	Land Use Plan.....	3-15
Figure 3-4	Phased Sewer and Water Extension and Staged Urban Growth.....	3-17
Figure 4-1	Cloquet Transportation Facilities.....	4-18
Figure 4-2	Northeast Carlton County Bicycle Route Plan Recommendations.....	4-19
Figure 5-1	Existing Utilities - 2007.....	5-2
Figure 5-2	Existing Community Facilities.....	5-7
Figure 5-3	Community Facilities Plan.....	5-22
Figure 6-1	Land Type Associations	6-3
Figure 6-2	Shaded Relief Map.....	6-5
Figure 6-3	Representative Slopes associated with Soils.....	6-6
Figure 6-4	Farmland Soils	6-7
Figure 6-5	Soils with the Potential for Erosion after Disturbance.	6-8
Figure 6-6	Soil Limitations relating to Mound Septic Systems.....	6-9
Figure 6-7	Surface Water Resources	6-11
Figure 6-8	Minor Watersheds and River Management Areas	6-12
Figure 6-9	Pre 1850s Vegetation.....	6-17
Figure 6-10	Land Use / Land Cover - 1990.....	6-18
Figure 6-11	Cultural Sites.....	6-21
Figure 7-1	General Housing Plan	7-13

LIST OF TABLES

Table 2-A	Population Change 1970-2000	2-2
Table 2-B	Population Estimates and Projections	2-3
Table 2-C	Age Composition – 2000	2-5
Table 2-D	Race and Origin in 2000.....	2-5
Table 2-E	Educational Attainment – 2000.....	2-6
Table 2-F	Average Household Size	2-6
Table 2-G	General Employment and Income Characteristics – 2000.....	2-6
Table 3-A	Existing Land Use Estimate – 2007.....	3-6
Table 7-A	Housing Supply by Type – 1990 and 2000.....	7-2
Table 7-B	Housing Tenure by Type – 2000	7-2
Table 7-C	Vacant Housing by Type – 2000.....	7-3
Table 7-D	Specified Owner-Occupied Housing by Value – 2000	7-3
Table 7-E	Monthly Owner Costs as Percentage of Household Income – 1999	7-4
Table 7-F	Renter-Occupied Housing Units by Gross Rent – 2000	7-4
Table 7-G	Gross Rent as Percentage of Household Income – 1999	7-4
Table 7-H	Year Structure Built.....	7-5
Table 8-A	General Characteristics of Cloquet’s Labor Force – 2000.....	8-1
Table 8-B	Employment of Civilian Population 16 Years and Over by Industry.....	8-3
Table 8-C	Major Private Employers in Economic Development Region 3.	8-5
Table 8-D	Major Employers in Cloquet.....	8-6

Chapter 1: INTRODUCTION

PURPOSE OF THE PLAN

Cloquet's Comprehensive Plan is a vision of what the City wants to be. It is a guide to help the City preserve what it values, enhance what needs to be improved, and create what is missing. The Comprehensive Plan is a general, long-term plan that analyzes existing conditions, provides goals, objectives, policies, and plans, and brings together various elements of Cloquet into a comprehensive, "big picture" plan. It provides a basic framework to guide other planning efforts in the city. It is a dynamic Plan that the City will review and refine as Cloquet continues to grow.

Several parties will find this Plan useful:

1. City Staff, the Planning Commission, and the City Council will use the Plan to assist them with the following:
 - Development and infrastructure decisions;
 - Acquisition and use of public land;
 - Budget capital improvements;
 - Establish regulatory changes; and
 - Communicate Cloquet's vision to residents and others.
2. Property owners and residents will use the Plan to assist them with the following tasks:
 - Determine potential property use;
 - Understand possible land use changes in the surrounding area;
 - Understand future infrastructure improvements; and
 - Make property improvements based on the City's vision for property in the area.
3. Developers and entrepreneurs will use the Plan as a guide for the following tasks:
 - Acquire property; and
 - Coordinate development plans with City infrastructure plans.
4. Neighboring and overlapping jurisdictions will use the Plan to help coordinate issues of mutual interest.

PLANNING PROCESS

This Comprehensive Plan updates Cloquet's 1994 Comprehensive Land Use Plan. The City gratefully acknowledges the efforts of those who participated in the development of the City's 1994 Comprehensive Land Use Plan as well as the development of this Comprehensive Plan.

The City of Cloquet promoted public participation throughout the planning process. The following provides an overview of Cloquet's public participation plan:

1. **Steering Committee.** The City organized a steering committee that included the Planning Commission, the City Council, and City Staff. The steering committee met monthly (and often more frequently) throughout the planning process. Residents were welcome to attend and participate in the meetings.
2. **Community Open House.** The City held a community open house to seek public input on the draft Comprehensive Plan.
3. **Key Person Interviews.** Steering committee members and the City's planning consultant met with numerous residents and others to discuss their concerns, issues, and ideas relating to Cloquet's future.
4. **Community Survey.** The City published a community survey in the local newspaper and on a website. While the survey was not intended to be a scientific survey, the results provided the City with general information regarding key issues and opportunities to address in the Comprehensive Plan.
5. **Website.** The City put draft plans on a website for public review and comment.
6. **Community Displays.** The City displayed draft plans at key locations in the city, including City Hall and the Cloquet Public Library.
7. **Public Hearing and Plan Adoption.** The Planning Commission held a public hearing on May 22, 2007 and recommended approval of the Comprehensive Plan. On August 21, 2007, the City Council formally adopted the Comprehensive Plan.



CONTENT AND ORGANIZATION OF THE PLAN

The Comprehensive Plan brings together key elements of the community (land use, transportation, utilities and community facilities, natural and cultural resources, housing, economic development, and intergovernmental cooperation) into a unified, comprehensive plan. The Plan is a general plan that reflects the City's vision and provides a framework for development of more detailed plans in the future.

Each element of this Comprehensive Plan has three sections. The first section provides an inventory and analysis of existing conditions relating to the element. The second section describes goals, objectives, and policies relating to the element. The third section provides plans and maps that illustrate opportunities for implementing the goals, objectives, and policies.

This Comprehensive Plan presents a bold vision for the City of Cloquet. However, to realize this vision, the City, neighboring and overlapping jurisdictions, the private sector, and residents must take specific actions. Accordingly, the Comprehensive Plan concludes with an implementation chapter that describes responsibilities and timelines for ensuring the successful implementation of the Plan.

Chapter 2:

COMMUNITY BACKGROUND

INTRODUCTION

This chapter lays the foundation of the Cloquet Comprehensive Plan. It provides general background, describes overarching issues and opportunities facing the City, and portrays Cloquet's vision.

GEOGRAPHIC SETTING

Cloquet is located along the St. Louis River, amid the forests of Carlton County and northern Minnesota. It is approximately 20 miles southwest of Duluth and 135 miles north of Minneapolis and St. Paul (see Figure 2-1: Geographic Location). The city encompasses an area of roughly 36 square miles and includes part of the Fond du Lac Reservation. Interstate Highway 35 runs through the southeast corner of Cloquet and provides good connections to Duluth, Minneapolis, and St. Paul. State Highway 33 runs north and south through the city and provides good connections to the iron ore range and the cities of Virginia, Hibbing, Chisholm, and Ely to the north of Cloquet.



Figure 2-1: Geographic Location

HISTORY

Although people lived and traded in the Cloquet area for many centuries, the City of Cloquet began to take shape in the late 1800s when sawmills and wood industries developed adjacent to Knife Falls on the St. Louis River. Some of the best forests in Minnesota were located in the Cloquet region, and the St. Louis River at Knife Falls provided the means to process the harvested timber. In 1904, the City of Cloquet incorporated and soon became one of the fastest growing and most prosperous cities in Minnesota. Then in 1918, a forest fire swept through the region destroying virtually the entire city. The City began rebuilding almost immediately after the fire and once again grew and prospered. By the mid 1900s, Cloquet encompassed roughly 2,600 acres and had a population of roughly 9,000. In 1975, Knife Falls Township merged with the City of Cloquet, increasing the area of city to roughly 23,060 acres (or 36 square miles). By 2005, Cloquet had a population of approximately 11,500 people.

DEMOGRAPHIC CHARACTERISTICS

POPULATION CHANGE

Cloquet's population has generally grown since its incorporation in 1904. However, the City lost population for a short period following a tragic forest fire in 1918 that destroyed most of the city. The City also lost population during the 1970s and 1980s, but in the 1990s, Cloquet's population began to increase once again. In 2000, 11,201 people lived in Cloquet. In 2005, the State Demographic Center estimated that Cloquet had a population of 11,463. In recent years, with the exception of the City of Scanlon, the towns surrounding Cloquet have grown at a faster rate than the City of Cloquet (see Table 2-A: Population Change 1970-2000).

TABLE 2-A: POPULATION CHANGE 1970-2000

Place	1970 Pop.	Change 1960-70	1980 Pop.	Change 1970-80	1990 Pop.	Change 1980-90	2000 Pop.	Change 1990-00
City of Cloquet	11,439*	16.7%	11,142	-2.6%	10,885	-2.3%	11,201	2.9%
City of Scanlon	---	---	1,050	---	878	-17.4%	838	-4.6%
Town of Twin Lakes	---	---	1,595	---	1,673	4.9%	1,912	14.3%
Town of Thomson	---	---	3,962	---	3,970	0.2%	4,361	9.8%
Town of Perch Lake	---	---	730	---	883	21.0%	998	13.0%
Town of Brevator	---	---	1,023	---	1,093	6.8%	1,226	12.2%
Carlton County	28,072	0.5%	29,936	6.6%	29,259	-2.3%	31,671	8.2%
State of Minnesota	3,806,103	11.5%	4,075,907	7.1%	4,375,099	7.3%	4,919,479	12.4%

Source: U.S. Census Bureau

* Reflects combined population of the City of Cloquet and the Town of Knife Falls, which merged in 1975

POPULATION ESTIMATES AND PROJECTIONS

Population projections are effective planning tools when used correctly. However, their accuracy is subject to several factors including assumptions for birth rates, death rates, migration, and economic conditions. Assumptions are based on past trends and the best information available at the time. However, assumptions do not always remain true, and unexpected changes can occur. For instance, existing industries may close or choose to expand. In a community like Cloquet, these changes can have a significant impact on the population. Therefore, Cloquet should use the population projections presented in this Comprehensive Plan as a general guide and not as an absolute certainty. Moreover, the City should periodically review and update the population projections based on new conditions.

Population Estimates and Projections from the State Demographic Center

The State Demographic Center projects that Cloquet's population will increase at a rate of 1.5% to 2.3% every five years through the year 2025. Cloquet is projected to have a population of 12,323 in the year 2025, or 860 more people than the estimated population of Cloquet in 2005. In comparison, the State Demographic Center projects that the population of Minnesota and Carlton County will increase at roughly twice the rate of Cloquet, and that the population of the surrounding towns will

increase at a rate of two to three times that of Cloquet. Consequently, while the State Demographic Center has projected that Cloquet's population will grow, the Center is projecting that Cloquet will grow at a slower rate than the surrounding towns, Carlton County, and the State of Minnesota (see Table 2-B: Population Estimates and Projections).

TABLE 2-B: POPULATION ESTIMATES AND PROJECTIONS

Place	2005 Pop.	Change 00-05	2010 Pop.	Change 05-10	2015 Pop.	Change 10-15	2020 Pop.	Change 15-20	2025 Pop.	Change 20-25
City of Cloquet	11,463	2.3%	11,706	2.1%	11,912	1.8%	12,129	1.8%	12,323	1.5%
City of Scanlon	826	-1.5%	819	-0.9%	810	-1.1%	802	-1.0%	794	-1.0%
Town of Twin Lakes	2,011	5.2%	2,131	6.0%	2,253	5.7%	2,369	5.1%	2,474	4.4%
Town of Thomson	4,602	5.5%	4,822	4.8%	5,048	4.7%	5,283	4.7%	5,482	3.8%
Town of Perch Lake	1,059	6.1%	1,140	7.6%	1,217	6.8%	1,293	6.2%	1,363	5.4%
Town of Brevator	1,282	4.6%	1,349	5.2%	1,420	5.3%	1,489	4.9%	1,553	4.3%
Carlton County	33,220	4.9%	34,750	4.6%	36,200	4.2%	37,540	3.7%	38,650	3.0%
State of Minnesota	5,197,200	5.6%	5,452,500	4.9%	5,693,700	4.4%	5,909,400	3.8%	6,099,500	3.2%

Source: State Demographic Center

Cloquet's Population Goal

The City can accept the population projections from the State Demographic Center and plan accordingly, or the City can set its own realistic goals for maintaining or growing its population. This Comprehensive Plan reflects the City's desire to grow its population at a rate consistent with the projected growth rate of Carlton County. In 2025, Cloquet would have a population of roughly 13,300 if it grew at the projected rate of Carlton County. To reach this goal, Cloquet would have to increase its population by roughly 92 people a year. Presumably, some of the population growth that is happening (and is anticipated to happen) in the surrounding townships would shift to Cloquet. The City of Cloquet believes that the high quality of life that it has to offer and the numerous development opportunities in the community make this a realistic goal.

The Comprehensive Plan's goal of growing the population of Cloquet to 13,300 in 2025 does not take into account the potential expansion of the City's current boundaries. If the boundaries of the City expand before 2025, Cloquet's population could exceed 13,300 people in 2025. Again, the City should periodically revisit this population goal based on changing conditions.

AGE COMPOSITION

It is not only important to know how many people live in Cloquet, but it is also important to know key characteristics of the people, such as their age, education, and employment status. The following provides an overview of the existing age composition of Cloquet residents and the anticipated changes in age composition that will occur through the year 2025 (refer to Table 2-C: Age Composition – 2000).

Broad Age Groups

All residents fit into one of three very broad age groups: 1) those under the age of 18; 2) those between the ages of 18 and 64; and 3) those 65 years old or older. In 2000, 25.6% of the population of Cloquet was under the age of 18; 57.6% was between the ages of 18 and 64; and 16.8% was 65 years old or older. In comparison, in 2000, 26.2% of the population of Minnesota was under the age of 18; 61.7% was between the ages of 18 and 65; and 12.1% was 65 years old or older. Notably, Cloquet, in comparison to Minnesota, has a smaller percentage of its population between the ages of 18 and 65, and a larger percentage of its population 65 years old or older. The following provides a more detailed description of the issues and opportunities associated with various age groups in Cloquet.

People under the Age of 18

The number of Cloquet residents under the age of 18 will vary by year, but this age group will generally grow through 2027 and beyond. However, because Cloquet (like most communities) is aging and because women are having fewer children than women of previous generations, the growth rate of this age group will be less than the growth rate of the overall population of Cloquet. Therefore, for Cloquet to sustain its population growth over the long term, it must attract young families to Cloquet.

People between the Ages of 18 and 24

Most people between the ages of 18 and 24 choose to pursue a degree in higher education or they choose to enter the workforce. Cloquet residents are fortunate to have easy access to the Fond du Lac Tribal and Community College in Cloquet and to other colleges and universities in nearby Duluth and Superior. Cloquet is also fortunate to have job opportunities for young people. As a result, Cloquet had done a reasonably good job of retaining and/or attracting 18 to 24 year old residents. However, because people in this age group are generally not married and generally do not have children, they may be more willing to leave Cloquet in search of other opportunities. So, in addition to jobs and opportunities for higher education, Cloquet must provide amenities to retain and attract 18 to 24 year olds.

People between the Ages of 25 and 54

For Cloquet to continue to grow and sustain its population over the long term, it must retain and attract people between the ages of 25 and 54. This is critical because people between the ages of 25 and 54 are at their prime working age. In addition, people in this age group tend to have children, so they are less apt to make impulsive moves elsewhere. Perhaps more than any other age group, those between the ages of 25 and 54 tend to have a strong commitment to the future of the community. Cloquet must provide ample economic opportunities and housing options to retain and attract people between the ages of 25 and 54. Furthermore, Cloquet must provide quality parks, services, and cultural activities to ensure a high quality of life that will retain and attract people in this age group.

People over the Age of 65

As life expectancy continues to increase and as the baby boom generation nears retirement age, the number and percentage of people over the age of 65 will increase dramatically in Minnesota and the United States. While the growth rate of this age group will also increase in Cloquet, the increase will not be as dramatic as it will be in other areas of Minnesota or the United States. This is because Cloquet currently has an above average percentage of residents over the age of 65 and it currently has a below average percentage of residents who will be turning 65 before the year 2027.

Nevertheless, Cloquet's aging population will have several implications for the future of Cloquet. For example, Cloquet will need to make sure that it has adequate housing for those over the age of 65. Cloquet will need to attract people to take over the jobs of those who retire. It will need to create new jobs to help care for seniors in need. Also, some people over the age of 65 will choose to live elsewhere for part of the calendar year, which can have an impact on local businesses.

TABLE 2-C: AGE COMPOSITION – 2000

Age	City of Cloquet		Carlton County		Minnesota	
	Number	Percent	Number	Percent	Number	Percent
Under 5	702	6.27	1,862	5.88	329,594	6.70
5 to 9	784	7.00	2,118	6.69	355,894	7.23
10 to 14	824	7.36	2,460	7.77	374,995	7.62
15 to 19	886	7.91	2,428	7.67	374,362	7.61
20 to 24	632	5.64	1,590	5.02	322,483	6.56
25 to 34	1,337	11.94	3,672	11.59	673,138	13.68
35 to 44	1,748	15.61	5,317	16.79	824,182	16.75
45 to 54	1,438	12.84	4,530	14.30	665,696	13.53
55 to 59	547	4.88	1,582	5.00	226,857	4.61
60 to 64	416	3.72	1,328	4.19	178,012	3.61
65 to 74	886	7.91	2,392	7.56	295,825	6.01
75 to 84	720	6.15	1,754	5.54	212,840	4.32
85 and Over	281	2.79	638	2.01	85,601	1.74
Median Age	37.6	--	38.4	--	35.4	--

Source: US Census Bureau, 2000

RACE AND ORIGIN

Almost 97% of Cloquet's residents were born in the United States and roughly 81% were born in Minnesota. Approximately 88% of Cloquet's residents are white and approximately 9% are American Indian (see Table 2-D: Race and Origin in 2000). The percentage of white residents in Cloquet is comparable to the state average, but the percentage of American Indian residents in Cloquet is higher than the state average. Most American Indian residents in Cloquet live on or near the Fond du Lac Reservation in the western half of Cloquet. The race and origin composition of Cloquet's residents will remain relatively stable in the near future, but if Cloquet is to realize its goal of growing and sustaining its population over the long term, it will need to attract people from outside Cloquet, from outside Minnesota, and perhaps from outside the United States. Consequently, Cloquet could gradually become a more diverse community in the future.

TABLE 2-D: RACE AND ORIGIN IN 2000

Race	City of Cloquet		Carlton County		Minnesota	
	Number	Percent	Number	Percent	Number	Percent
White	9,880	88.2	29,057	91.7	4,400,282	89.4
Black or African American	18	0.2	308	1.0	171,731	3.5
American Indian or Alaska Native	1,047	9.3	1,644	5.2	54,967	1.1
Asian	44	0.4	112	0.4	141,968	2.9
Native Hawaiian/Pacific	1	0.1	3	-	1,979	-
Other	211	1.8	547	1.7	148,552	3.0

Source: US Census Bureau, 2000

EDUCATIONAL ATTAINMENT

The 2000 US Census reports that approximately 82% of Cloquet residents over the age of 25 have a high school diploma or equivalency, and roughly 22% of Cloquet residents over the age of 25 have an associate, bachelor's, or graduate degree (see Table 2-E: Educational Attainment - 2000). The percentage of people in Cloquet that have a bachelor's or graduate degree is lower than the State of Minnesota. However, increasing numbers of high school graduates are choosing to pursue a college degree. In addition, as Cloquet's economy diversifies, the number of residents with a bachelor's or graduate degree will likely increase.

TABLE 2-E: EDUCATIONAL ATTAINMENT – 2000

Characteristic	City of Cloquet	Carlton County	Minnesota
Less than 9 th Grade	6.5%	5.7%	5.0%
9 th to 12 th Grade – No Diploma	11.2%	10.0%	7.0%
High School Graduate – Includes Equivalency	35.1%	37.4%	28.8%
Some College – No Degree	24.9%	24.9%	24.4%
Associate Degree	7.6%	7.1%	7.7%
Bachelor's Degree	9.5%	10.5%	19.1%
Graduate or Professional Degree	5.2%	4.4%	8.3%

Source: US Census Bureau, 2000

HOUSEHOLD CHARACTERISTICS AND FORECASTS

In 2000, the US Census reported 4,636 households in Cloquet and 2,966 families. A household refers to all persons who occupy a housing unit. So a household could involve a family living in a house or it could involve unrelated people sharing an apartment. A family refers to a parent or grandparent living with at least one child. In Cloquet, most families are comprised of married couples with children. Yet, in the future, it is likely that the percentage of married couples without children living with them will increase. The percentage of single parent households will also increase. Female households with no husband present accounted for approximately 12.4% of the family households in Cloquet in 2000.

The median household in Cloquet in 2000 was 2.38 persons per household, which was down from 2.44 in 1990 (see Table 2-F: Average Household Size). Given the trend for single person households and smaller family sizes, it follows that household size will also decrease. The Comprehensive Plan projects the average household size in Cloquet will be approximately 2.3 in 2027.

TABLE 2-F: AVERAGE HOUSEHOLD SIZE

Location	1990	2000	2027 (Projection)
City of Cloquet	2.44	2.38	2.30
Carlton County	2.62	2.50	--
State of Minnesota	2.58	2.52	--

Source: US Census Bureau and Sanders Wacker Bergly, Inc.

EMPLOYMENT AND INCOME

Unemployment rates change regularly. In 2000, Cloquet's unemployment rate (4.6%) was higher than Carlton County's (3.6%) and considerably higher than Minnesota's unemployment rate (2.9%).

The City's median household income is somewhat lower than the County's but significantly lower than the State's. Cloquet's poverty rate is also higher than the County's and State's (see Table 2-G: General Employment and Income Characteristics - 2000). Refer to the Chapter 8: Economic Development for more detailed information.

TABLE 2-G: GENERAL EMPLOYMENT AND INCOME CHARACTERISTICS – 2000

Characteristic	City of Cloquet	Carlton County	Minnesota
Employed in Labor Force	57.3%	58.1%	68.2%
Unemployed in Labor Force	4.6%	3.6%	2.9%
Not in Labor Force	38.0%	38.2%	28.8%
Median Household Income	\$35,675	\$40,021	\$47,111
Per Capita Income	\$17,812	\$18,073	\$23,198
Median Earnings, Male, Full-Time, Year-Round	\$40,140	\$38,788	\$39,364
Median Earning, Female, Full-Time, Year-Round	\$26,144	\$25,555	\$28,708
Individuals Below Poverty Level	9.9%	7.9%	7.9%

Source: US Census Bureau, 2000

Employment Forecast

It is difficult to project future employment with certainty. Although Cloquet's unemployment rate will fluctuate annually and seasonally, in general, it will likely fall as Cloquet's baby boom generation retires. Conceivably, Cloquet may even experience a labor shortage before 2027 and, therefore, will need to attract people from outside Cloquet to fill the jobs that the baby boom generation held. New jobs to care for the aging population of Cloquet will also need to be created and filled. The City should use this forecast as a general guide and update this forecast as conditions warrant.

SUMMARY OF DEMOGRAPHIC TRENDS AFFECTING CLOQUET

The State Demographic Center estimated Cloquet's population at 11,463 in 2005. The Demographic Center is projecting that Cloquet's population will be 12,323 in 2025. However, this Comprehensive Plan sets a goal for the City to grow its population to 13,300 in 2025. This equates to growing Cloquet's population by roughly 92 people per year from 2005 to 2025. To reach this goal, the City will need to place a special emphasis on attracting younger families to Cloquet. This means Cloquet will need to provide economic opportunities, affordable housing, and a high quality of life that will retain and attract people.

GENERAL ISSUES AND OPPORTUNITIES

Throughout this planning process, the City of Cloquet used several techniques to identify general issues and opportunities facing the City. The City's planning consultant interviewed roughly 30 people who represented a broad cross section of the community. The City also placed a community survey in the local newspaper and on a website. In addition, the City held a community open house to seek public input on the future of Cloquet. Following is a summary of the general issues and opportunities identified through this process. More specific issues and opportunities are discussed in other chapters of this Comprehensive Plan.

The City's public participation process was not intended to provide a statistically accurate understanding of the hopes and concerns of Cloquet residents. But the process provided a starting

point for the Comprehensive Plan Steering Committee to explore what residents generally want to see preserved and enhanced in Cloquet.

In general, survey and interview participants indicated that they like the following aspects of Cloquet:

- Cloquet has a small town charm;
- Cloquet is a close knit and friendly community;
- Cloquet's population is a nice size – it is not too big or too small;
- Cloquet provides most of the products and services that residents need and desire. If something is not available in Cloquet, residents can easily go to Duluth to get what they need; and
- Cloquet has excellent schools, healthcare, community services, and parks and recreation that provide residents with a high quality of life.

In general, survey and interview participants indicated that they would like to see the following enhancements in Cloquet:

- Additional retail and specialty restaurants;
- Enhancements to the park system – particularly Pinehurst Park;
- Improvements to key intersections along State Highway 33;
- Revitalization of the downtown business district;
- Additional commercial development along State Highway 33 north of the St. Louis River;
- Additional high quality jobs; and
- Sustainable growth that does not adversely affect the City's small town charm or its natural and social resources.

A SHARED VISION OF CLOQUET IN 2027

While no community can predict its future with complete accuracy, communities that have a clear vision for what they want to be in the future are more likely to achieve their goals than those communities that merely address issues as they arise. The following reflects Cloquet's vision for what it wants to be in the year 2027. This vision will help guide the City in all of its planning and policymaking actions.

CLOQUET 2027

Cloquet is a growing community and economic center with a small town character. Lying along the scenic St. Louis River, Cloquet abounds with rich natural resources. It provides its diverse population with excellent education and healthcare facilities, efficient public services and infrastructure, exceptional cultural and recreation opportunities, and quality jobs.

Cloquet will...

- *Promote financially self-sustaining development that provides quality jobs;*
- *Strengthen its role as a regional economic center;*
- *Enhance the downtown with new housing, commercial redevelopment, and public facilities;*

- *Foster development that meets the needs of residents including diverse housing, varied shopping and dining experiences, efficient and cost effective public services and infrastructure, and quality education, healthcare, cultural, and recreation facilities;*
- *Protect ecologically significant lands; and*
- *Cooperate with Fond du Lac Reservation, Carlton County, adjacent cities and townships, and others to provide efficient and effective services.*

The following chapters of this Comprehensive Plan provide goals, objectives, policies, and plans to help Cloquet achieve its vision.

Chapter 3: LAND USE

INTRODUCTION

This chapter describes existing land use patterns in Cloquet, and it sets forth a plan for future land use that is consistent with the City's vision. The Land Use Plan guides City Staff, the Planning Commission, the City Council, property owners, developers, and other interested parties in decisions relating to the type, location, and density of future development in the community. It also serves as the foundation for updating the City's Zoning Map, Zoning Ordinance, Subdivision Regulations, and other implementation tools.

INVENTORY AND ANALYSIS

HISTORIC DEVELOPMENT PATTERN

This section briefly describes the major factors that have influenced Cloquet's development pattern. Refer to Chapter 6: Natural and Cultural Resources for a more detailed review of the history of Cloquet.

Location and Expansion of the Original City

Although people lived in the Cloquet area centuries ago, Cloquet's basic development pattern started in 1879 when the Knife Falls Boom Company built a log boom and sawmill at the head of Knife Falls on the St. Louis River. Shortly thereafter, a railroad line was extended from Carlton to serve the sawmill. A small settlement, known as Knife Falls (also known as Nelson Town), developed near the sawmill. The settlement was platted and organized into the Village of Knife Falls in 1883. In 1904, the Village of Knife Falls incorporated into the City of Cloquet. Today, this area is known as the "West End" (see Figure 3-1: Historic Development Pattern).

From the late 1800s through the early 1900s, additional sawmills and wood industries developed in Cloquet. Cloquet became one of the fastest growing and most prosperous cities in Minnesota. As Cloquet grew, it first expanded to the relatively level and high ground to the east and southeast of the original city. In later years, development began to expand along State Highway 33. By the mid 1900s, Cloquet encompassed roughly 2,600 acres and it had a population of roughly 9,000. In 1975, Knife Falls Township merged with the City of Cloquet, raising the area of Cloquet to roughly 23,060 acres (or 36 square miles). By 2005, Cloquet had a population of approximately 11,500.

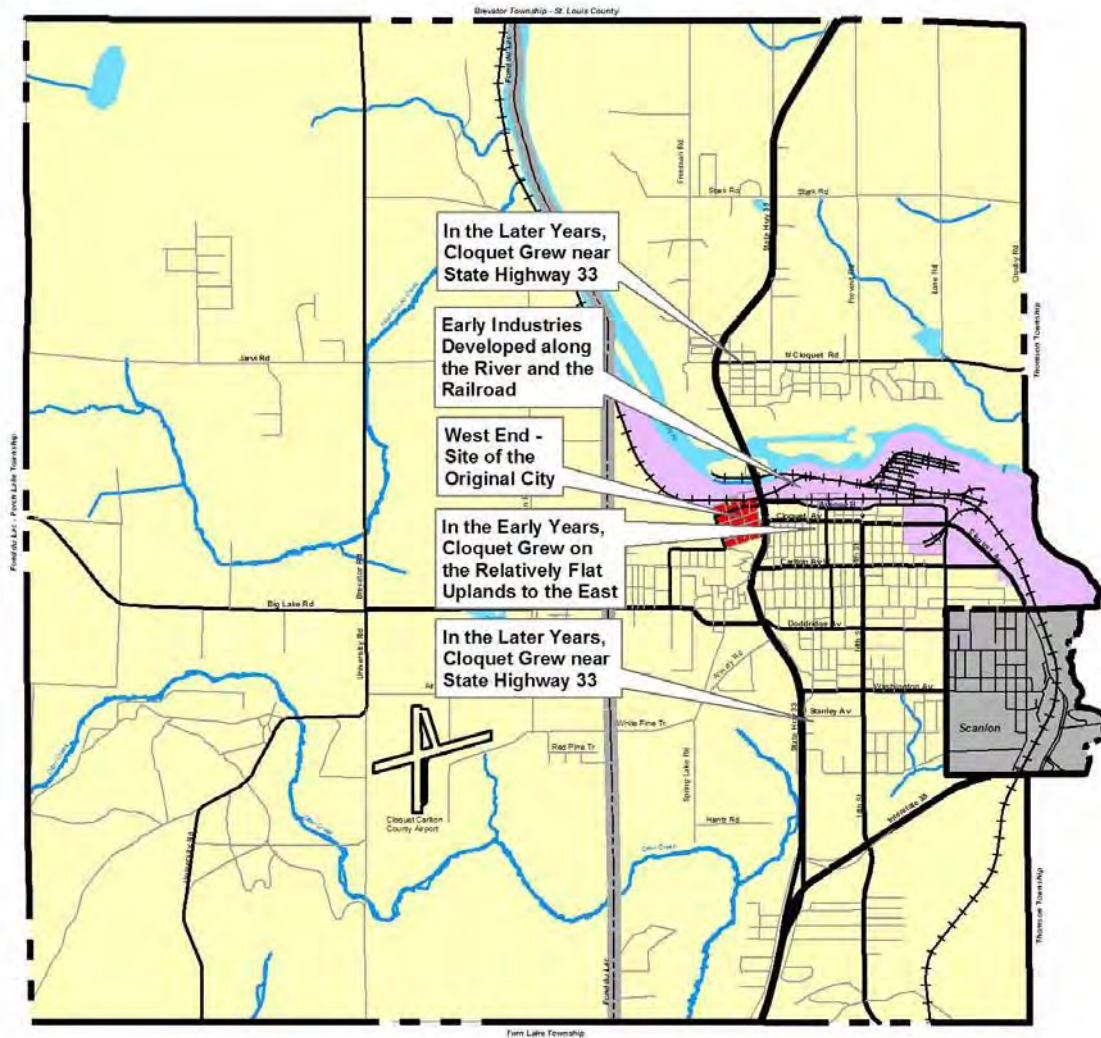


Figure 3-1: Historic Development Pattern

Industrial Development Pattern

Cloquet’s original industries developed between the railroad and the St. Louis River, where the industries had access to the power of the river and the transportation services of the railroad. Industrial uses still dominate this area, but because of the limited amount of land between the railroad and the St. Louis River, additional industrial uses developed south of the railroad as well.

With the advent of the road system, new industries in Cloquet located near major roads. Tall Pine Industrial Park developed in south Cloquet near the northeast intersection of State Highway 33 and Interstate Highway



Industrial Use along the St. Louis River near the Original City

35. In 2006, the City developed the Cloquet Business Park in north Cloquet near the northwest intersection of Highway 33 and Stark Road. In general, industrial sites are located near major modes of transportation, in areas that have adequate utilities, and in areas that have relatively level terrain.

Commercial Development Pattern

Cloquet's commercial uses developed at the site of the original city (the West End) near the northwest intersection of Highway 33 and Cloquet Avenue. In part, due to the steep topography to the southwest and the existing industrial development to the north, additional commercial uses developed to the east, along Cloquet Avenue. This pattern of development resulted in a strong and vibrant downtown commercial district. However, highway commercial uses began to develop along State Highway 33 as the importance of the highway system grew and as commercial uses shifted to larger scale development. Similar to industrial sites, commercial uses are generally located near major roads, in areas that have adequate utilities, and in areas that have relatively level terrain.

Residential Development Pattern

Cloquet's residential uses developed at the site of the original city (the West End) and then expanded predominantly to the southeast, and to a lesser extent to the southwest and to the north of the river. In contrast to industrial and commercial uses, residential development can be located on almost any upland in the city. In general, high-density residential uses are located near major roads and in areas that have adequate utilities. Low-density residential uses are generally located on less traveled roads and in areas that may or may not be served by public sanitary sewer and water. Refer to Chapter 7: Housing for additional information.

Natural Features

Natural features (including the St. Louis River, wetlands, and steep slopes) had a major impact on the development pattern of Cloquet. In the late 1800s and the early 1900s, Cloquet's sawmills and other wood industries had to be located on the river. Thus, Cloquet has a significant amount of industrial uses along the river in the center of the city.



Commercial Development at the Site of the Original City (West End District)



Highway Commercial Use along Highway 33



Historic Housing near the Site of the Original City



St. Louis River

To some extent, the river also serves as a boundary between north Cloquet and south Cloquet. Highway 33 is the only road that crosses the river in the city. Consequently, the area north of the river functions as a distinct node within the city. However, as discussed later in this chapter, the St. Louis River also helps bring parts of the community and surrounding communities together. The river also provides a green corridor that runs through the heart of the city and contributes to Cloquet's sense of place.

Cloquet's wetlands also affected the City's development pattern. For example, a large complex of wetlands near the intersection of Interstate Highway 35 and Highway 33 may limit potential commercial or industrial development in an area that could otherwise be a prime site for commercial or industrial development. Likewise, steep slopes have limited potential development in parts of the city. Refer to Chapter 6: Natural and Cultural Resources for additional information.

Transportation

Transportation played a major role in the development pattern of the city. Centuries ago, the St. Louis River and overland trails were the primary modes of transportation for people in the Cloquet area.

Consequently, the earliest developments in Cloquet centered on the intersections of the river and trails. In the late 1800s and early 1900s, the railroad became a primary mode of transportation. Therefore, businesses and industries developed in close proximity to the railroad. Although the railroad is still very important to Cloquet, roads now dominate Cloquet's transportation system. As a result, recent commercial and industrial developments have concentrated along Cloquet's major roads. Cloquet has excellent access to Interstate Highway 35, and ultimately the Duluth and the Twin Cities markets. Highway 33 provides a connection to the iron ore range communities. Although the Cloquet-Carlton County Airport has not greatly influenced Cloquet's development pattern, it provides an important mode of transportation and has the potential to attract industries and influence future development in the area. In addition, certain constraints exist for development within the airport's flight approach zones.

Although the Cloquet-Carlton County Airport has not greatly influenced Cloquet's development pattern, it provides an important mode of transportation and has the potential to attract industries and influence future development in the area. In addition, certain constraints exist for development within the airport's flight approach zones.

Fond du Lac Reservation

The western half of the City of Cloquet overlaps with part of the Fond du Lac Reservation. The Reservation guides and controls tribal and allotment land. In addition, as opportunities arise, the Reservation is seeking to buy back additional land on the Reservation that is not currently under Reservation control. The development pattern in this area is predominantly rural open space with scattered rural residential uses. Tribal government and community facilities are clustered along Big Lake Road. As the Fond du Lac Reservation continues to grow and prosper, development on the Reservation will



Display of a Historic Train Engine near the Site of the Original City



Monument Sign of the Fond du Lac Tribal Center on Big Lake Road

influence the overall development pattern of Cloquet. Therefore, it is important that the City of Cloquet and the Fond du Lac Reservation work together on development issues in the community.

EXISTING LAND USE INVENTORY

Figure 3-2: Existing Land Use Inventory shows the approximate location, amount, and types of Cloquet's existing land uses in 2007. The City's planning consultant prepared the inventory based on interpretation of the most recent aerial photographs available, a review of Cloquet's 1994 Land Use Plan, and personal site visits. The inventory reflects general development patterns and should be used for general planning purposes only. Table 3-A provides an estimate of the amount and type of existing land uses in Cloquet.

Open Space / Agriculture / Rural Residential

Open space, agriculture, and rural residential uses comprise roughly 15,440 acres or 67% of the community. The Fond du Lac Band controls roughly, 4,100 acres of this land. Most of this land is wooded and about half is wetland. The single-family residences in this area are generally on lots of at least one acre, but often on lots of five acres or more. These lots are not served by public sewer and water. Suburban residential subdivisions with onsite sewer and water are not included in this category, but are described below.



Typical Agricultural Use in Cloquet

Suburban Residential

Suburban residential uses refer to existing single-family residential subdivisions (or clusters of single-family residences) in the rural area of the city not served by public sanitary sewer and water. Unlike the rural residential use described above, these residences are usually on platted lots ranging in area from one-half acre to two acres. Suburban residential land use comprises roughly 905 acres or 3.9% of the community. The Fond du Lac Band controls roughly, 290 acres of this land.



Entrance to Otter Creek – A Suburban Residential Subdivision

Low-Density Residential

Low-density residential refers to existing single and two-family residences that are served by public sanitary sewer and water. This category represents the largest use of land in the urban part of Cloquet. Low-density residential use comprises roughly 1,345 acres or 5.8% of the community. The Fond du Lac Band controls approximately 70 acres of this land.



Single-Family Residence

Table 3-A: Existing Land Use Estimate – 2007						
Existing Land Use	Land Controlled by City of Cloquet		Land Controlled by FDL Reservation		Total City	
	Acres	Percent	Acres	Percent	Acres	Percent
Open Space / Agriculture / Rural Residential	11,340	61.7	4,100	88.2	15,440	67.0
Suburban Residential	615	3.3	290	6.2	905	3.9
Low Density Residential (less than 5 DU/Ac)	1,275	6.9	70	1.5	1,345	5.8
Moderate to High Density Residential (greater than 5 DU/Ac)	50	0.3	10	0.2	60	0.3
Commercial	270	1.5	5	0.1	275	1.2
Industrial	1,040	5.6	--	--	1,040	4.5
Public / Semi Public / Institutional	435	2.4	65	1.4	500	2.2
Public Park and Recreation	240	1.3	--	--	240	1.0
Private Golf Course	270	1.5	--	--	270	1.2
Cloquet Business Park (under development)	80	0.4	--	--	80	0.3
Cloquet Forestry Center	2,310	12.5	--	--	2,310	10.0
Lakes and River	485	2.6	110	2.4	595	2.6
Total	18,410*	100.0	4,650**	100.0	23,060	100.0

* Land controlled by the City of Cloquet. Includes non-tribal or non-allotment land that is on the Fond du Lac Reservation, but that is within the city limits of Cloquet.

** Tribal or allotment land that is on Fond du Lac Reservation and controlled by Fond du Lac Reservation, but that is within the city limits of Cloquet.

Moderate-Density to High-Density Residential

Moderate-density to high-density residential development includes manufactured home parks and existing residential buildings with three or more units. Townhomes, assisted living facilities, and apartments are examples of moderate-density to high-density residential uses. This use is served by public sanitary sewer and water and is generally located near major roads. It does not include residential apartments above existing commercial uses. Moderate to high-density residential use comprises roughly 60 acres or 0.3% of Cloquet. The Fond du Lac Band controls approximately 10 acres of this land.



High-Density Senior Housing Complex

Commercial

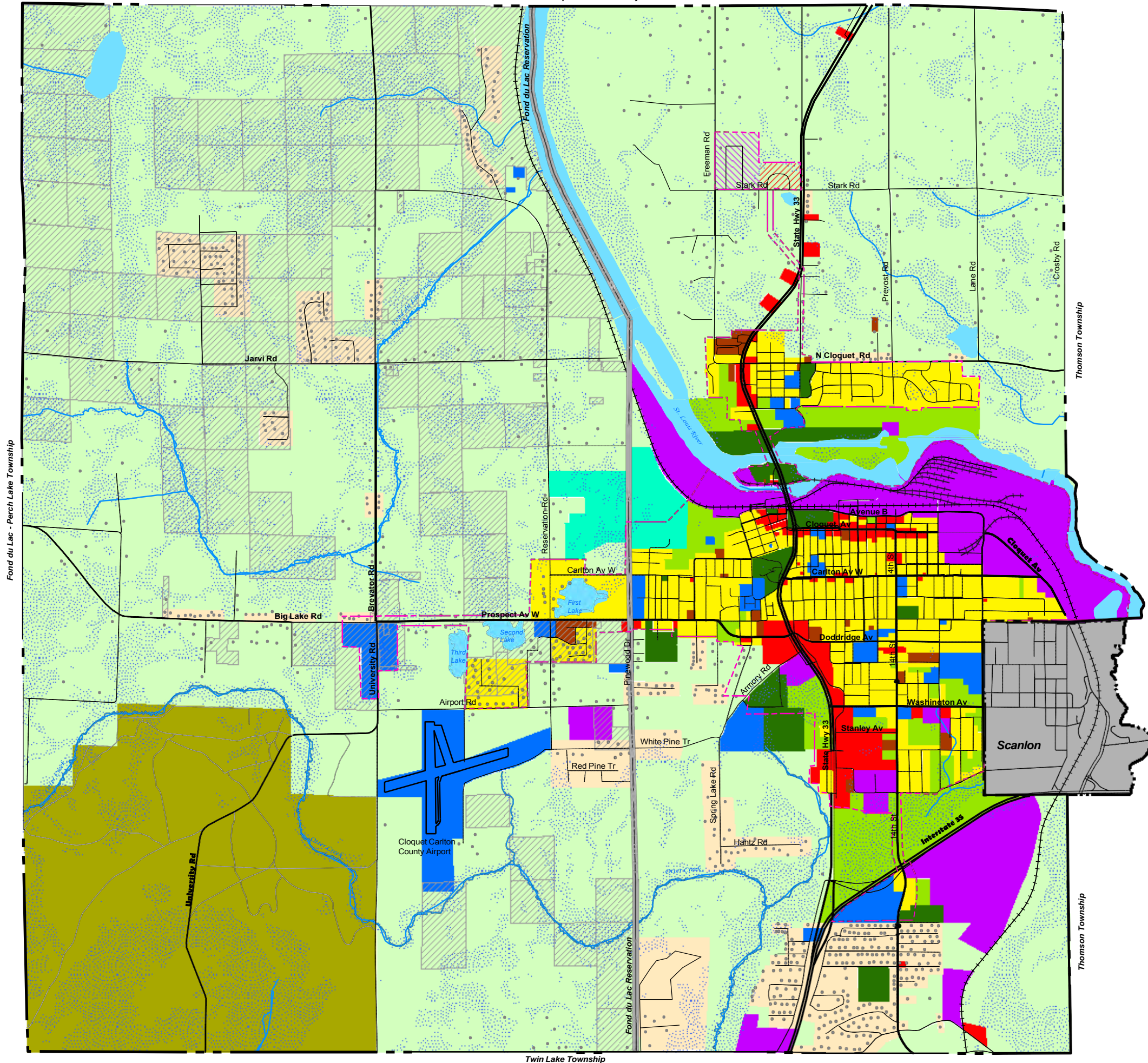
Commercial uses compromise roughly 275 acres or 1.2% of the community. The Fond du Lac Band controls roughly 1.5 acres of this land. Three general types of commercial uses exist in Cloquet: 1) neighborhood commercial, 2) city center commercial, and 3) highway commercial.



Typical Neighborhood Commercial Use on Carlton Avenue

EXISTING LAND USE - 2007

- Agriculture/Rural Open Space/
Rural Residential
- Suburban Residential
- Low Density Residential
- Moderate to High Density Residential
- Commercial
- Industrial
- Public or Semi Public
- Park or Recreation
- Vacant/Open Space in General Sewered Area
- Vacant Business Park
- Vacant Industrial Park
- University of MN Forestry Research
- Approximate 2006 Sanitary Sewer Service Area
- Rural Residential
- NWI Wetland
- Fond du Lac Band or Allotment Land



Existing land use based review of 1996 Existing Land Use Inventory, 2004 Zoning Map, and field and aerial photograph interpretation by Sanders Wacker Bergly, Inc. Wetland information based on National Wetlands Inventory data obtained from MNDNR. Roads and railroad data obtained from the City of Cloquet and the MDNR with slight modifications from Sanders Wacker Bergly, Inc. Fond du Lac Band and Allotment land based on 1999 digital data obtained from Fond du Lac. This map was prepared by Sanders Wacker Bergly, Inc. in 2006. It is intended for general planning purposes only.

Neighborhood Commercial. Neighborhood commercial uses include convenience stores, offices, dental clinics, flower shops, and similar uses that can coexist with surrounding residential uses. Neighborhood commercial uses are typically located on the corners of collector roads and they typically serve neighborhoods, rather than the whole community. In Cloquet, most existing neighborhood commercial uses are located on Carlton Avenue and 14th Street.

City Center Commercial. City center commercial uses are located along Avenue C, west of State Highway 33 in the area commonly known as the “West End”, and along Cloquet Avenue, east of State Highway 33 to roughly 16th Street. The existing commercial uses in these areas include diverse businesses and services that accommodate most of the commercial needs of the community.

Highway Commercial. Most existing highway commercial uses in Cloquet are along Highway 33 south of the St. Louis River. This area includes a large discount department store, a grocery store/shopping center, a variety of restaurants and retail shops, motels, a car dealership, and a movie theater. A scattering of highway commercial uses are located along Highway 33 north of the St. Louis River.

Industrial

Industrial uses comprise roughly 1,040 acres or 4.5% of the community. Major industrial uses in Cloquet include Sappi, United States Gypsum, Upper Lakes Foods, and Jarden (Diamond Brand, Inc.). These uses are located south of the St. Louis River, near the railroad. Tall Pine Industrial Park includes a variety of industrial uses and is located near the intersection of Interstate Highway 35 and State Highway 33. A concrete block plant is located near the intersection of Armory Road and State Highway 33. Sand and gravel mining operations are located in several areas south of the St. Louis River.

Cloquet Business Park

The Cloquet Business Park is a 120-acre park (with 80 developable acres) located at the northwest corner of Stark Road and State Highway 33. Construction on the park started in 2006. The park provides opportunities for commercial and industrial uses.



City Center Commercial Uses along Cloquet Avenue



Typical Highway Commercial Use along State Highway 33



Tall Pine Industrial Park

Public / Semi-Public / Institutional

Public / Semi-Public / Institutional uses include government facilities, schools, medical facilities, cemeteries, and religious institutions. These uses comprise roughly 500 acres, or 2.2% of the community, and are scattered throughout the city. The Fond du Lac Band controls roughly 65 acres of this land. Public park and open space are not included in this land use, but are described below.



Typical Semi-Public Use

Public Park and Recreation

Public park and recreation uses comprise roughly 240 acres or 1% of the community. Refer to Chapter 5: Utilities and Community Facilities for an overview of Cloquet's parks.

Private Golf Course

The Cloquet Country Club is a private golf course located on Elmwood north of Carlton Avenue West. The club features an 18-hole, 6,649-yard regulation length golf course.

Cloquet Forestry Center

The Cloquet Forestry Center is the primary forestry field station of the University of Minnesota. It is regionally and nationally recognized for natural resource education and outreach. The center consists of roughly 2,310 acres within the city limits and includes virgin stands of pine that are over 175 years old.

Lakes and Rivers

Four small lakes and the St. Louis River comprise roughly 595 acres or 2.6% of the community. This existing land use category does not include wetlands. Refer to Chapter 6: Natural and Cultural Resources for additional information.

Fond du Lac Reservation – Tribal or Allotment Land

The western half of the City of Cloquet overlaps with part of the Fond du Lac Reservation. The Reservation guides and controls tribal and allotment land. In addition, as opportunities arise, the Reservation is seeking to buy back additional land on the Reservation that is not currently under Reservation control. In 2007, roughly 4,650 acres of land in Cloquet was under the land use control of the Fond du Lac Reservation.

LIMITATIONS FOR FUTURE DEVELOPMENT

Several factors may limit future development in Cloquet. Natural and cultural features can, or at least should, limit where and how future development occurs. For example, new development should reasonably avoid adversely affecting wetlands, floodplains, creeks, ravines, steep slopes, significant woodlands, historic sites, and other important natural and cultural resources. Refer to Chapter 6: Natural and Cultural Resources for additional information. Future development may also be limited in areas where the City cannot readily or cost effectively provide roads, utilities, and community services. Refer to Chapter 4: Transportation, and Chapter 5: Utilities and Community Facilities, for additional information. Finally, the City's vision may guide the type and location of future development in the city. For example, the City's desire to strengthen the city center may encourage

redevelopment and new high-density housing in the city center, rather than in the outlying, rural areas of the city.

LAND SUPPLY AND DEMAND

Cloquet has an area of roughly 36 square miles. While this may appear to be a relatively large area for the existing and projected population of Cloquet, it is important to note that approximately 57% of Cloquet overlaps with the Fond du Lac Reservation. And roughly 20% of the land in Cloquet is Fond du Lac tribal or allotment land, which is under the land use control of the Fond du Lac Reservation – not the City of Cloquet. The percentage of Fond du Lac tribal or allotment land will continue to grow as the Reservation seeks to buy back land within the Reservation’s jurisdictional boundaries. Furthermore, the Cloquet Forestry Research Center comprises roughly 10% of the community, and wetlands cover roughly 40 percent of the city. While there is sufficient area for the City to grow as anticipated, Cloquet’s land supply is finite. Therefore, it is important that Cloquet guide and use land wisely. Through the year 2027, land north of the St. Louis River and near State Highway 33 will likely experience increased demand for development.

DEVELOPMENT AND REDEVELOPMENT OPPORTUNITIES

Many development and redevelopment opportunities exist in Cloquet. Redevelopment opportunities exist in the city center area (which includes Cloquet Avenue, West End, and potentially part of Dunlap Island) and the area along Highway 33 south of the St. Louis River. Significant development opportunities include future commercial and industrial development in the recently constructed Cloquet Business Park, and future development near Highway 33 north of the St. Louis River. Other major redevelopment and development opportunities include the growth of the Fond du Lac Tribal and Community College and potential future development on the north and south sides of Interstate Highway 35.

GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City’s vision for land use. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions that the City will strive to implement by the year 2027.

Goal: Cloquet’s land use promotes a strong economy, respects natural and cultural resources, and meets human needs.

Objective 3.1: Use land in a manner that promotes a strong economy.

Policy 3.1.a: Where feasible, minimize infrastructure and community services costs by encouraging development and redevelopment in areas currently served by municipal services or in areas that the City can logically provide municipal services.

Policy 3.1.b: Where appropriate, promote well-planned, high employment, mixed-use development in the city center as a means to help enhance the vitality of the city center.

Policy 3.1.c: Respect the rights of existing property owners to continue to use their property in a manner consistent with Cloquet’s ordinances, but at the same time, encourage property owners to bring nonconformities into conformance. Where appropriate, encourage nonconforming uses to relocate to a suitable location within the city.

Policy 3.1.d: Study the feasibility of creating future commercial and/or industrial parks adjacent to Interstate Highway 35 and also west of the airport as identified on the Land Use Plan.

Policy 3.1.e: Strive to develop a master plan for the areas guided for highway commercial and highway commercial / residential mix next to State Highway 33 north of the St. Louis River before allowing significant development in these areas.

Policy 3.1.f: Promote the Cloquet Business Park for commercial and industrial uses that compliment Cloquet's existing commercial and industrial uses. Where appropriate, encourage the relocation of those existing industries in the city center that would function better in the Cloquet Business Park, and that would facilitate redevelopment efforts in the city center.

Policy 3.1.g: Work with the Cloquet Terminal Railroad Company and Sappi to explore the possibility of relocating the railroad repair shop on Dunlap Island to a location closer to the Sappi Plant. If the shop can reasonably be relocated, update the master plan for Dunlap Island to explore redevelopment opportunities.

Objective 3.2: Use land in a manner that is sensitive to the protection of natural and cultural resources.

Policy 3.2.a: In all land use decisions, recognize that Cloquet's natural and cultural resources contribute to the City's high quality of life and to the economy of Cloquet. Seek ways to identify and protect (or sensitively integrate into development) significant natural and cultural resources.

Policy 3.2.b: Where appropriate, encourage preservation of significant natural and cultural resources in Cloquet by promoting infill development and redevelopment on suitable land in the existing urban service area.

Policy 3.2.c: Where appropriate, promote cluster development, conservation design, or other techniques that minimize adverse impacts on significant natural or cultural resources.

Objective 3.3: Use land in a manner that addresses human needs.

Policy 3.3.a: Continue to promote public involvement in all significant land use decisions.

Policy 3.3.b: Ensure that the City has adequate and appropriate land to meet Cloquet's housing needs, including affordable and transitional housing. Explore opportunities to integrate a variety of housing types into the planned mixed residential areas identified in the Land Use Plan.

Policy 3.3.c: Balance the need to guide land for private development with the community's social and cultural needs for public open space, parks, community facilities, and other uses that are important for maintaining and enhancing a high quality of life in Cloquet.

Policy 3.3.d: Ensure that areas guided for growth in Cloquet consider the need for appropriate community facilities. For example, with all new development, consider the need to provide parks and other desirable community facilities.

LAND USE PLAN

This section summarizes and expands on the concepts and actions discussed in the inventory and analysis section, and the goals, objectives, and policies section of this chapter.

OVERVIEW OF FUTURE LAND USES

The following provides an overview of the future land uses designated on the Land Use Plan (see Figure 3-3: Land Use Plan). Detailed parcel data was not available when the Land Use Plan was prepared. Therefore, refer to the Land Use Plan as a general guide. The actual boundaries of the various land uses should generally correspond with lot lines and street centerlines.

Rural Residential

The Comprehensive Plan guides most rural areas in the city (not served by City sewer and water) for rural residential use not to exceed a density of one dwelling unit per five acres. Acceptable land uses in this area include single-family residences; agriculture, parks, open spaces, and essential services such as water towers. Historically, the City required one or two-acre minimum lots for rural residential or agricultural uses not served by public sewer and water. By guiding rural residential uses for five-acre minimum lots, the Comprehensive Plan encourages development in areas of the city that are (or can reasonably be) served by public sewer and water. Five-acre minimum lots also help preserve the rural character of Cloquet, while still allowing reasonable rural residential development.

The Comprehensive Plan envisions that public sewer and water will eventually serve those rural residential areas that are within the anticipated 2027 public sewer and water service boundary (see Figure 3-3: Land Use Plan and Figure 3-4: Phased Sewer and Water Extension and Staged Growth Plan). Consequently, the City encourages new development in areas guided for rural residential use to employ cluster development or conservation subdivision techniques where appropriate. These techniques not only help protect significant natural areas and rural character, but they also can help facilitate cost-effective future extensions of urban services to clusters of development as opposed to scattered development. The City may consider offering density bonuses for development that incorporates these techniques. Refer to the Staged Growth Plan discussed later in this chapter for additional information.

Suburban Residential

The suburban residential land use classification recognizes existing or planned areas for single-family residential use on lots between one and five acres in areas that the City does not anticipate serving with sewer and water before 2027. This area includes existing and planned phases of the Otter Creek Subdivision in south central Cloquet. The Otter Creek Subdivision is bounded on the north and east by Otter Creek, the west by Fond du Lac tribal or allotment land, and the south by Twin Lakes Township. Unlike the rural residential development to the north, the Otter Creek subdivision is outside Cloquet's Drinking Water Supply Management Area (refer to Chapter 5: Utilities and Community Facilities for additional information). Therefore, the Otter Creek Subdivision is a unique subdivision that the City does not anticipate serving with sewer and water before 2027.

Low-Density Residential

The Comprehensive Plan guides most of the area within the anticipated 2027 public sewer and water service boundary for low-density residential use. Acceptable land uses in this area include single-family detached residences, duplexes, twinhomes, religious institutions, parks, essential services, and

other public and semi-public uses that can be sensitively integrated into a low-density residential neighborhood. Low-density residential uses should have a density of one to five dwelling units per acre.

The Comprehensive Plan guides a significant amount of existing agricultural or rural residential land for future low-density residential use. However, as the City prepares detailed plans to provide public sewer and water to these existing rural areas of the city, the City may find that it is not feasible to serve certain existing rural development with public sewer and water. In those cases, the City could possibly amend this Comprehensive Plan and guide those areas for suburban residential use rather than for future low-density residential use.

Moderate-Density to High-Density Residential

The Comprehensive Plan continues to guide existing townhomes, mobile home parks, condominiums, and apartments for moderate-density to high-density residential use. The Plan does not specifically guide additional parcels for moderate to high-density residential use. Rather, it promotes sensitive integration of these uses into the city center, planned mixed residential, and the commercial/residential mixed-use areas described below.

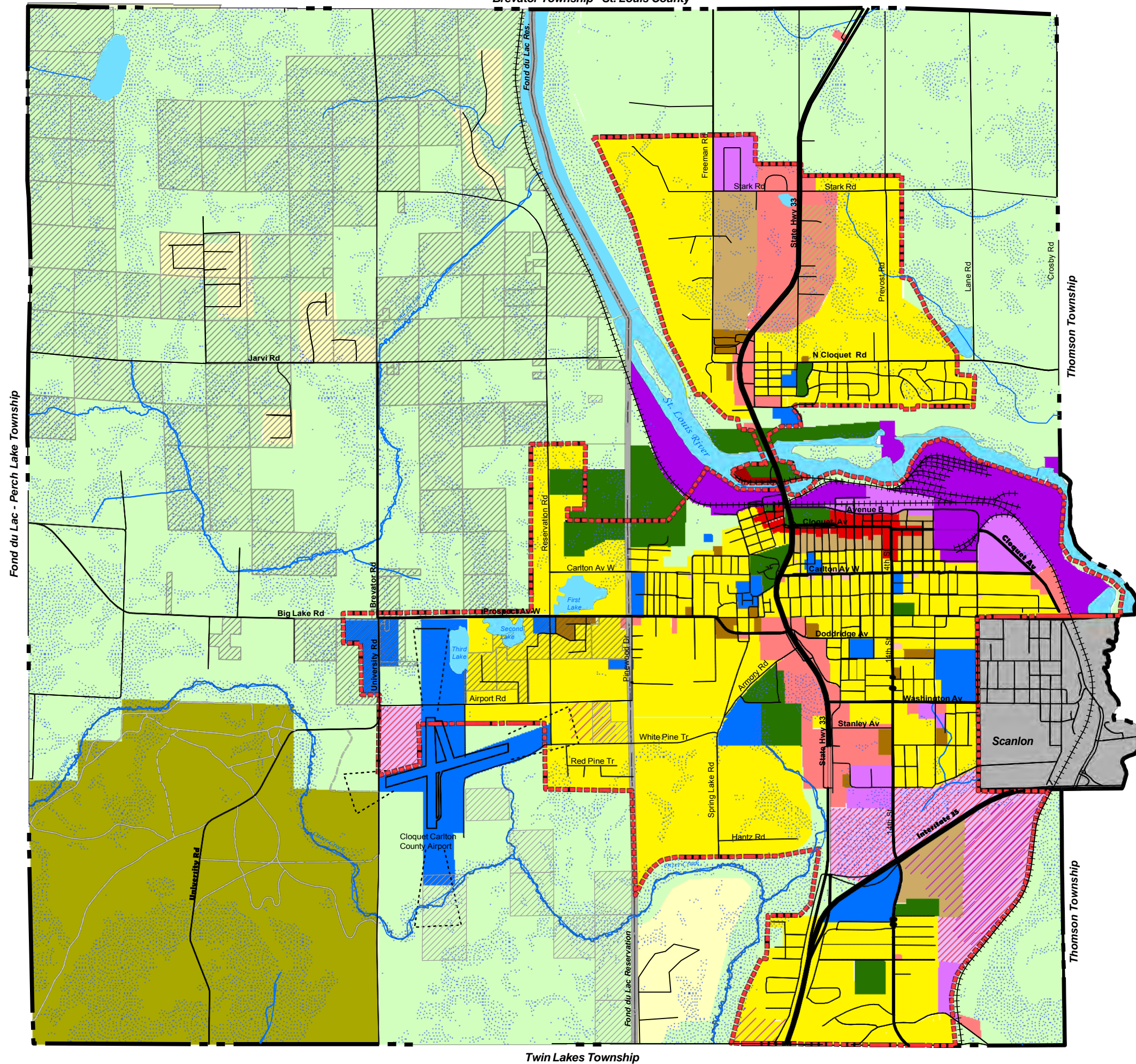
Consistent with the City's current Zoning Ordinance, moderate to high-density residential use allows for a density of 5 to 32 dwelling units per acre. However, the City's Zoning Ordinance and Zoning Map will identify the maximum allowable density for specific parcels in the City.

Planned Mix Residential

The Comprehensive Plan guides several areas in the city for planned mixed residential uses. This land use designation provides opportunities to develop a mixture of housing types and densities within a planned development. Planned mixed residential uses may include single-family detached housing, moderate-density single-family attached housing, and high-density apartments or condominiums carefully integrated into a planned residential development. Within this planned setting, parks, religious institutions, essential services, public and semi-public uses, and a limited amount of neighborhood commercial use, may also be acceptable complimentary uses.

Before allowing any significant development in an area guided for planned mixed residential use, the City should prepare a master plan for the area (or alternatively the City should coordinate with a developer to review the developer's master plan for the area). In general, proposed moderate to high-density residential uses (as well as neighborhood commercial uses) should be considered in the context of a planned unit development that involves at least several acres of land. The City should not permit uncoordinated or spot development in this area that may preclude logical development of the whole area. The following provides a general description of the planned mixed residential areas in the city.

Planned Mixed Residential South of Stark Road. The Comprehensive Plan guides an area south of Stark Road and east of Freeman Road for planned mixed residential use. This area is mostly undeveloped with a mixture of scattered wetlands and upland. Public sewer and water currently serve the Cloquet Business Park to the north and they could reasonably serve this planned mixed residential area as well. The Comprehensive Plan guides the area to the east for highway commercial use and the area to the west for low-density residential use. Consequently, this planned mixed residential area could serve as a transition between the highway commercial use and the low-density residential use. The existing wetlands in this area may provide an attractive amenity and a functional buffer between the various uses in the area.



LAND USE PLAN

- Rural Residential (1 DU/5 Ac) (or Open Space)
- Suburban Residential (1 DU/Ac Max)
- Low Density Residential (1-5 DU/Ac)
- Mod. to High Density Residential (5-32 DU Ac)
- Planned Mixed Residential (Variable Density)
- Neighborhood Commercial
- Highway Commercial
- City Center
- Highway Commercial/Residential Mix
- Commercial-Industrial Reserve
- Light Industry
- Heavy Industry
- Public - Semi Public
- Park or Recreation
- Cloquet Forestry Research Center
- NWI Wetland
- Fond du Lac Band or Allotment Land - See Fond du Lac Reservation Comprehensive Plan
- Interim Mining
- 2027 Urban Service Boundary

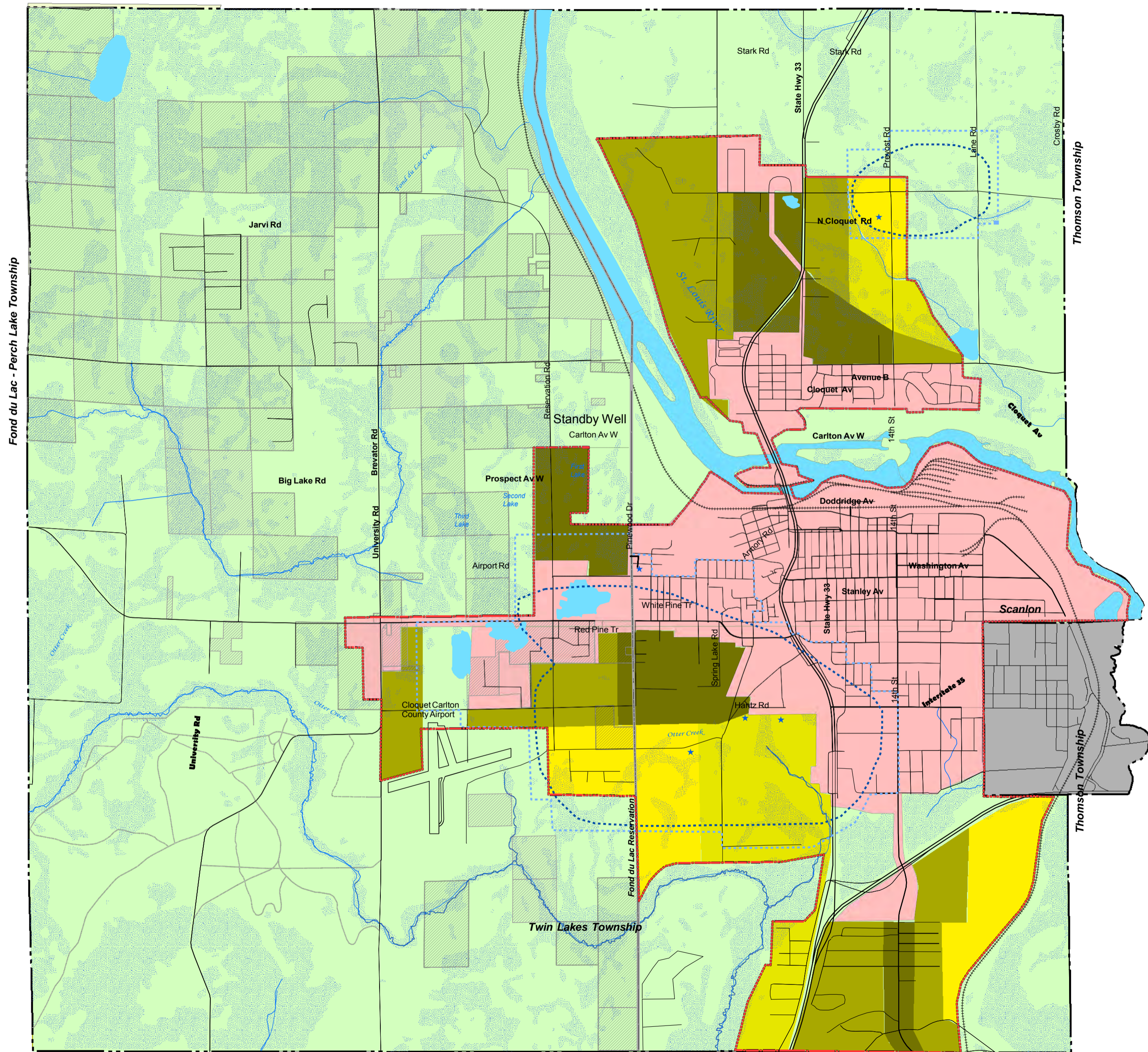


Wetland information based on National Wetlands Inventory data obtained from MNDNR. Roads and railroad data obtained from the City of Cloquet and the MDNR with slight modifications from Sanders Wacker Bergly, Inc. Fond du Lac band and allotment land based on 2007 digital data obtained from Fond du Lac Reservation. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.

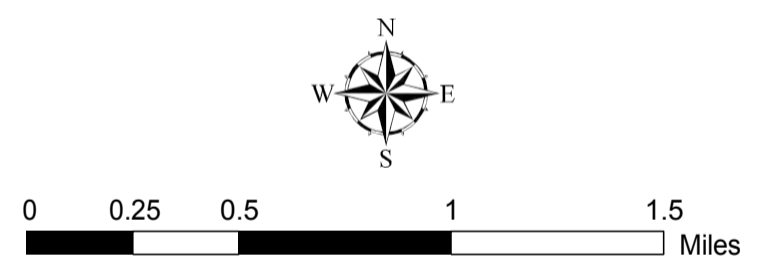
STAGED URBAN GROWTH

Existing Sanitary Sewer/Water Service 2007

Freeman Rd



- Possible Sewer/Water Extension 2007-2012
 - Possible Sewer/Water Extension 2012-2017
 - Possible Sewer/Water Extension 2017-2022
 - Possible Sewer/Water Extension 2022-2027
 - Sewer/Water Not Anticipated Before 2027
 - NWI Wetland
 - Fond du Lac Band or Allotment Land
 - Existing Well 2007
 - Wellhead Protection Area
 - Drinking Water Supply Management Area
 - 2027 Urban Service Boundary
- ★
- ⋯
- ⋯
- ⋯



Wetland information based on National Wetlands Inventory data obtained from MNDNR. Roads and railroad data obtained from the City of Cloquet and the MDNR with slight modifications from Sanders Wacker Bergly, Inc. Fond du Lac band and allotment land based on 2007 digital data obtained from Fond du Lac. This map was prepared by Sanders Wacker Bergly, Inc. in 2007 and is intended for general planning purposes only.

City of Cloquet, MN Comprehensive Plan 2007-2027
 Figure 3-4: Phased Sewer and Water Extension 3-17

Planned Mixed Residential Next to the City Center. The Comprehensive Plan guides an area next to the city center for planned mixed residential use. Existing single-family residences are the predominant existing use in this area, but the area is currently zoned for multiple-family use with a maximum allowable density of 32 dwelling units per acre. Consistent with the current zoning, the planned mixed residential use recognizes single-family residences as an appropriate use, but it also envisions redevelopment of some of the existing single-family residential areas into moderate or high-density residential uses that would help support and contribute to the city center.

Planned Mixed Residential Next to the Fond du Lac Tribal and Community College. The Comprehensive Plan guides the area directly east of the Fond du Lac Tribal and Community College for planned mixed residential use. Some of this area has been (or is being) mined, but it could be developed into another use at the completion of the mining activities. It is particularly important to have a master plan for this area before allowing significant development that could preclude logical future use of the area.

Chapter 5: Utilities and Community Facilities describes the anticipated growth of the Fond du Lac Tribal and Community College. The Minnesota State Colleges and Universities (MnSCU) system has preliminarily indicated that future growth of the college should occur on the west side of 14th Street. However, the planned mixed residential area (on the east side of 14th Street) could potentially meet some future needs of the college. For example, if MnSCU decides to acquire land for a practice football field, the football field could potentially be located directly adjacent to Hilltop Park, thereby creating a synergy between the two recreation facilities. This area could also provide apartments and other residential uses that could serve the students, faculty, and staff of the college. In addition, it could provide a limited amount of neighborhood commercial use, which is lacking in the area.

Chapter 4: Transportation describes the need to improve access to this area from Interstate Highway 35. Potentially, a secondary access could be provided via a frontage road that would connect 14th Street and Highway 45 to the east. However, (if constructed) this road would cross the planned mixed residential area. Furthermore, the Comprehensive Plan identifies a commercial-industrial reserve in the existing mining area to the east. Consequently, it would be helpful to prepare a conceptual master plan for this planned mixed residential area and the future commercial-industrial area before allowing significant development in the vicinity.

Neighborhood Commercial

The Comprehensive Plan guides existing neighborhood commercial uses for continued neighborhood commercial use. The Plan does not specifically guide additional parcels for neighborhood commercial use, but allows the sensitive integration of neighborhood commercial uses into the planned mixed residential uses described above.

Commercial/Residential Mix

The Comprehensive Plan guides an area along the east side of State Highway 33 and north and east of the St. Louis River for a mixture of commercial and residential uses. The Plan recognizes that there is a small amount of existing commercial use in this area and that the highway frontage may provide attractive opportunities for additional commercial uses. However, the Plan envisions that future commercial development in this general area will be concentrated on the west side of Highway 33, not the east side.

The commercial/residential mix on the east side of the highway is intended to allow a mixture of residential uses and complimentary commercial uses. Possible land uses in this area could include moderate to high-density residential uses, convenience stores, restaurants, motels, and other limited commercial uses that may serve surrounding residences and/or highway travelers.

The City, in coordination with the Minnesota Department of Transportation, affected property owners, and other interested parties, should consider developing a conceptual master plan for this area that addresses access issues, future roads (that may include a “backage” road that would run parallel to Highway 33), and a market analysis to determine viable uses for the area.

Highway Commercial

The Comprehensive Plan guides two primary areas for highway commercial use: 1) an area along State Highway 33 south of the St. Louis River, and 2) an area along Highway 33 north of the St. Louis River. The Comprehensive Plan also guides existing scattered highway commercial use on Cloquet Avenue, Washington Avenue, and Big Lake Road for continued highway commercial use. The following provides an overview of the two primary areas for highway commercial use.

Highway Commercial South of the St. Louis River. Most existing highway commercial use in Cloquet is along Highway 33 south of the St. Louis River. This area includes a large discount department store, a grocery store/shopping center, a variety of restaurants and retail shops, motels, a car dealership, and a movie theater. The Comprehensive Plan supports and integrates the recommendations of Cloquet’s 1998 Community Revitalization Plan to improve the existing highway commercial uses in this area. Those recommendations include improving vehicular and pedestrian circulation, integrating the natural landscape into the built environment, redeveloping distressed areas and areas with conflicting uses, and applying design guidelines or standards to existing and proposed development.

Specific recommendations for this area include the following:

- Work with developers and landowners to study the feasibility of relocating the existing concrete block plant and Minnesota Department of Natural Resources facility to more suitable locations in the city. Explore opportunities for commercial redevelopment of the sites.
- Work with the Minnesota Department of Transportation to improve vehicular and pedestrian circulation in the area, particularly at the intersection of Doddridge Avenue and State Highway 33.

Highway Commercial North of the St. Louis River. The Sunnyside area near the intersection of State Highway 33 and North Road (North Cloquet Road) contains several existing highway commercial uses. The Comprehensive Plan supports and integrates the recommendations of Cloquet’s 1998 Community Revitalization Plan to improve the existing highway commercial uses in this area. In addition, the Comprehensive Plan guides a largely undeveloped area on the west side of State Highway 33 north of the existing Sunnyside development for future highway commercial use. The City, in coordination with the Minnesota Department of Transportation, affected property owners, and other interested parties, should consider developing a conceptual master plan for this area that addresses access issues, future roads (that may include a “backage” road that would run parallel to Highway 33), and a market analysis to determine viable uses for the area.

The Comprehensive Plan guides a roughly 1,200-foot deep area on the west side of Highway 33 for future highway commercial use that could accommodate “big box” highway commercial use if desired and feasible. Other smaller highway commercial uses could be integrated around a big box anchor.

The Comprehensive Plan also guides the Cloquet Business Park north of Stark Road for highway commercial use. The business park and the future highway commercial use south of the Stark Road should compliment each other. Potentially, the business park could accommodate primarily office/showroom/warehouse uses, whereas the future highway commercial use to the south could accommodate primarily retail, restaurants, car dealerships, and motels.

An overarching goal of the Comprehensive Plan is to strengthen the downtown area. Consequently, commercial uses that are more suited for the downtown area should be encouraged to locate in the downtown area, whereas true highway commercial uses should be encouraged to locate along the highway.

City Center

The Comprehensive Plan promotes the city center areas shown on the Land Use Plan (see Figure 3-3) as the heart (or center) of the city. These areas provide shopping, entertainment, offices, services, and government facilities. The boundaries and uses of the city center land use generally correspond with the City's C-2, General Commercial zoning district. The Comprehensive Plan supports and integrates the recommendations of Cloquet's 1998 Community Revitalization Plan relating to the city center area. Those recommendations include promoting redevelopment of distressed properties and promoting enhancements to existing buildings, sites, and streets. The city center has three general areas. The following provides an overview of each.

Cloquet Avenue. The Cloquet Avenue area includes City Hall, Carlton County offices, and various commercial and light industrial uses. Existing commercial uses are concentrated along Cloquet Avenue, but 14th Street south of Cloquet Avenue also has some commercial uses. City Hall is located at a prominent location at the intersection of 14th Street and Cloquet Avenue, but the existing Carlton County offices are located in two separate buildings on Avenue B and Avenue C. A scattering of light industrial uses are located between Avenue B and Cloquet Avenue.

The Comprehensive Plan promotes working cooperatively with existing industrial uses south of Avenue B to relocate those uses to the Cloquet Business Park on Stark Road. This would allow redevelopment of those sites for uses that are more compatible with the city center. Some light industry that provides high employment without adversely affecting surrounding commercial uses may be appropriate along Avenue B and Avenue C. Carlton County may explore opportunities for enhancing or expanding County offices in the city center. Although the Comprehensive Plan promotes commercial and civic uses along Cloquet Avenue, housing (particularly housing above commercial uses) is also a desirable use in the city center.

West End. The West End area is Cloquet's historic downtown. It has a unique mixture of uses and architecture that reflect a traditional downtown character. The Comprehensive Plan promotes continued mixed use of this area with an emphasis on small specialty shops and residential uses above commercial uses. It also promotes enhancing the connections between Cloquet Avenue, West End, and Dunlap Island.

Dunlap Island. Voyageur's Park and Spafford Campground occupy most of Dunlap Island, but commercial, industrial, and residential uses also exist on the island. Consistent with the 1986 Dunlap Island Redevelopment Study, the Comprehensive Plan recommends working cooperatively with the Cloquet Terminal Railroad Company and Sappi to explore the possibility of relocating the existing railroad repair facility on the island to a location closer to the Sappi plant. If the repair facility could be relocated, it would free an area for possible redevelopment that could include historical exhibits (as recommended by the 1986 Redevelopment Study) or it could include a mixture of public space and

specialty shops that would be an extension of the West End area. If preliminary discussions between the City and Sappi yield reasonable possibilities for relocating the repair facilities, then the City should revisit or update the 1986 Redevelopment Study as needed or desired.

Commercial-Industrial Reserve

The Comprehensive Plan identifies three commercial-industrial reserves in the city. The reserve status indicates that these areas may be suitable for future commercial and/or industrial development should conditions warrant. In the meantime, these areas would continue to be used for interim mining, open space, or rural residential use.

Commercial-Industrial Reserve South of Interstate Highway 35. The Comprehensive Plan shows a commercial-industrial reserve south of Interstate Highway 35. This area is currently being mined, but at the completion of mining activities, it may provide an excellent opportunity to develop a commercial and/or industrial park that would have convenient access to the railroad and Interstate Highway 35. Some future uses could potentially have a synergistic relationship with the Fond du Lac Tribal and Community College. Consequently, it would be helpful to prepare a conceptual master plan for the area before allowing significant development in the vicinity.

Commercial-Industrial Reserve North of Interstate Highway 35. The Comprehensive Plan identifies a commercial-industrial reserve on the north side of Interstate Highway 35. Although wetlands may cover much of this area, the proximity of this area to Highway 35 makes it attractive to potential commercial and industrial development. In guiding this area as a commercial-industrial reserve, the City acknowledges that if conditions warrant (and if wetland, access, and other issues can be adequately addressed) then this area may be suitable for certain commercial or industrial development in the future.

Airport Commercial-Industrial Reserve. The Comprehensive Plan identifies an area west of the airport as a commercial-industrial reserve. Pending a market analysis and detailed studies, the Plan suggests this area could be suitable for industrial and/or commercial uses that would benefit by their relationship to the airport and/or Fond du Lac Tribal Center.

Light Industry

The Comprehensive Plan guides several areas in the city for light industrial use. For the purpose of this Comprehensive Plan, light industries differ from heavy industries in that they are smaller operations that generally do not create excessive noise, smells, or traffic concerns.

Existing Light Industry. There are several areas of existing light industrial uses in Cloquet, including the Tall Pine Industrial Park, and scattered industrial uses along Cloquet Avenue, Avenue B, Avenue C, and Washington Avenue. With the exception of the existing industrial uses south of Avenue B and adjacent to the city center, the Comprehensive Plan continues to guide existing light industrial use for future light industrial use. The Plan promotes working cooperatively with existing industrial uses south of Avenue B to relocate to the Cloquet Industrial Park on Stark Road as may be desirable.

Cloquet Industrial Park on Stark Road. The Cloquet Industrial Park on Stark Road was constructed in 2006-2007 and provides roughly 55 acres of land for industrial development. The City will continue to promote this area for future industrial development. Before the industrial park nears capacity, the City will consider other opportunities for additional industrial development in the city, including potential future industrial parks south of Interstate Highway 35, north of Interstate Highway 35, and adjacent to the airport industrial park as described earlier.

Heavy Industry

Consistent with the City's Zoning Map, the Comprehensive Plan guides existing heavy industries for continued heavy industrial use. These areas include the Sappi plant and the USG plant.

Public / Semi-Public

The Comprehensive Plan guides existing government facilities, schools, cemeteries, and medical facilities for continued public and semi-public use. Religious institutions may also be considered a public or semi-public use, but the Land Use Plan does not specifically show these uses. In general, public and semi-public uses can be developed anywhere in the city where they can be sensitively integrated into their surroundings.

Parks

The Comprehensive Plan guides existing parks for continued park use. The Land Use Plan does not identify specific parcels for future parks in the City. However, Chapter 5: Utilities and Community Facilities describes general areas where the City may consider developing additional parks in the future. In general, parks can be developed anywhere in the city where they can be sensitively integrated into their surroundings.

Private Golf Course

The Comprehensive Plan guides the Cloquet Country Club for continued use as a private golf course. Low to moderate-density housing associated with the golf course is also an acceptable use for this land use designation.

Cloquet Forestry Research Center

The Comprehensive Plan continues to guide the Cloquet Forestry Research Center for continued use as a research center.

Interim Mining

The Land Use Plan identifies (with a hatch overlay) several areas in the city where existing mining activities are occurring. These areas are acceptable for interim mining use. At the completion of the mining activities, the Land Use Plan guides the area for a long-term future use such as planned mixed residential or industrial use.

Fond du Lac Tribal or Allotment Land

The Fond du Lac Reservation is responsible for land use decisions relating to Fond du Lac tribal or allotment land. Cloquet's Land Use Plan (see Figure 3-3) identifies (with a hatch overlay) the existing tribal or allotment land present in early 2007. As a general reference, the Land Use Plan also shows general land uses for the tribal land. While the land uses shown are intended to be consistent with the Reservation's Land Use Plan, it is important to contact the Reservation for detailed and accurate information regarding tribal or allotment land within the corporate boundaries of Cloquet.

PHASED PUBLIC SEWER AND WATER EXTENSION AND STAGED URBAN GROWTH

The Comprehensive Plan encourages development and redevelopment in areas of the city currently served by public sewer and water, but the Plan also recognizes the need for staged growth outside the current public sewer and water service boundary. Figure 3-4: Phased Sewer and Water Extension and Staged Urban Growth identifies general areas and target dates for public sewer and

water extensions in the city. Sewer and water extension and the growth of the city are generally synonymous. As the City extends sewer and water to rural, relatively undeveloped areas of the city, it opens up land for development at urban densities. Yet, the Comprehensive Plan also promotes extending sewer and water to existing subdivisions (or clusters) of development that are not currently served by public sewer and water. Those existing subdivisions may experience relatively little growth, even after they have access to public sewer and water.

Phased Extension of Sewer and Water to Existing Rural Development

There are two primary concerns relating to existing rural development in the city. First, existing onsite systems are aging and some are presumably failing or will fail in the future. Therefore, the City must be concerned with the health of its residents and the health of the natural environment. Second, the reduced tax rate for rural development that the City does not serve with public sewer and water is straining the City's ability to provide cost effective services to all.

The City will strive to address these concerns by exploring opportunities to provide phased extension of public sewer and water to existing rural development. The City will strive to communicate openly with property owners regarding the potential extension of public sewer and water. Potentially, some property owners in existing rural developments may be able to subdivide their property once their property is served with public sewer and water.

Most cities struggle with decisions relating to how and when to extend public sewer and water to existing rural development. There will always be property owners who have failing systems and who would like to have access to public sewer and water before they need to repair their failing systems. But there will also be property owners who recently invested thousands of dollars in upgrading their systems and do not desire to be on public sewer and water. There is rarely an easy time to extend public sewer and water to existing rural development. However, to delay implementing a phased extension plan may (for some existing rural neighborhoods) simply delay the inevitable and may cost the property owners and the City more in the end.

Future Development in Areas not served by City Sewer and Water

Cloquet has traditionally required a minimum one to two-acre lot size for rural development with onsite sewer and water. However, this Comprehensive Plan guides most future rural development in the city for five-acre minimum lots. The Comprehensive Plan also encourages cluster development and conservation subdivision techniques, which could include density bonuses. This approach is intended to help protect the natural environment and rural character of Cloquet and help facilitate logical extension of public sewer and water to these areas at an appropriate future date. Also, by requiring a minimum lot size of five acres for rural development, the City is, in essence, encouraging development and redevelopment efforts in areas currently served by public sewer and water.

Extension of Sewer and Water to Land Controlled by the Fond du Lac Reservation

At the request of the Fond du Lac Reservation, the City of Cloquet extended public sewer and water to certain properties controlled by the Reservation. The City will likely receive additional requests for sewer and water extensions as the Fond du Lac Reservation continues to develop and grow. Given the checkerboard pattern of land use control in the area, it is imperative that the City of Cloquet and the Fond du Lac Reservation coordinate on future land use decisions to ensure that development occurs in a manner consistent with the visions expressed by both communities.

Decisions to extend sewer and water to a property controlled by the Fond du Lac Reservation should not only consider the costs and benefits to the subject property, but it should also consider costs and

benefits to the City of Cloquet as well as the surrounding properties that may not be controlled by the Reservation. Representatives from the City of Cloquet and the Fond du Lac Reservation should meet periodically to review long-range plans that may involve the extension of Cloquet's sewer and water to property controlled by the Fond du Lac Reservation. Before any significant future extensions are considered, the Fond du Lac Reservation and the City of Cloquet (in coordination with the Western Lake Superior Sanitary District) should prepare and adopt a plan that identifies policies and suitable areas for sewer and water extensions. The plan would help ensure that future requests to extend sewer and water are consistent with Cloquet's Comprehensive Plan and in the best interest of the City and the Reservation.

The City of Cloquet and the Fond du Lac Reservation have a unique relationship. Unlike a township that could potentially merge with a city, the Fond du Lac Reservation is a sovereign nation. Consequently, as the Reservation continues to develop and grow, it may explore other opportunities to provide its residents and businesses with safe and reliable sewer and water services. Chapter 9: Intergovernmental Cooperation discusses opportunities for the City of Cloquet and the Fond du Lac Reservation to cooperate on sewer and water issues as well as other issues.

Demand for City Sewer and Water outside the City Limits

Residential, commercial, and industrial growth is occurring outside Cloquet, particularly in Twin Lakes Township. Planned industrial development near the intersection of Interstate Highway 35 and State Highway 210 will require public sewer and water that Twin Lakes Township cannot supply, but that the City of Cloquet or the City of Carlton could potentially supply. In general, many cities are hesitant to extend public sewer and water to a development outside the city unless there is a date certain for annexation of the development served or unless extending public sewer and water to a development will help resolve critical health issues associated with the development.

The City of Cloquet and its neighbors will cooperatively address the best way to handle growth pressure in the rural areas outside Cloquet and Carlton. Cloquet does not have direct control over land use decisions outside the city, but the City can control the conditions associated with extending its services to areas currently outside the city. Cloquet will carefully evaluate the costs and benefits relating to any requests to extend City sewer and water outside the current city limits. The City will only extend services if it is in the best interest of the community and region.

Chapter 4

Cloquet Transportation Plan Update

Vision, Goal Statement and Recommendations Document

November 18, 2014

Prepared for:

The City of Cloquet

Thank you to:

Cloquet Transportation Plan Update Committee

Cloquet Area Chamber of Commerce Trail Committee

Arrowhead Regional Transportation Advisory Committee

Cloquet Active Transportation Coalition

Cloquet HIA Supporters

Prepared by:

Arrowhead Regional Development Commission

Regional Planning Division



**Cloquet Transportation Update
Vision, Goal Statement and Recommendations Document
November 18, 2014**

Cloquet's Transportation Vision

Cloquet will be a community with a safe, well maintained, interconnected and inclusive transportation system that accommodates automobiles, freight haulers, trains, transit, pedestrians, bicyclists, and general aviation and provides opportunities to all Cloquet residents and visitors to move around the City with ease by all travel modes.

The transportation system will strive for safe and convenient access to destinations, including major employers and retail businesses.

The transportation system improvements will be well planned and be fiscally responsible while taking advantage of multiple funding sources and opportunities.

When being planned, the transportation system will consider the needs of the City's neighbors, including the Fond du Lac Band of Lake Superior Chippewa, the City of Scanlon, Carlton County and surrounding townships.

Goal Statement and Recommendations

The Cloquet Transportation Committee has developed the following goal statements based on an initial list of project recommendations identified in the 2007 Transportation Section, the Northeast Carlton County Bicycle Route Plan, and Cloquet Safe Routes to School Plan (2013). Other than the following overall goal, the goals are separated by mode of transportation. Note that many recommendations are multi-modal in nature.

The Cloquet Comprehensive Plan Transportation Section Update Health Impact Assessment (HIA) It should be noted that the transportation section update benefited by a concurrent HIA process. The HIA focused on the public health impacts of transportation in Cloquet through additional community engagement and research activities. The assessment and recommendations for mitigating health impacts focused on three areas of transportation: 1) street intersections, 2) bicycle connectivity, and 3) sidewalk snow removal. The assessment was conducted by the ARDC and Carlton County Public Health and Human Services. The HIA report document can be viewed at: <http://www.arrowheadplanning.org/cloquetupdate>

Overall Goal

Goal Statement: *The City of Cloquet will have an updated and relevant transportation plan.*

Recommendations

1. Annual Review: Cloquet transportation staff/committee members will annually review this plan and reassess its goals, recommendations, and action steps. Additions, eliminations and changes can be made.
 - a. Staff and committee members will be called together by the City Planner to review the document and recommend changes.
 - i. Responsible Party: City Planner
 - ii. Timeframe: Ongoing, annually
 - iii. Cost: Low
 - b. The annual review will be presented to the City Council. This should be done prior to the summer construction season. The Council would be asked to approve changes.
 - i. Responsible Party: City Administrator
 - ii. Timeframe: Ongoing, annually
 - iii. Low
2. Annual Area Transportation Meeting
 - a. Cloquet officials will meet annually with their peers in the area to discuss transportation. Attendees should include representatives of Cloquet, Scanlon, Thomson Township, the Fond du Lac Band, Carlton County, and MnDOT. Other entities that could participate would be the City of Carlton, the Cloquet Active Transportation Coalition and the Cloquet Area Chamber of Commerce Trail Committee. Each entity should present their upcoming projects to create full awareness. Discussions of future projects should also occur. Maintenance strategies could be discussed as well. This meeting will help Cloquet to keep its transportation plan current and is important for long-term transportation planning and coordination among entities.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Ongoing, annually
 - iii. Cost: Low

Key to Recommendations:

Timeframes

Short-term = 1 to 5 years

Mid-term = 5 to 10 years

Long-term = 10 or more years

Costs

Low = Very little funding needed, unlikely to need non-city funding

Medium = Some funding needed, may require non-city funding

High = Significant funding needed, will almost certainly need state or federal funding assistance

Motor Vehicles

Goal Statement: The City of Cloquet will maintain a safe street system with convenient motor vehicle access to major destinations including employers and local businesses. The City will address historically congested and poor performing intersections and expand the street system when appropriate while balancing the needs of other road users.

Recommendations

1. Road Design Standards: The City will strive to evaluate, and modify if necessary, its road design standards to ensure that its roads are safe, cost effective, attractive, and accessible by other modes and environmentally sensitive. This evaluation should consider the implementation of a Complete Streets policy for the City. The policy should be developed in a collaborative, inclusive process. Stormwater regulations will need to be accounted for in that process.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
2. Road Maintenance: Develop and implement an objective process for maintaining City roadway surface.
 - a. The City should set and use performance measures to determine priority roads (traffic amounts, existing conditions, road use) for pavement maintenance. This process should be a part of the City's five year roadway plan.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
 - b. The City should use a prioritization process to determine longer term road needs (five to 20 years). City staff should develop a recommended process and the City Council should approve it. Processes used by other cities could be researched.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: Low
3. Road Access to southwest Cloquet: The City should seek out a route to parallel Big Lake Road to the south. This corridor should safely connect with Highway 33, creating better access to the southwest Cloquet neighborhood and easing pressure on the Big Lake Road/Doddridge Avenue/Highway 33 intersection.
 - a. The preferred parallel route could be an extension of Airport Road to Armory Road. The City should monitor traffic, following 2014 reconstruction of Highway 33, and determine if intersection pressure in that area warrants further study. The results of the Corridor Management Plan may contribute to this decision as well.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: High

4. Highway 33 Corridor Improvements: The City, County, Band and State are participating in a corridor management study of Highway 33 in Cloquet. It is expected that the study will recommend significant changes to the roadway. The City should ensure stakeholder and citizen participation in the study process. The City should work to ensure that recommendations in the study are feasible and implementable.
 - a. The City should work with its partners to implement Highway 33 Corridor Management Plan. Cloquet should participate in the process and contribute information and ideas.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: Medium
5. Road Beautification: The City, in consultation with the MnDOT, Carlton County, and the Fond du Lac Reservation, should explore opportunities to beautify the primary road corridors in Cloquet, which include State Highway 33, Cloquet Avenue, Big Lake Road, and 14th Street.
 - a. Cloquet should make road appearance a priority in transportation discussions, including at the Annual Area Transportation Meeting (see Overall Recommendations).
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: Medium
6. Road Clearing: Develop a procedure for sweeping wood chips, debris, and gravel from the streets and shoulders, especially those designed as bicycle and pedestrian routes. Those routes also should have shoulders that are kept free of snow.
 - a. City staff should work with local stake holders to prioritize routes and set a sweeping schedule.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: Low
7. Road Access to Southeast Cloquet: The City of Cloquet, the Minnesota Department of Transportation (MnDOT), representatives from the Minnesota State Colleges and Universities (MnSCU), private property owners, and other interested parties should coordinate to explore opportunities to enhance access from Interstate Highway 35 to the southeast corner of Cloquet.
 - a. Road Access to Southeast Cloquet: One possible solution is to develop a road on the east (or south) side of Interstate Highway 35 from State Highway 45 to 14th Street, but other solutions could also be explored. This possibility will not be a priority until the gravel mining operation located there closes. The City should monitor the industry in that area and be ready to act when the business is no longer viable. Current City code

requires that the industry leaves the land viable for future use and an easement is in place.

- i. Responsible Party: City Planner
 - ii. Timeframe: Ongoing/Long-term
 - iii. Cost: High
- b. The City should monitor residential/commercial development proposals in southeast Cloquet and be ready to use development as a means to create better connectivity in the area.
- i. Responsible Party: City Planner
 - ii. Timeframe: Ongoing/Long-term
 - iii. Cost: Medium

Freight (Roadway)

Goal Statement: *The City of Cloquet will work with industry partners to maintain a street system that is safe and efficient and meets the year-round freight needs of Cloquet industries with limited impact to residences and landowners adjacent to freight routes.*

Recommendations

1. Cloquet should strive to see that freight routes are routinely cleaned to remove debris that would hinder other road users.
 - a. If the St. Louis River Trail extends into and through Cloquet using the shoulders of County Highway 45/Cloquet Avenue and Avenue B, the City should meet with the local wood products industries and haulers to determine if anything can be done to limit wood debris on those road shoulders.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term
 - iii. Cost: Low
 - b. Cloquet could potentially clean bike route shoulders with specialized equipment (see Recommendation Pedestrian 3-b)
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Mid-Term (need to designate routes first)
 - iii. Cost: Medium
2. Ensure heavier trucks are utilizing appropriate routes to maintain the integrity of the street system.
 - a. The City should act on heavy truck issues as they are identified by staff or the public.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Ongoing/Short-term
 - iii. Cost: Low
3. Ensure appropriate routes are maintained to a level that can adequately handle heavy loads
 - a. The City should include heavy truck usage as part of the road maintenance performance measures (see Motor Vehicle Recommendation 7-a)
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Low

4. Strive to change the land use of 18th Street truck route area from residential to high density residential/mixed use commercial.
 - a. The City should continue to enforce the current zoning (high density residential) and consider adding commercial as mixed use.
 - i. Responsible Party: City Planner
 - ii. Timeframe: Mid-Term
 - iii. Cost: Low
 - b. The City's Economic Development Authority (EDA) should work to redevelop this area to better meet its current zoning.
 - i. Responsible Party: Community Development Director
 - ii. Timeframe: Mid-Term
 - iii. Cost: Medium

Pedestrians

Goal Statement: The City of Cloquet will provide a safe, interconnected and convenient year-round pedestrian system that accesses all neighborhoods and includes routine planned maintenance of the existing sidewalks and on-street designated routes, and works towards a fully ADA compliant system for improved pedestrian mobility.

Recommendations

1. Strive to have sidewalks identified in the Cloquet Active Transportation Coalition walk/bike brochure (2013) and Safe Routes to School Plan (2013) prioritized for surface maintenance and accessibility improvements. These include portions of:
 - a. 14th Street, Big Lake Road, Carlton Avenue, Doddridge Avenue, State Hwy 33, Washington Avenue, Cloquet Avenue and Slate Street
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Medium
2. Establish a long-term sustainable City sidewalk plan for maintenance and improvement of the sidewalk network. Prioritize sidewalk improvements within the school zones and within central Cloquet area.
 - a. Develop a City sidewalk conditions database to assist with capital improvement planning. Assessment is currently underway (August 2014). The assessment will be given to the City staff to use in determining investments.
 - i. Responsible Party: City Engineer, Cloquet Active Transportation Coalition, ARDC
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
 - b. Work to address sidewalk curb ramp compliance with the Americans with Disabilities Act. Determine priority ramp locations and develop a program to reconstruct them. The assessment should identify residences of people with mobility restrictions.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Medium

3. Develop a policy, plan and procedure for sidewalk snow removal in the City. Priority should be given to 14th Street, Big Lake Road, Carlton Avenue, Doddridge Avenue, State Hwy 33, Washington Avenue, Cloquet Avenue and Slate Street.
 - a. Cloquet should encourage land owners to clear the sidewalks adjacent to their properties. This could be a marketing effort and could use the area's civic clubs and other organizations to promote the idea. This effort could be in conjunction with a campaign to have citizens shovel out fire hydrants as well.
 - i. Responsible Party: City Planner
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
 - b. The City should enact a policy to have City staff clear priority sidewalks within two days of the end of a snow event. This may require the purchase of a multi-use trail and sidewalk maintenance vehicle that would be used to clear sidewalks and paved trails. The machine could be used in many other City activities including the watering and trimming of vegetation and other general tasks.
 - i. Responsible Party: City Engineer and Parks Department
 - ii. Timeframe: Short-Term (mid-term if Recommendation Bicycles 2-K were to happen)
 - iii. Cost: Medium
4. Cloquet should work to meet the needs of pedestrians, bicyclists, those with less mobility, seniors and young families on the Highway 33 corridor. The City should also work with MnDOT to implement this plan's Recommendation Bicycle 2-F, the construction of a Ped/Bike facility on the west side of Highway 33 between Big Lake Road and Carlton Avenue.
 - i. Responsible Party: City Engineer, MnDOT
 - ii. Timeframe: Mid-term
 - iii. Cost: High
5. Cloquet should work with the Active Transportation Coalition to implement, and evaluate a Complete Streets policy that addresses the needs of all modes, including motor vehicles, bicycles, and pedestrians. The policy will guide new road corridor development and roadway reconstruction. The policy should be developed in a collaborative, inclusive process. Stormwater regulations will need to be accounted for in that process.
 - i. Responsible Party: City Engineer, Active Transportation Coalition
 - ii. Timeframe: Mid-term
 - iii. Cost: Low (to adopt policy)

Bicycles

Goal Statement: The City will create safe, convenient and accessible local connections to established trails and define on-street routes to all neighborhoods with routine maintenance and supportive infrastructure which meets the needs for all bicyclists and balances recreational and transportation travel needs.

Recommendations

1. Accommodate bicyclists on all streets, especially 14th Street, 22nd Street, Big Lake Road, Carlton Avenue, Cloquet Avenue, Doddridge Avenue, Highway 33 and Washington Avenue. Part of this accommodation would be a part of a Complete Streets Policy (also see Pedestrian Recommendation #5).
 - a. Examine priority routes for opportunities to eliminate barriers to bicycling. Determine a course of action to eliminate those barriers. Also use public input to determine if there are other routes that need improvements.
 - i. Responsible Party: City Engineer and Cloquet Active Transportation Committee
 - ii. Timeframe: Ongoing/Short-Term (to determine course of action), Mid-Term (to eliminate barriers)
 - iii. Cost: Low (to determine course of action), Medium (to eliminate barriers)

2. Implement the Northeast Carlton County Bicycle Route Plan¹ recommendations within the City's jurisdiction:
 - a. Support the extension of the St. Louis River Trail north of Interstate 35 to the intersection of County Highway 45 and County Highway 61, and through Scanlon River Park, to connect Cloquet to the Willard Munger Trail.
 - i. Responsible Party: Cloquet, Scanlon, Chamber of Commerce Trail Committee, ARDC
 - ii. Timeframe: Short-Term
 - iii. Cost: Low (design), High (construction)

 - b. Examine the opportunity to develop Tall Pine Lane through Scanlon between Highway 45 and 22nd Street as a roadway that accommodates bicycles at a high level (either a separate facility in the corridor or using striping and signage) and as a paved off road bicycle trail in Cloquet between 22nd Street and 14th Street.
 - i. Responsible Party: City of Scanlon, City of Cloquet, BNSF Railway, Chamber Trails Committee, ARDC
 - ii. Timeframe: Short-Term
 - iii. Cost: Low (design), High (construction)

Recommendations 2a and 2b are proposed by the Chamber Trails Committee to be part of a community design process that would seek a feasible route for the St. Louis River Trail through Scanlon to Cloquet. The same process will address Tall Pine Lane and its potential as a bike corridor from Highway 45 to 14th Street. Cloquet should:

- *Help supply the necessary local match for the grant that funds the design*
- *Participate in the design process*

¹ Go to www.arrowheadplanning.org/ne_carlton_bike_routes for full details

- c. Sign, stripe (as appropriate), and maintain the bicycle routes promoted by the Cloquet Active Transportation Coalition and shown on their community walking and biking map.
 - i. Responsible Party: City Engineer, County Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: Medium

- d. Add an on-street bike route on the eastern portion of Cloquet and the western edge of Scanlon. Including 22nd Street in the bike network would accommodate this connection and would be a good link to the potential Tall Pine Lane route. Adding the eastern portion of Carlton Avenue to the network would also help connectivity.
 - i. Responsible Party: City Engineer, City of Scanlon
 - ii. Timeframe: Mid-Term (depends on Scanlon's Tall Pine Lane's development process)
 - iii. Cost: Medium

- e. Develop a connection between the terminus of the Fond du Lac Band's Big Lake Road trail and Carlton Avenue in Cloquet. A potential striped and signed bike route would use Big Lake Road (parking would need to be prohibited for the short stretch west of the trail terminus), Birch Street, Carlton Avenue and Park Avenue.
 - i. Responsible Party: City Engineer, Fond du Lac
 - ii. Timeframe: Short-Term
 - iii. Cost: Medium

- f. Connect Pinehurst Park to Doddridge Avenue. Work with MnDOT to construct a bike/ped facility on the west side of Highway 33 between Carlton Avenue and Big Lake Road/Doddridge Avenue. This area may also need to accommodate some motorized uses, including snowmobiles needing access trails from lodging facilities.
 - i. Responsible Party: City Engineer, MnDOT
 - ii. Timeframe: Mid-Term
 - iii. Cost: High (Note: City may not be solely responsible)

- g. Support the development of a connection from Fond du Lac Tribal Headquarters to Black Bear Casino Resort. A potential route would use the newly created wide shoulders of Cartwright Road, Moorhead Road, and the Casino's rear access road. The Band is the lead entity on this effort with the City's and County's support.
 - i. Responsible Party: Fond du Lac, Carlton County, City of Cloquet
 - ii. Timeframe: Long-Term
 - iii. Cost: High (Note: May not require City funding)

- h. Support the development of a connection from Black Bear Casino Resort to County Highway 3. Work with the Band, MnDOT and Carlton County to improve the Moorhead Road bridge, a narrow structure with low walls, over Interstate 35.
 - i. Responsible Party: Band, County, MnDOT
 - ii. Timeframe: Long-Term

iii. Cost: High (Note: May not require City funding)

- i. Designate and sign County Highway 3 as a bike route. Work with Carlton County to have “Sharrows” and signage be placed on 14th Street between Avenue B and Washington Avenue and striped and signed bike lanes be added to 14th Street between Washington Avenue and Highway 45.
 - i. Responsible Party: County, City
 - ii. Timeframe: Short-Term
 - iii. Cost: Medium

- j. Construct a better connection to North Cloquet over the St. Louis River. The solution could be a new bridge over the river between North Cloquet and downtown or enhancement of the existing ATV trail bridge to accommodate bicycles. The existing bridge is administered by the Minnesota Department of Natural Resources (MnDNR).
 - i. Responsible Party: City Engineer
 - ii. Timeframe Long-Term
 - iii. Cost: High

- k. Examine the need, opportunity, benefits and barriers to the creation of a regional active transportation/recreation/trails joint powers board. This board would administer, maintain, plan, construct and promote trails in northeast Carlton County. It would be an official body with powers to make decisions, raise funds, enter contracts and apply, receive, and administer grants.
 - i. Responsible Party: Cloquet Area Trails Committee
 - ii. Timeframe: Short to Mid-Term
 - iii. Cost: Low (examination), Medium (implementation)

A Regional Trail Joint Powers Board (Rec. k)

Partners could include:

- Carlton County (St. Louis River Trail, Esko trails, designated bike routes)
- City of Cloquet (multiple paved trails, unpaved trails, future designated bike routes)
- Fond du Lac Band (paved trail, future designated bike routes, future unpaved trails)
- City of Carlton (St. Louis River Trail, Munger connection routes)
- Thomson Township (Esko trails, future mountain bike trails)
- City of Scanlon (unpaved trails, future St. Louis River Trail, future designated bike routes)

Benefits could include

- Single staff
- Shared equipment
- Stronger grant applications
- Forum for multi-jurisdictional planning
- Moves fund raising and maintenance responsibilities away from local governments without removing local control and input
- Single point of contact for users, user groups and landowners
- Increased/collaborative marketing

Concerns could include:

- Loss of direct control
- Another layer of government to negotiate
- Will not necessarily reduce costs to local governments and tax payers

Public Transit

Goal Statement: The City will work closely with Cloquet area transit providers to promote and increase the public's awareness and understanding of the transit services in order to increase ridership.

Recommendations

1. The City will continue to support the missions of Arrowhead Transit, Fond du Lac Transit and other forms of public transportation. The City will encourage transportation providers and government programs to ensure that public transit provides convenient access to residents and that it adequately serves the needs of those commuting to and from Cloquet.
 - a. The City will create an informational flyer and a web page describing transit options for the public in the Cloquet area. It should include Arrowhead Transit, FDL Transit, Taxis, LCS, volunteer services, and other services. It will include long distance and commuter options. The information should be updated regularly and distributed to residents and businesses.
 - i. Responsible Party: City Planner, Cloquet Active Transportation Coalition
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
2. The City will work with partners to encourage carpooling and opportunities to expand use of the Scanlon Park and Ride.
 - a. Inventory carpool parking lots, including private lots, and distribute the information to the community.
 - i. Responsible Party: Cloquet Active Transportation Committee
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
 - b. Explore ways to incentivize use of transit.
 - i. Responsible Party: Cloquet Active Transportation Committee
 - ii. Timeframe: Short-Term
 - iii. Cost: Low
 - c. Explore bike sharing at park and ride lots. Develop a program to have new or refurbished bicycles at park and ride lots so users can start and complete their journeys to and from destinations without needing a motor vehicle or a long walk. This program could be a collaborative program with neighboring communities.
 - i. Responsible Party: Cloquet Active Transportation Committee
 - ii. Timeframe: Mid-Term
 - iii. Cost: Low

Railroad

Goal Statement: The City will work towards long-term viability of rail traffic in Cloquet by reducing barriers to industrial rail movement while keeping railroad crossings safe for other street users and limiting the impact on the community.

Recommendations

1. The City will work with the Cloquet Terminal Railroad Company and Sappi to explore the possibility of relocating the existing repair shop on Dunlap Island to a location closer to the Sappi facility.
 - a. Discussions should occur that seek to find a fair and desirable situation for all parties. The City should seek out ways to incentivize the move.
 - i. Responsible Party: City Engineer and/or Planner
 - ii. Timeframe: Short-Term
 - iii. Cost: Low (planning), Medium (implementation)
2. The City will continue to coordinate with the railroad companies and Minnesota Department of Transportation to address railroad issues (ex. crossings) that may arise in the City.
 - a. The City should apply for funds through MnDOT to install crossing arms on main railroad line at Broadway Street. The current crossing is somewhat confusing due to the multiple railroad lines and the adjacent bridge.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: Short-Term
 - iii. Cost: High
3. The City should examine the development of a quiet zone for reduced train whistles that impact residential areas. Citizens have asked for this project and it may help area businesses and the City's campground.
 - a. The City should review rail line quiet zone requirements and determine the potential cost of implementing them. A consultant may be needed.
 - i. Responsible Party: City Planner
 - ii. Timeframe: Short-Term
 - iii. Cost: Low (review)
 - b. The City should seek the necessary funding to create the quiet zone and work with the necessary partners, including the BNSF Railroad, to construct the projects.
 - i. Responsible Party: City Engineer and Planner
 - ii. Timeframe: Mid-Term
 - iii. Cost: High

Airport

Goal Statement: *The City will work with County partners to maintain an airport that is a community asset and promote its facilities to increase public awareness and its community impact.*

Recommendations

1. The City will strive to address concerns relating to the airport, including the potential partial closing of Airport Road to accommodate the planned airport expansion.
 - a. The City should review the expansion potential of the north-south runway and determine impacts on the community if the idea moves forward.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: As Needed
 - iii. Cost: Low
 - b. The City should work with the County when appropriate to help determine the need for an east-west runway.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: As Needed
 - iii. Cost: Low
2. The City should work with Carlton County and Cloquet Area Chamber to better understand the current activities and economic impact of the airport to the area.
 - i. Responsible Party: City Engineer
 - ii. Timeframe: As Needed
 - iii. Cost: Low

Figure 4-1: Cloquet Transportation Facilities

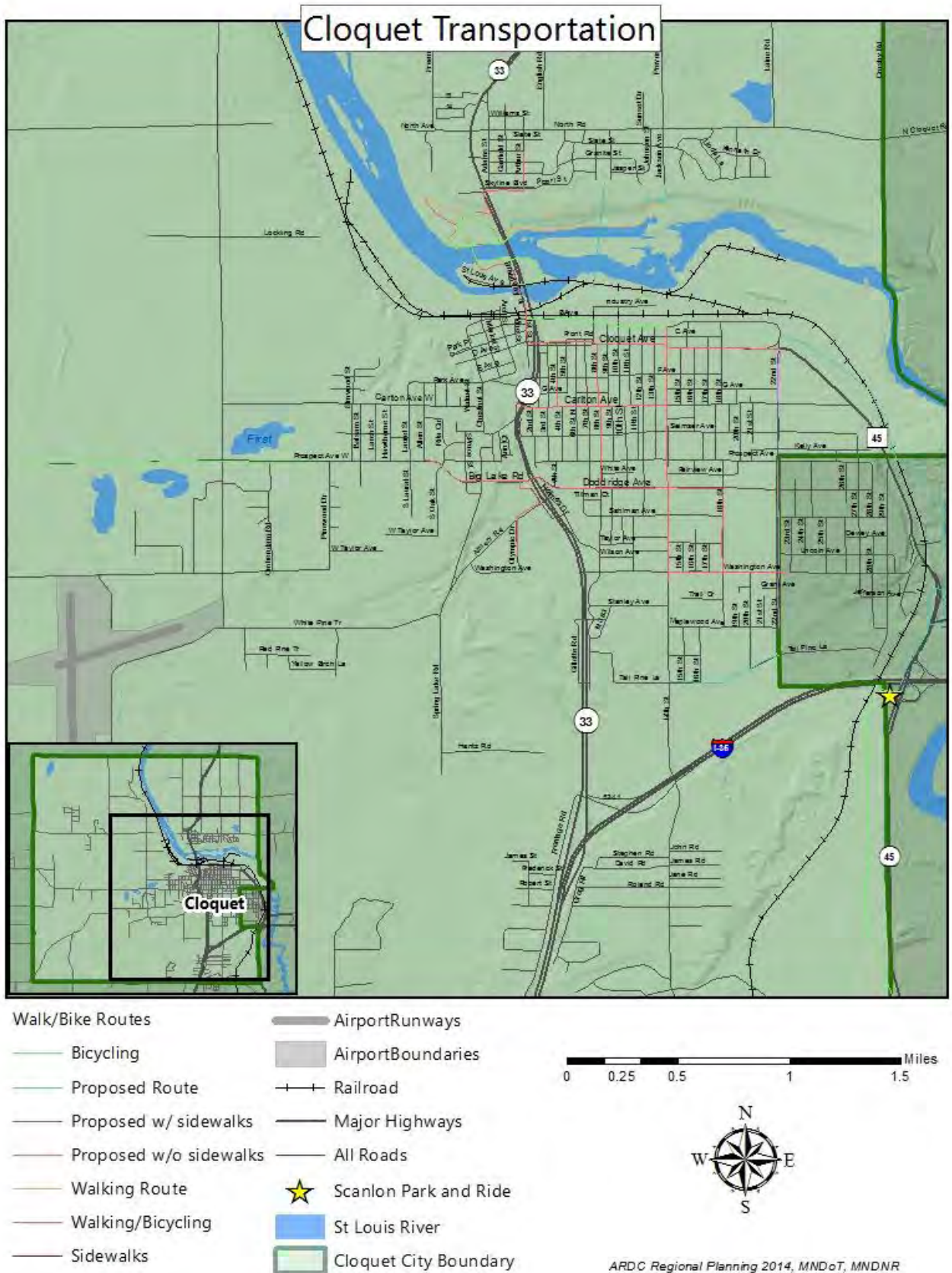


Figure 4-2: Northeast Carlton County Bicycle Route Plan Recommendations



Chapter 5:

UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Utilities and community facilities provide the foundation on which the City is built and maintained. Utilities include sanitary sewer, storm sewer, and water systems as well as electricity, natural gas, telecommunication, and solid waste disposal systems. Community facilities include parks, schools, health and safety services, and libraries. Utilities and community facilities contribute to the quality of life in Cloquet and they affect the City's ability to maintain and attract residents, visitors, businesses, and industries. This chapter provides an inventory and analysis of existing utilities and community facilities in Cloquet. It also describes goals, objectives, policies, and plans for maintaining and enhancing those services.

INVENTORY AND ANALYSIS OF UTILITIES

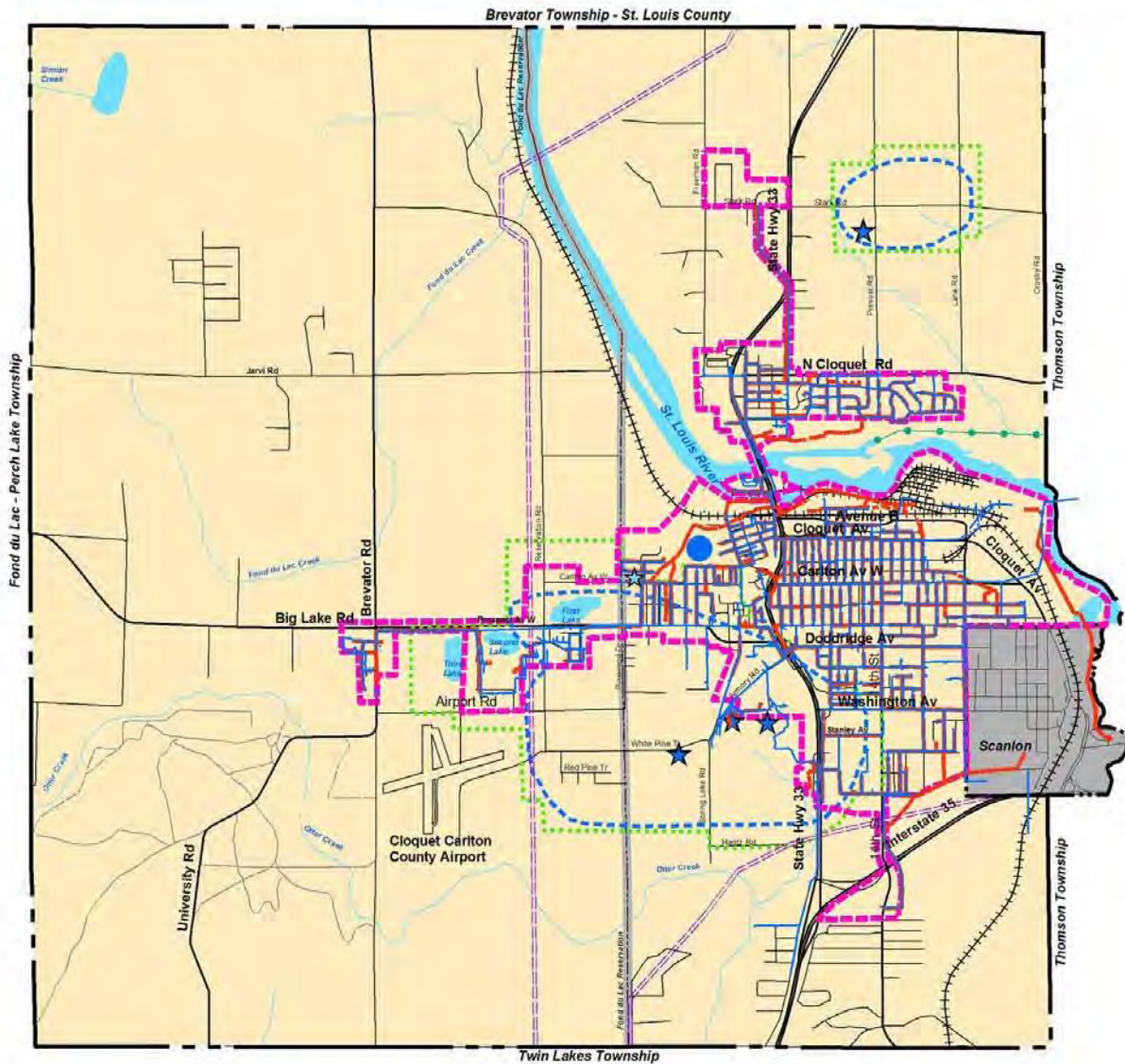
CITY UTILITIES

City utilities include the water, sanitary sewer, and storm sewer systems. These utilities directly affect the health, safety, and welfare of the residents of Cloquet. They also affect land use decisions and the quality of the natural environment, which in turn affect the economy of the City.

Water Distribution System

The City of Cloquet is fortunate to have high quality drinking water. Most properties in Cloquet use municipal water, but rural properties have private on-site wells. Cloquet obtains its drinking water from four groundwater wells (and a standby well), which produce an average of 1.2 million gallons of water per day (see Figure 5-1: Existing Utilities - 2007). Parts of Cloquet's water distribution system date back to 1905, but the City is consistently enhancing and expanding the system. In 2004, the City replaced its 125,000-gallon water tower (built in 1908) with a new 1,000,000-gallon water tower. The City also extended water to parts of the Fond du Lac Reservation and the Black Bear Casino.

The City has prepared and implemented a wellhead protection plan for its four primary wells. Refer to Figure 5-1 for the boundaries of the City's drinking water supply management areas. The water supplied to users is regularly monitored and meets or exceeds state and federal drinking water standards for potability. However, Cloquet is in a region of Minnesota that is vulnerable to potential contamination of the aquifer. Consequently, Cloquet will continue to closely monitor the quality of its drinking water. Contact the Minnesota Department of Health for additional information.



EXISTING UTILITIES - 2007

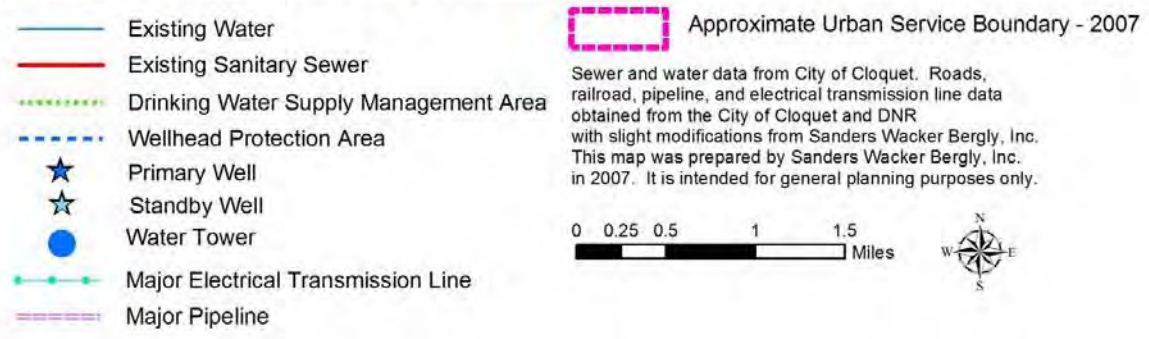
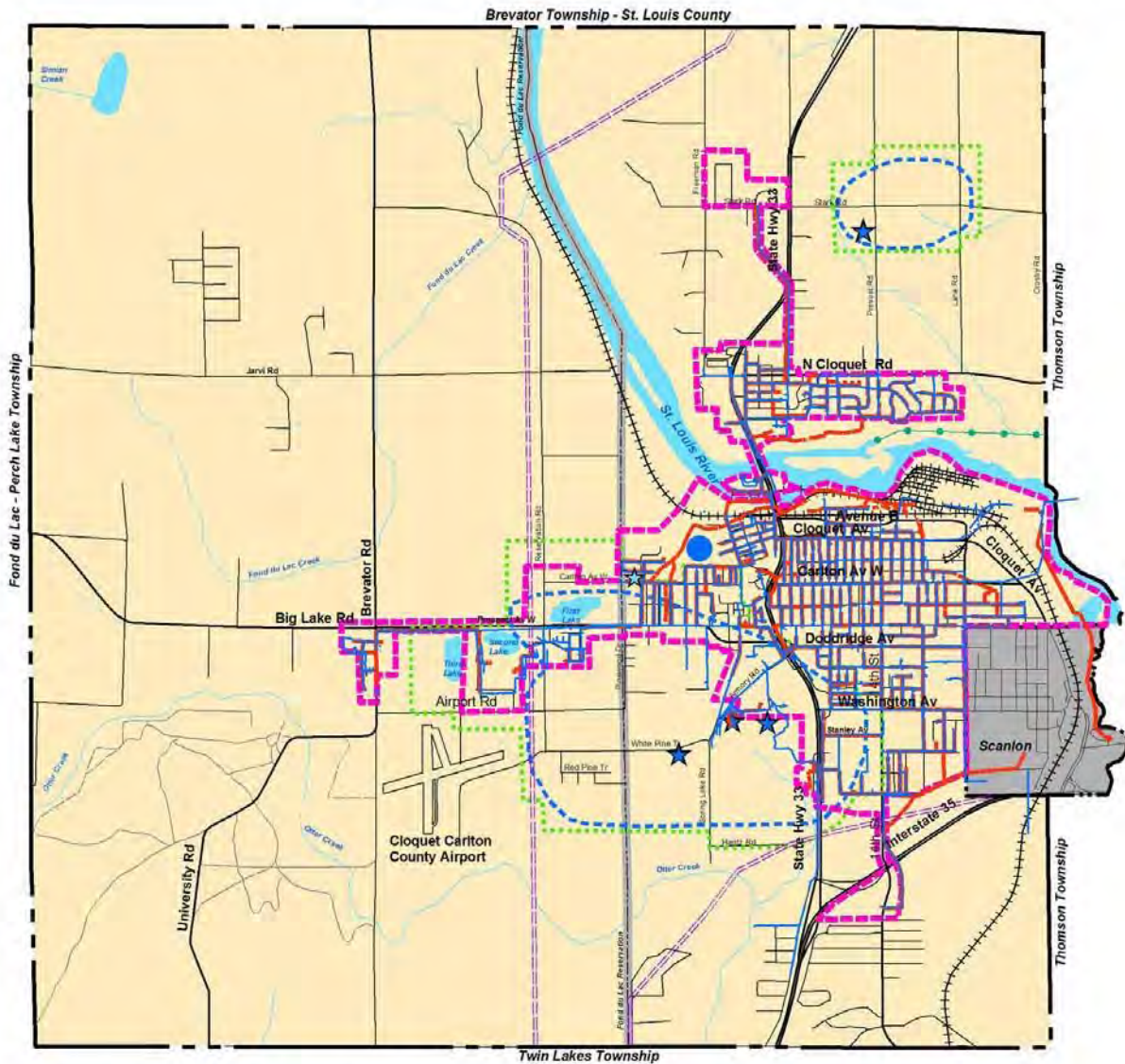


Figure 5-1: Existing Utilities - 2007



EXISTING UTILITIES - 2007

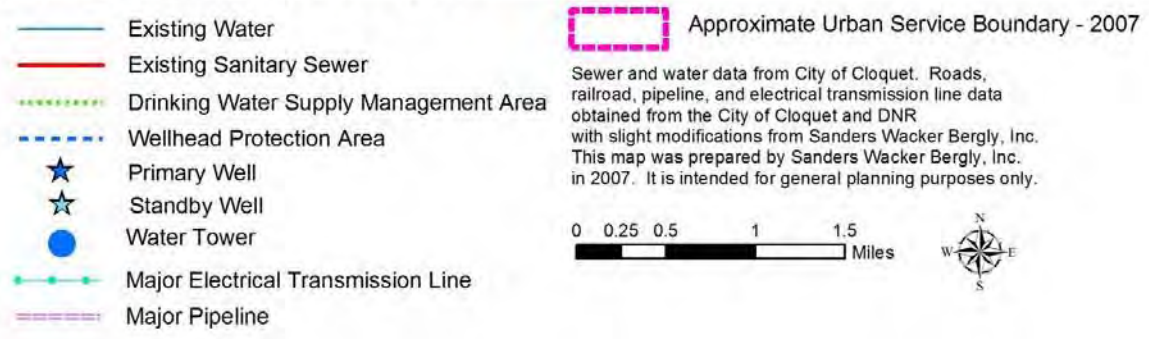


Figure 5-1: Existing Utilities - 2007

Cloquet is also served by the Cloquet-Lake Superior waterline, which obtains water from Lake Superior, rather than wells. The waterline serves the Sappi Plant and serves as an emergency backup in the event additional water is needed for fire suppression or other emergency needs.

Sanitary Sewer System

The urbanized areas in Cloquet and part of the Fond du Lac Reservation are served by public sanitary sewer. Cloquet's sanitary sewer system is connected to the Western Lake Superior Sanitary District (WLSSD) regional sewage treatment plant located in Duluth. The district allocates a specific level of sanitary sewer for industries and municipalities. Consequently, expansion of Cloquet's sanitary sewer system must be approved by WLSSD. Virtually all older sanitary sewer systems (including Cloquet's) have some degree of problems relating to inflow and infiltration. The City has prepared a plan to address these problems and is diligently implementing the plan.

Private, onsite sewer systems serve the rural areas of Cloquet. The City has traditionally required that all lots with onsite sewer systems have a minimum area of one acre. However, many of the soils in the rural areas of Cloquet have moderate to extreme limitations for septic systems (see Chapter 6), and some of those soils are within the City's drinking water management areas (see Figure 5-1). In addition, some existing onsite systems are on lots less than an acre. Presumably, many of these systems will need to be replaced or upgraded in the future. Consequently, the City must address how and when it will extend the sanitary sewer system. The City must also address the minimum allowable area for lots that are not served by public sanitary sewer. These issues are discussed in more detail later in this chapter.

Storm Water System

The City's storm water system services most of the urbanized area in the city. Especially in older parts of the city, storm water may enter the storm water sewer system untreated. It is then discharged into natural drainage ways and eventually makes its way into the St. Louis River. New developments that meet certain criteria must comply with storm water management practices that require storm water retention/detention and treatment.

SOLID WASTE DISPOSAL AND RECYCLING

Several privately owned garbage collection companies are licensed to operate in the City of Cloquet. Refuse is hauled to a transfer station at the North Carlton County Landfill next to Highway 210 about two miles west of Interstate 35. It is then transferred to the Western Lake Superior Sanitary District Materials Recovery Center. Cloquet Riverside Recycling Inc., located at 1103 Industry Avenue, serves as a collection point for recyclable materials in the city. The Fond du Lac Recycling Center on University Road serves as a collection point for the Fond du Lac Reservation.

ELECTRICITY AND NATURAL GAS

Two companies serve Cloquet's electrical power: Minnesota Power and Lake Country Power. Minnesota Power, with offices in Cloquet, is a Duluth-based electric utility incorporated in 1906. It serves 137,000 residents, 16 municipalities, and some of the nation's largest industrial customers. According to the most recent statistics from the Edison Electric Institute, Minnesota Power's average retail rates are the lowest in the state, lowest in the region, and eighth lowest of 177 utilities in the United States.

Lake Country Power was formed on January 1, 1997, with the consolidation of Carlton County Cooperative Power Association, Dairyland Electric Cooperative, and Northern Electric Cooperative

Association. Lake Country Power provides electricity and other energy related services to more than 41,000 members. It maintains almost 8,000 miles of distribution line covering parts of Aitkin, Carlton, Cass, Itasca, Koochiching, Lake, Pine, and St. Louis Counties.

Cloquet's natural gas is supplied by Minnesota Energy Resources. The natural gas service area is similar to the public sewer and water service area in the city.

TELECOMMUNICATION

Many different companies offer telephone and Internet service in Cloquet including Qwest Communications International, Inc. and McLeod USA. Several cellular phone companies serve Cloquet and the region. Mediacom offers cable television service. Satellite service is also available.

KEY ISSUES AND OPPORTUNITIES RELATING TO UTILITIES

Key issues and opportunities relating to Cloquet's utilities have to do with the service boundaries of the City's sewer and water systems. As stated throughout this Comprehensive Plan, Cloquet's rural areas add to the City's quality of life and provide opportunities to diversify its housing stock. However, improperly designed and maintained onsite sewer and water systems have the potential to adversely affect the health and safety of residents as well as the natural environment. Furthermore, pursuant to an agreement between the former Knife Falls Township and the City of Cloquet, the City taxes property in the former township at a reduced rate until such time that the City provides that property with City sewer and water. This reduced tax rate strains the City's ability to recoup its costs for providing these rural properties with other City services, including police and fire protection and road maintenance.

Development pressure is mounting in the rural areas within Cloquet and outside the city limits of Cloquet. In 2006, the City extended sewer and water to the Cloquet Business Park on the north side of Stark Road. The rural area south of the Cloquet Business Park now has easier access to sewer and water. This, in turn, opens up development opportunities in that area, but it also requires that the City carefully plan for orderly development that includes a well-designed transportation system, parks, and compatible land uses. At some point, development in this area will likely trigger the need for a community park and possibly a water tower. The City cannot allow development to happen haphazardly in this area, simply because it has access to sewer and water.

The City of Cloquet already provides water to the Black Bear Casino, which is outside the city limits. Planned industrial development south of Highway 210 in Twin Lakes Township will need public sewer and water, which the City of Cloquet or the City of Carlton could potentially provide. However, this raises the question of how Cloquet and the region want to grow. Within the city, Cloquet can discourage additional rural development by requiring larger lot sizes for development that is not served by public sewer and water. The City can also implement a plan to extend sewer and water to existing rural development in a logical and phased manner. But the City and the City's neighbors must still address how planned development outside Cloquet can or should be served. In general, most cities are reluctant to extend sewer and water to development outside the city unless there is a date certain for annexation of the property. This issue is discussed in more detail in Chapter 3: Land Use and Chapter 9: Intergovernmental Cooperation.

INVENTORY AND ANALYSIS OF COMMUNITY FACILITIES

Community facilities include parks, schools, health and safety services, and libraries. These facilities support Cloquet's high quality of life and are critical to economic development in the city. This section provides an inventory and analysis of the significant community facilities in Cloquet. Refer to Figure 5-2: Existing Community Facilities – 2007 for a map that illustrates the location of these facilities.

CITY FACILITIES AND SERVICES

City Government and Administration

Cloquet has a Weak Mayor/Council form of government and a City Administrator. The Mayor is elected for a four-year term and presides over the City Council. The Cloquet City Council has six Councilors, representing five wards. One Councilor is an at-large representative. The Council serves as the legislative branch of the City and performs functions such as enacting ordinances and setting policies. The City Hall, located at 1307 Cloquet Avenue, houses the office of the City Administrator, City Engineer, Mayor, Public Works, Parks and Recreation, and Planning and Zoning.



Cloquet City Hall

The City Administrator manages the functions of all City departments and oversees the implementation of the City Council's policies and decisions. City Administration is responsible for general accounting functions of the City, which includes accounts payable, accounts receivable, payroll, financial reporting, ambulance and utility billing, budget preparation, and cash and investment portfolio management.

Planning Department

The Planning Department administers the Comprehensive Plan, the Zoning Ordinance, and Building Code to ensure orderly and safe development within the city. The Planning Department also works closely with the City's Planning Commission, which consists of seven citizen volunteers who meet twice a month to consider proposals to the City for amendments to the Comprehensive Plan, rezoning, site plans, zoning ordinance changes, special use permits, and subdivisions. The Planning Commission conducts public hearings, reviews requests, and makes recommendations to the City Council.

Public Works Department

The Public Works Department is responsible for the operation and maintenance of Cloquet's streets and publicly owned sewer and water utility. Its 25 person staff is divided into the five divisions: streets, water, wastewater, Lake Superior waterline operations, and engineering. Each year the City updates its five-year capital improvements plan and sets priorities for maintenance and enhancement of the City's streets and utilities.

Police Department and Fire Department

The Cloquet Police Department has 19 licensed police officers and two office employees that provide law enforcement services on a 24 hour, 365 day basis for the City of Cloquet and the City of Scanlon. One detective serves as a liaison to the Cloquet Public School District and works to reduce truancy, drug and alcohol use, and violence in the schools. In coordination with the Fond du Lac Reservation Tribal Police Department, the Cloquet Police Department also provides law enforcement services on that part of the Reservation that is within the city limits of Cloquet. The Cloquet Police Department is responsible for handling all major crimes that occur within the Fond du Lac Reservation. The Fond du Lac Reservation Tribal Police Department has ten police officers and five conservation officers.

The Cloquet Fire Department has 20 people that provide full-time emergency services to the City of Cloquet for all fire related events, emergency medical services advanced life support, high-level rescue, confined space rescue, hazardous materials, heavy rescue, ice rescue, and water rescue. Eighteen fire fighters are cross-trained as paramedics and two are cross-trained as Emergency Medical Technicians. The department provides advanced life support services to an area of over 250 square miles, which includes Perch Lake Township, Thomson Township, Brevator Township, Stoney Brook Township, portions of Arrowhead Township, Culver Township, Industrial Township, portions of Canosia Township, Scanlon, and Esko. The department provides fire and emergency protection services for approximately 95% of the Fond du Lac Reservation, and it provides fire protection services for all structure fires in Perch Lake Township. Scanlon currently has a volunteer fire department, but the Cloquet Fire Department provides assistance as needed. A 2006 study explored the costs and benefits of combining the various fire departments in the region into one, multi jurisdictional fire district. The City of Cloquet, Carlton County, and other fire districts in the region will be active participants in responding to the study and in deciding the best approach to providing fire and emergency medical services to the region.



Police Department and Fire Department Building at 508 Cloquet Avenue

As Cloquet and the region continue to grow and evolve, the staffing, equipment, and facility needs of the Police Department and the Fire Department will evolve. Consequently, the City will need to periodically identify and analyze the needs of the departments.

Public Library

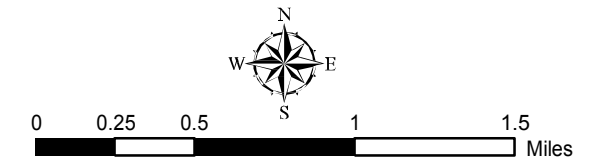
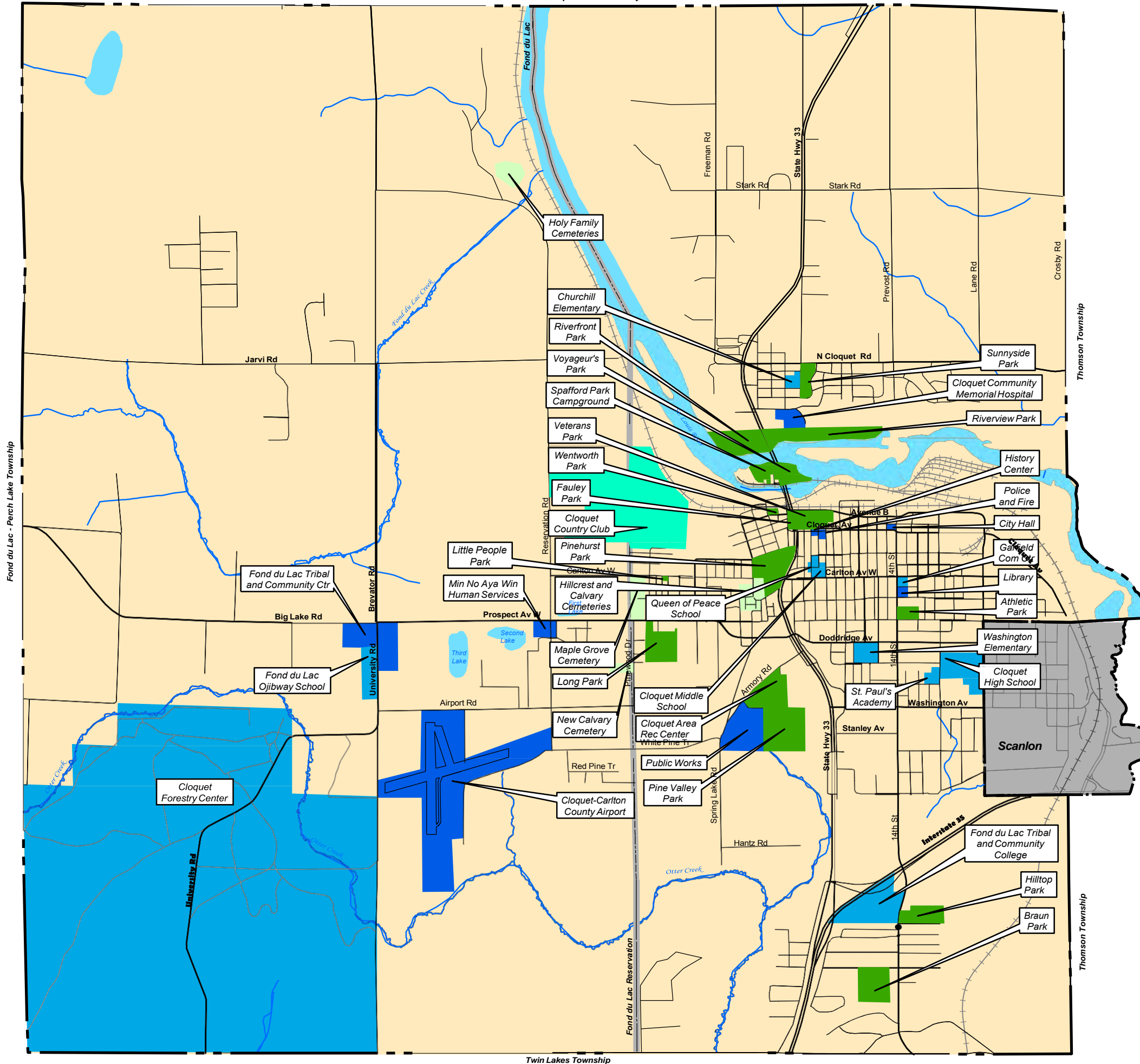
The Cloquet Public Library has always been an integral part of the community. In 1895, well before the City of Cloquet incorporated, residents came together to start a library. Over the years, the library grew from one small room of books housed in the Nelson House to the current facilities at 320 14th Street, which was built in 1987 and was designed to be expanded if conditions warrant. The library houses thousands of books, audio materials, video materials, and serial subscriptions. The library is also part of the Arrowhead Library System, which allows library



Cloquet Public Library

EXISTING COMMUNITY FACILITIES

- Existing Public Institutions
- Existing Public and Private Schools
- Existing Parks and Recreation
- Cloquet Country Club
- Existing Cemeteries



Roads and railroad data obtained from the City of Cloquet and the MDNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2006. It is intended for general planning purposes only.

patrons to borrow books from other libraries throughout the system. The library has computers with Internet access. Wi-Fi access is available for those that bring their own computer to the library. The library also provides rooms for various meetings and events.

Changes in how information is organized and shared are causing all libraries to consider new technologies and services. To help with this task, the City has a nine-person Public Library Board that provides operation and management direction for the administration of the library. The Shaw Memorial Library Foundation is responsible for raising funds to expand and maintain operation of the library.

Parks

Cloquet has approximately 240 acres of public parks and open spaces that provide a variety of passive and active recreation opportunities for residents and visitors. Independent School District #94 also has recreation facilities. The City and School District (as well as the athletic associations) cooperate on recreation facilities and issues in the city. A brief description of key park and recreation areas follows:

Pinehurst Park. Pinehurst Park is an historic community park located near the intersection of State Highway 33 and Carlton Avenue. This 22-acre park includes a softball field, playground equipment, ice skating, a band shell, outdoor swimming, picnic facilities, and a sliding hill. In 2005, the outdoor swimming pool liner failed, which caused the City to study whether the pool should be repaired, reconstructed and developed as part of a larger water park, or replaced with a smaller splash park. The anticipated cost of repairing or replacing the pool prompted some in the community to suggest that the City should explore building a community center with an indoor pool in lieu of repairing the Pinehurst pool. At the time of the writing of this Comprehensive Plan, the City was still exploring how best to address the pool issue.



Pinehurst Park Pool, Band Shell, and Play Equipment

Veterans Park. Veterans Park is at the northeast intersection of Cloquet Avenue and State Highway 33. This ten-acre park has a prominent location and serves as the center of the community. To that end, the City developed a master plan for the park in 1999. The master plan includes formal gardens, a performance green, picnic shelters, a playground, and nature areas. The City has implemented several parts of the master plan and will implement additional parts in the future.



Veterans Memorial Park

Pine Valley Park. Pine Valley Park is located near Olympic Drive and Armory Road. The Park includes hiking and cross-country ski trails. The ski trails include 2.5, 3, and 5 kilometer loops that are groomed for classical and skating cross country skiing. The park also has a ski jump, a chalet, an outdoor skating rink, and a tubing hill with a towrope.

Cloquet Area Recreation Center/Pine Valley Arena.

The Cloquet Area Recreation Center/Pine Valley Arena is located north of Pine Valley Park near Olympic Drive and Armory Road. The Pine Valley Arena was constructed in 1971 to provide an indoor ice rink. However, in early 2000, high demand for ice time at the Pine Valley Arena prompted the Cloquet Amateur Hockey Association to work with businesses and the City of Cloquet to develop the Cloquet Area Recreation Center. Combined, the Pine Valley Arena and Cloquet Recreation Center have two sheets of ice and can seat 1,600 people. Dry floor activities that the Cloquet Recreation Center accommodates include trade shows, circuses, and rodeos.



Cloquet Area Recreation Center

Little People Park. Little People Park is a one-half acre park located at the southwest corner of Larch Street and Carlton Avenue West. The park provides play structures for children.

Long Park. Long Park is 22-acre, passive, nature-oriented park with wooded areas and trails. The park is located near the southeast corner of Big Lake Road and Pinewood Drive.

Sunnyside Park. Sunnyside Park is located across from Churchill Elementary near the intersection of Jefferson Street and Granite Street. This seven-acre park includes picnic areas, a basketball court, tennis courts, outdoor hockey and pleasure skating rinks, a warming house, a ball field, play equipment, and a sliding hill.



Sunnyside Park

Athletic Park. Athletic Park is located at the northeast intersection of Prospect Avenue and 14th Street. The park has an area of roughly five acres and includes a baseball field, a pleasure skating rink, and play equipment.

Hilltop Park Soccer Complex. The Hilltop Park Soccer Complex is located on the east side of 14th Street across from the Fond du Lac Tribal and Community College. This 13-acre park provides three soccer fields and play equipment. Potentially, the City and Fond du Lac Tribal and Community College could consider expanding this park to help address the college's recreation and future football needs.



Braun Park Baseball Complex

Braun Park Baseball Complex. The Braun Park Baseball Complex is located west of 14th Street and south of Lawrence Road. This 22-acre park has six baseball/softball fields, a playground, picnic facilities, shelters, and a large parking lot.

Fauley Park. Fauley Park is located west of Veterans Park near the intersection of State Highway 33 and Cloquet Avenue. This one-acre park has an historic train engine and interpretive displays. It provides a focal point and gathering area for people who live and/or work in the West End.

Wentworth Park. Wentworth Park is located at the intersection of Avenue B and Arch Street in the West End District. This half-acre park includes skateboard facilities.

Riverfront Park. Riverfront Park is on the north and east side of the St. Louis River across from Dunlap Island and next to the Chamber of Commerce. The park has an area of roughly 25 acres. In 2001, the City prepared a master plan for development of the park. The master plan includes trails, interpretive displays, picnic facilities, and ecological demonstration and restoration sites. The park is linked to the Lumberjack Trail and to the Chamber of Commerce building where visitors can learn more about Cloquet. The City has constructed some of the trails associated with the master plan. The proposed St. Louis River Trail is planned to tie into the trail system in this park.

Riverview Park. The area east of State Highway 33 and north of the St. Louis River is referred to as Riverview Park. In the 1990s, Minnesota Power deeded this land to the City along with the roadway that provides access to the power substation at the north end of the hydroelectric dam. This area has informal trails that residents have used for many years. The City prohibits motorized use of the trails in this area and intends to keep the area as a passive, nature-oriented park. The proposed St. Louis River Trail is planned to cross through this park.

Voyageur's Park. Voyageur's Park is on the east side of Dunlap Island. In 1986, the City prepared a master plan for Dunlap Island that recommended developing this area with an historic theme. The City has implemented parts of the plan. A voyageur statue and a band shelter reflect the history of voyageurs in the area. The park is used for celebrations and concerts.

Spafford Park Campground. Spafford Park Campground is a municipal campground located on Dunlap Island. The campground has 30 sites and 15



Fauley Park



Trail in Riverfront Park



Band Shelter at Voyageur's Park on Dunlap Island



Spafford Park Campground

of these sites have electrical hook-ups. Pull through sites, a sanitary dump station, flush toilets, and showers are available. The campground is located next to a boat ramp for easy access to the St. Louis River. It is also located next to the Lumberjack Multi-Use Trail.

Trails. Refer to Chapter 4: Transportation for a description of trails in Cloquet.

Private Recreation. The Cloquet Country Club is located on Elmwood Street north of Carlton Avenue West. The club features an 18-hole, 6,649-yard regulation length golf course.

FOND DU LAC TRIBAL AND COMMUNITY CENTER

The Fond du Lac Tribal and Community Center is located at the intersection of Big Lake Road and University Road. The center houses the Reservation's government offices as well as the Cloquet Community Center, which includes a gymnasium, swimming pool, whirlpool, sauna, locker rooms, a recreation room, and a workout room.



Fond du Lac Tribal Center

SCHOOLS

Schools are among the most important components of a successful and viable community. Cloquet is fortunate to have outstanding schools.

Independent Public School District #94

Independent School District #94 serves Cloquet, Scanlon, and parts of St. Louis County and Carlton County. The School District also offers open enrollment for students that live outside the school district. The District operates two elementary schools, a middle school, a senior high school, and the Cloquet Area Alternative Education Programs and Community Education Programs. In 2005, the District had an enrollment of 2,263 students and 174 teachers.

Washington Elementary School. Washington Elementary School is located on 12th Street between Doddridge and Sahlman Avenues. It was built in 1957, but the School District added a large gymnasium, an art/science room, and 12 classrooms to the building in 1992. Washington Elementary School serves approximately 470 students in grades K-5.

Churchill Elementary School. Churchill Elementary School is at the intersection of Jefferson and Granite Streets in the "Sunnyside" area north of the St. Louis River. It was built in 1962, but the School District added a gymnasium, music room, and six classrooms in 1992. It is a K-5 school that serves approximately 500 students.



Churchill Elementary School

Cloquet Middle School. Cloquet Middle School is on Carlton Avenue between 4th and 6th Streets. It was built in 1919 and is the oldest of the operating public school buildings in Cloquet. It serves grades 6 through 8 and had an enrollment of 536 during the 2004-2005 school year.

Cloquet Senior High School. Cloquet Senior High School is located on 18th Street between Doddridge and Washington Avenues. It was built in 1967. It serves grades 9 through 12 and had an enrollment of 737 during the 2005-2006 school year.

Garfield Community Center. The Garfield Community Center, located at 302 14th Street, houses the Cloquet Area Alternative Education Programs (CAAEP), which offers educational programming for students who are not experiencing success in a regular school setting. Approximately 80 students are enrolled in CAAEP. The Garfield Community Center also houses Community Education, which offers community education and recreation programs for everyone in the community. The School District offices are located in the Garfield Community Center.

The School District does not anticipate the need to build a new school in Cloquet. If the School District should have to build additional facilities in the future, the District believes it can accommodate those facilities on its existing land. The City of Cloquet and the School District coordinate on several issues, including Community Education and recreation facilities.

Other Primary and Secondary Schools

Several other schools in or near Cloquet complement District #94 schools. Those schools include Queen of Peace Catholic School with roughly 130 students (located on Avenue G between 4th and 5th Streets), St. Paul's Academy with roughly 85 students (located in St. Paul's Lutheran Church at 18th Street and Wilson Avenue), Faith Christian School (located on Highway 210 in the New Jerusalem Church), and Fond du Lac Ojibwe School (located at 105 University Road). In 2002, a new Fond du Lac Objjwe School, replaced the old school. The school has an enrollment of roughly 250 students and provides a quality education focused on integrating the American Indian culture into student learning experiences.



Fond du Lac Objjwe School

Fond du Lac Tribal and Community College

The Fond du Lac Tribal and Community College is a public land grant college located at the intersection of 14th Street and Interstate Highway 35. The college's largest programs include liberal arts, law enforcement, human services, business, and environmental science.

Since its opening in 1992, the college's student enrollment and facilities have continually grown, and the college anticipates additional growth. A campus housing facility opened in 1999. In 2003, an

expansion project added 40,000 square feet of classrooms, faculty offices, student meeting and causal space, a tutoring center, conference rooms, and storage space. In 2006, planning was underway for an expansion to the library and new construction for a cultural center, physical education space, and law enforcement and nursing training areas. The college also has plans to develop a football program, but at this point, it does not have its own football field and would have to negotiate with another entity for use of their football field. In



Fond du Lac Tribal and Community College

2006-2007, the college had a full-year equivalent enrollment of close to 1,200 students. The college anticipates growing up to a full-year equivalent enrollment of roughly 1,800 students.

The growth of the college is a testament to its success and importance. However, recent and anticipated growth of the college raises significant planning issues that the Minnesota State Colleges and Universities (MnSCU) system and the City of Cloquet should cooperatively address. The current boundaries of the college are constrained by Interstate Highway 35 to the north and west, 14th Street to the east, and an existing residential neighborhood to the south. The MnSCU system has expressed a desire to keep the college united on the west side of 14th Street. Therefore, MnSCU's planning efforts to date have focused on expansion into the existing residential neighborhood to the south (with a limited amount of expansion to the north). However, the City and neighborhood should be active participants in this planning process. Potentially, it may be better for all parties if certain types of future expansion occur to the east of 14th Street, rather than in the existing residential neighborhood to the south.

The Comprehensive Plan guides the area east of 14th Street and south of Interstate Highway 35 for planned mixed residential and future commercial-industry uses. This area could also potentially accommodate future college expansion needs. Affordable student housing, athletic fields, parking, and other uses may be suitable for this area. The college and future businesses and industries in this area could also forge a synergistic relationship.

The Comprehensive Plan notes that the existing access to the college from Interstate Highway 35 is circuitous. The Plan encourages the City, the Minnesota Department of Transportation, the MnSCU system, and other property owners in the area to explore the possibility of improving access to this area. Refer to Chapter 4: Transportation for additional information.

The Fond du Lac Tribal and Community College is a strong asset to the community. There are many opportunities to create synergistic relationships between the college and the City and the college and industries. Consequently, there is a strong need for continued communication and coordination between all parties.

The Cloquet Forestry Center and University of Minnesota Extension

The Cloquet Forestry Center is the primary forestry field station of the University of Minnesota. It is regionally and nationally recognized for natural resource education and outreach. The center consists of roughly 2,310 acres within the city limits and includes virgin stands of pine that are over 175 years old. Facilities include a 140-seat auditorium, classrooms, and lodging. The center accommodates conferences, business seminars, and other events. Because the center's focus is on education and research, most of the center is not open to the public for general recreational use. However, the public can use a 1.6-mile self-guided nature trail.



Entrance to Cloquet Forest Center

A University of Minnesota Extension Office is also located at the Cloquet Forestry Center. The Extension Office is the educational outreach arm of the University of Minnesota. It provides educational resources and assistance covering many different topics.

MEDICAL FACILITIES

Cloquet has quality medical facilities to serve its residents, including Community Memorial Hospital, Raiter Clinic, and the Fond du Lac Reservation Min-No-Aya-Win Human Services Center.

Community Memorial Hospital

Community Memorial Hospital is a non-profit, community-sponsored hospital located at 512 Skyline Boulevard. It has 36 licensed beds and includes an 88-bed skilled nursing home facility known as the Sunnyside Health Care Center. The hospital provides general surgery, a birthing center, cardiac rehabilitation, a laboratory, radiology, occupational therapy, physical therapy, orthopedic department, sports medicine, a women's health center, respiratory therapy, diabetes education, and consulting services. The hospital also provides several community classes covering various medical issues like dealing with strokes and diabetes. In 2006, the hospital employed 26 active physicians and 18 consulting physicians.



Community Memorial Hospital

Raiter Clinic

The Raiter Clinic is a for-profit, independent family practice facility located at 417 Skyline Blvd. adjacent to Community Memorial Hospital. The Raiter Clinic is affiliated with Northstar Physicians, which represents 18 clinics in the region. In 2000, the Raiter Clinic added mammography services and the program received re-accreditation in 2003. Also in 2003, the clinic began offering osteo scans. In addition to its 14 family practice physicians, Raiter Clinic employs two general surgeons.

Min No Aya Win Human Services Center

The Min No Aya Win Human Services Center is located on the south side of Big Lake Road near Second Lake within the Fond du Lac Reservation. The center provides a variety of health and social services including medical, dental, optical, social services, behavioral health, prevention/intervention, public health nursing, and a pharmacy.

MUSEUMS

The Carlton County History and Heritage Center is housed in the former Shaw Memorial Library Building, at 406 Cloquet Avenue. The building is on the national register of historic places. The Historical Society operates a museum and research facility in the center, which focuses on the history of Carlton County and the region.

The Fond du Lac Cultural Center and Museum is located at the intersection of Big Lake Road and University Road. The center displays artifacts of Fond du Lac culture as well as art from Fond du Lac Band members and other Minnesota Chippewa artists.

RELIGIOUS INSTITUTIONS AND CEMETERIES

Cloquet has a variety of religious institutions located throughout the city. These institutions are an important part of the social fabric of the City. Five cemeteries are located in Cloquet: New Calvary Cemetery, Hillcrest Cemetery, Hillside Cemetery, Maple Grove Cemetery, and Holy Family Cemeteries.

COMMUNITY EVENTS

Cloquet has community events for every season. Cloquet's summer calendar includes a variety of ethnic and cultural festivals that celebrate the community's heritage. The St. Louis River Rendezvous is an annual event that includes games, music, and events that celebrate the region's pre-1840 heritage. Cloquet celebrates Independence Day with an annual 4th of July Celebration consisting of a carnival, parade, car show, food, music at Veteran's Park, and fireworks at dusk. Fall and winter events in Cloquet include a Labor Day celebration and an old-fashioned Christmas celebration.

GOALS, OBJECTIVES, AND POLICIES

The following goals are broad statements that reflect the City's vision for its utilities and community facilities. The following objectives are specific, measurable, intermediate ends that are intended to be achievable and mark progress toward the goals. The following policies are key actions that the City will strive to accomplish by the year 2027.

Goal: Cloquet provides cost effective, efficient delivery of community services that meet the needs of the community.

Objective 5.1: Plan and implement infrastructure extension, development, and renovations in a cost-effective manner that protects property values, enhances livability, improves community attractiveness, and supports community public health.

Policy 5.1.a: Develop plans to provide public sewer and water service to those areas in the city that the City can logically serve. Refer to the Phased Sewer and Water Extension Plan for general guidance (see Chapter 3 of the Comprehensive Plan).

Policy 5.1.b: Develop a public participation plan that allows the City to listen to and address potential questions and comments raised by the public about future public sewer and water extensions.

Policy 5.1.c: Continue to address inflow and infiltration associated with the City's sewer system.

Policy 5.1.d: Discourage "leap-frog" development that would require premature extension of services to areas that the City cannot logically serve. Encourage development in areas that are currently served by public sewer and water, or encourage cluster development in rural areas that would facilitate serving the development with public sewer and water when it is reasonably available.

Policy 5.1.e: Continue to monitor drinking water quality. If conditions warrant, explore filtration (or other measures) that would help the City continue to provide high quality drinking water.

Policy 5.1.f: Monitor potential future development in Cloquet, especially development north of the St. Louis River. As conditions warrant, study the need to construct future wells and a future water tower to help serve the growth areas. Develop plans accordingly.

Policy 5.1.g: Explore opportunities to handle storm water in a cost-effective and environmentally sensitive manner. For example, consider developing (or allowing others to develop) rainwater gardens and other low-impact design techniques.

Policy 5.1.h: Work with telecommunication providers and others to help ensure that Cloquet has the necessary telecommunication infrastructure to support current and future businesses, industries, schools, institutions, and homeowners. For example, consider the need for future cellular antennae in north Cloquet. If needed, explore opportunities to integrate the antennae with a potential future water tower in the area.

Policy 5.1.i: As high-speed Internet needs and technology evolves, explore possible infrastructure improvements to address the needs. Also, consider the costs and benefits associated with developing a publicly owned Internet system.

Objective 5.2: Promote energy conservation measures and cleaner forms of energy that reduce the City's dependence on imported energy.

Policy 5.2.a: Support the efforts of energy providers, Minnesota Department of Commerce, energy conservation organizations, and others to inform residents about energy conservation measures. When appropriate, distribute pamphlets and other information at City Hall and the public library.

Policy 5.2.b: Explore opportunities to implement energy conservation measures in community facilities as a means to showcase energy conservation measures and to set a positive example for residential, commercial, and industrial uses.

Policy 5.2.c: Encourage utility companies, state government, and others to provide financial incentives for businesses and homeowners to conserve energy.

Policy 5.2.d: Where appropriate, participate with energy providers, neighboring and overlapping jurisdictions, and others to explore options to provide clean, safe, and sustainable energy production in the region.

Objective 5.3: Ensure that the community continues to be served by adequate waste disposal and recycling facilities.

Policy 5.3.a: Continue to work with waste disposal providers to ensure that waste disposal needs throughout the City are met.

Policy 5.3.b: Continue to promote and encourage residents, businesses, industries, and institutions to reduce, reuse, and recycle products. Explore opportunities to enhance recycling efforts in community facilities.

Policy 5.3.c: Encourage new business and industry endeavors that can recycle and use waste products in Cloquet, rather than shipping all waste products out of the City.

Objective 5.4: Ensure that buildings, equipment, and staff associated with community services in Cloquet are adequate to meet the needs of the community.

Policy 5.4.a: Continue to evaluate building and space needs associated with the Cloquet Police and Fire Department, the Cloquet Public Library, and other community facilities. Conduct a needs assessment (as conditions warrant) and plan accordingly to address concerns.

Policy 5.4.b: Continue to plan and budget for City equipment replacement and repair as needed to provide the community with safe and efficient services. Consider energy efficiency and environmental responsibility when upgrading equipment.

Policy 5.4.c: Work with neighboring and overlapping jurisdictions to explore the feasibility and efficiency of jointly purchasing and sharing equipment.

Policy 5.4.d: Continue to evaluate staffing needs and plan accordingly to ensure the safe and efficient delivery of community services.

Goal: Cloquet's community facilities and services contribute to the City's high quality of life.

Objective 5.5: Provide high quality park and recreation opportunities that meet the needs and desires of residents and visitors.

Policy 5.5.a: Strive to protect and enhance public open space in the City, especially along the St. Louis River.

Policy 5.5.b: Develop a park system plan and/or individual park master plans to enhance the park system. Place high priority on developing a master plan for Pinehurst Park that addresses the existing pool issues. Also, explore the need to create future parks so that existing and future planned neighborhoods are adequately served by public parks.

Policy 5.5.c: Continue to implement the Veterans Park Master Plan.

Policy 5.5.d: If the Cloquet Terminal Railroad Company relocates their repair facilities from Dunlap Island to a site closer to the Sappi Plant, then explore opportunities to provide additional community facilities (for example, additional park space and interpretive exhibits) on Dunlap Island.

Policy 5.5.e: Work with schools, religious institutions, and overlapping and neighboring jurisdictions to coordinate and share recreation facilities where mutually beneficial.

Policy 5.5.f: Provide a variety of seasonal recreational activities in the park system.

Policy 5.5.g: Periodically review the City's parkland dedication policy and amend it as needed to ensure that the City receives adequate land or cash dedications to meet the City's park needs.

Objective 5.6: Provide high quality cultural and educational opportunities and facilities that meet the needs of residents and visitors.

Policy 5.6.a: Ensure that the Cloquet Public Library remains a vital and dynamic community resource. Continue to explore the feasibility of expanding the library facilities and, where appropriate, promote the library for community classes and events.

Policy 5.6.b: Promote the use of existing museums, interpretive walks, and exhibits in the city center (downtown).

Objective 5.7: Encourage citizen involvement and responsibility in community affairs.

Policy 5.7.a: Actively solicit citizen participation in City affairs including committees and community events.

Policy 5.7.b: Work with the schools to explore opportunities for youth to be involved in government committees, to attend Planning Commission and City Council meetings, and to participate in mentorship and civic opportunities.

Policy 5.7.c: Where adequate funding and appropriate opportunities exist, consider offering internships to area students interested in City government.

UTILITIES PLAN

The following expands on the goals, objectives, and policies of this chapter by further describing key concepts for maintaining and enhancing Cloquet's existing utilities. Refer to Chapter 3: Land Use for information about extending utilities in and adjacent to Cloquet.

WATER SYSTEM

The City will continue to monitor the quality of drinking water in Cloquet. If necessary or desirable, the City will study and implement additional water treatment techniques (including filtration) that will help Cloquet continue to provide high quality drinking water.

The City will continue to monitor existing and projected water usage in Cloquet. Depending on those needs, the City will conduct a study that determines if the City's existing wells can adequately meet the existing and future needs of community, or if the City will need to construct new wells. The City will also study the need for elevated water storage north of the St. Louis River. Where appropriate, the City will explore ways to loop the water system and maintain or replace aging water lines as may be necessary or desirable.

SANITARY SEWER

The City will continue to coordinate with the Western Lake Superior Sanitary District to monitor and address inflow and infiltration concerns associated with the sanitary sewer system. Where appropriate, the City will explore ways to maintain or replace aging or failing sanitary sewer lines.

STORM WATER MANAGEMENT

The City of Cloquet will continue to implement and/or require storm water management measures pursuant to all applicable laws and ordinances. In addition, the City will strive to study and implement innovative storm water management techniques that address storm water concerns, particularly in areas of Cloquet that are already developed, and in areas where traditional storm water techniques may not be feasible. For example, the City may explore developing rain gardens in the public right-of-ways of established residential neighborhoods, or the City may promote the use of permeable pavers, rain barrels, and similar low impact design techniques. The City will strive to implement appropriate storm water management techniques in city facilities as a means to showcase those techniques and to set a positive example for others.

SOLID WASTE DISPOSAL AND RECYCLING

The City of Cloquet will continue to work with waste disposal providers to ensure that disposal needs are met throughout the city. The City will also strive to ensure that all City facilities implement measures to reduce, reuse, and recycle products.

ENERGY CONSERVATION

The City will explore ways to reduce its energy consumption. For example, the City will strive to replace its inefficient lighting with more efficient lighting, replace its inefficient vehicles with more fuel-efficient vehicles, and use green building techniques for future City buildings.

TELECOMMUNICATION

The City recognizes that high-speed information services are a critical component of Cloquet's infrastructure and a critical component of economic development and quality of life. As such, the City

will listen to the hopes and concerns of residents, businesses, and industries relating to telecommunication. As the City develops and implements plans to upgrade its sewer and water lines, it will also consider opportunities to enhance telecommunication. If feasible and desirable, the City may also explore the possibility of developing a publicly owned Internet to ensure all residents and businesses in Cloquet have good Internet access at an affordable price.

COMMUNITY FACILITIES PLAN

The following expands on the goals, objectives, and policies of this chapter by further describing key concepts for maintaining and enhancing Cloquet's community facilities. Refer to Figure 5-3: Community Facilities Plan for additional information.

POLICE DEPARTMENT AND FIRE DEPARTMENT

Police Department and Fire Department needs will evolve as the City of Cloquet and the surrounding region grow. The City will continue to monitor the current and anticipated staffing, equipment, and facility needs of the Police Department and Fire Department and explore opportunities to address those needs in an efficient and cost effective manner. As conditions warrant, the City may conduct a needs assessment to determine if the existing facility at 508 Cloquet Avenue adequately meets (or can adequately meet with renovations) the existing and anticipated needs of the Police Department and Fire Department. Pending the results of the assessment, the City may explore options to renovate the existing facility and/or develop a new facility that reasonably addresses the needs of Police Department and Fire Department. The City will also continue to work with neighboring and overlapping jurisdictions to explore the most appropriate ways to provide police, fire, and emergency medical services to Cloquet and the region.

LIBRARY

The Cloquet Public Library is an important part of Cloquet. The Public Library Board and the Shaw Memorial Library Foundation (in coordination with the City Council) will continue to plan and budget accordingly to ensure that the library continues to provide high quality, cost-effective services. As conditions warrant, the City may conduct a needs assessment to determine if or when the existing library building should be expanded.

CARLTON COUNTY GOVERNMENT FACILITIES

The City of Cloquet will encourage Carlton County to enhance and expand their service facilities in Cloquet's city center (downtown). The City will coordinate with Carlton County to ensure consistency between County and City plans. Potentially, future Carlton County facilities and Cloquet City Hall could function as a government service hub in the city center.

FOND DU LAC TRIBAL AND COMMUNITY COLLEGE

The Fond du Lac Tribal and Community College has experienced considerable growth and the college anticipates additional growth in the near future. The City of Cloquet will encourage the Minnesota State Colleges and Universities (MnSCU) system to closely cooperate and coordinate with the City to ensure that the college's growth happens in an orderly fashion that benefits the City and the college. The City will explore the possibility of working with the MnSCU system and others to develop a conceptual master plan for the area that will address improved access to the college from Interstate Highway 35, housing that can benefit the college, possible shared recreation facilities, and

possible synergistic relationships between potential future commercial and industrial development in the area and the college.

PARK SYSTEM

The City has had LHB, Inc. prepare a Park and Recreation System Master Plan dated January 2014 which was adopted by the City Council on December 17, 2013. The complete Master Plan is part of this Plan but only referenced here. The Master Plan has been divided into the following six parts:

Part A: Core Values and Vision

Core Values and Vision offers an overview of the planning process and key directions for the future of Cloquet's parks and recreation system. It provides summaries of conditions and input offered by the community and major recommendations offered by the master plan.

Part B: Big Ideas

Big Ideas describes the three major ideas that provide the backbone of the master plan. These ideas resonate with the aspirations of the community and recognize the challenges it faces. This section also describes nine elements that support the Vision and are integral to the three big ideas.

Part C: Individual Park Concepts

Individual Park Concepts explores the preliminary ideas developed for each of the parks, as well as more detailed concepts for several higher priority parks. It also describes the implementation strategies needed to make these concepts a reality.

Part D: Implementation Strategies

Implementation Strategies explores the methods for directing resources towards the projects described in this plan.

Part E: System Evaluation and Direction

System Evaluation and Direction tracks the evolution of the system and describes parks and the ways they will fit the system in the future. This section also frames a series of goals and policies aimed at providing consistency for Cloquet's park and recreation system beyond the Big Ideas and Individual Park Concepts described in this Master Plan.

Part F: Appendices

Appendices contain supporting documentation of the process and are provided under a separate cover.

Chapter 6:

NATURAL AND CULTURAL RESOURCES

INTRODUCTION

Cloquet's past, present, and future are strongly tied to its natural and cultural resources. This chapter provides an inventory and analysis of Cloquet's natural and cultural resources and it describes goals, objectives, policies, and plans for protecting, managing, and enhancing these resources.

INVENTORY AND ANALYSIS OF NATURAL RESOURCES

Throughout its history, natural resources in and around Cloquet have attracted people and industries to the area. In particular, the pine forests and the St. Louis River had a tremendous impact on the economy and physical development of Cloquet. Conservation and effective management of the City's natural resources remain critical to Cloquet's future. This section provides an overview of the key natural resources in Cloquet.

GEOLOGY

The earth's crust consolidated about three billion years ago during the precambrian era. At that time, an ocean with suboceanic volcanoes covered what is now northeastern Minnesota. The lava flow from these volcanoes hardened, then eventually eroded and formed sedimentary rock that overlays the hard volcanic rock. About 550 million years ago, shallow seas advanced and retreated over the area countless times until they withdrew about 450 million years ago. Plants and animals established themselves. Back then, the Cloquet area had a tropical climate. Then, starting about two million years ago, the first of a series of glaciers moved into the area, greatly changing the landscape. The movement of these massive glaciers created basins and ridges. The meltwater from the glaciers created river valleys, lake basins, and broad outwash plains of gravel and sand. The last glaciers left the area roughly 10,000 to 12,000 years ago, forming the landscape that we see today. However, the geology of the area is billions of years old.

ECOLOGICAL CLASSIFICATION SYSTEM

The Ecological Classification System (ECS) is part of a nationwide mapping initiative developed to improve management of natural resources. The ECS integrates climate, geology, hydrology, topography, soils, and vegetation data to describe and map progressively smaller units of land with increasingly uniform ecological features. The ECS classifies land into six hierarchical levels of detail. The Minnesota Department of Natural Resources has mapped the four broadest classifications in

Cloquet: province, section, subsection, and land type associations. A brief description of each follows. Contact the Minnesota Department of Natural Resources for additional information.

Province

Cloquet lies in the Laurentian Mixed Forest Province, which covers much of northern Minnesota, Wisconsin, Michigan, and southern Ontario. Conifer forests, mixed hardwood and conifer forests, and conifer bogs and swamps characterize this province. The topography is variable and includes plains and moraines. Peatlands occupy much of the province.

Sections

Several sections make up the Laurentian Mixed Forest Province. Most of Cloquet is in the far south part of the North Superior Uplands Section. Glacially scoured bedrock with thin deposits of coarse loamy till characterizes this section. Red and white pine forests dominated the North Superior Upland Section in the early 1800s, but by the early 1900s, most of the pine forests were harvested. Today, second growth forests dominated by aspen and paper birch are common in the area.

The southeast corner of Cloquet is in the northeast part of the Western Superior Upland Section. This section has level to undulating moraines of till deposited by the glaciers. Sugar maple, aspen, birch, and a mix of conifers have historically dominated the vegetation in this section.

Subsections

The North Shore Highlands Subsection further defines the portion of the North Superior Upland Section in Cloquet. The North Shore Highlands Subsection consists of gently rolling topography with shallow soils and bedrock outcroppings.

The Mille Lacs Upland Section further defines the portion of the Western Upland Section in Cloquet. The Mille Lacs Upland Section consists of rolling till plains with ground moraines, end moraines, and an extensive network of wetlands.

Land Type Associations

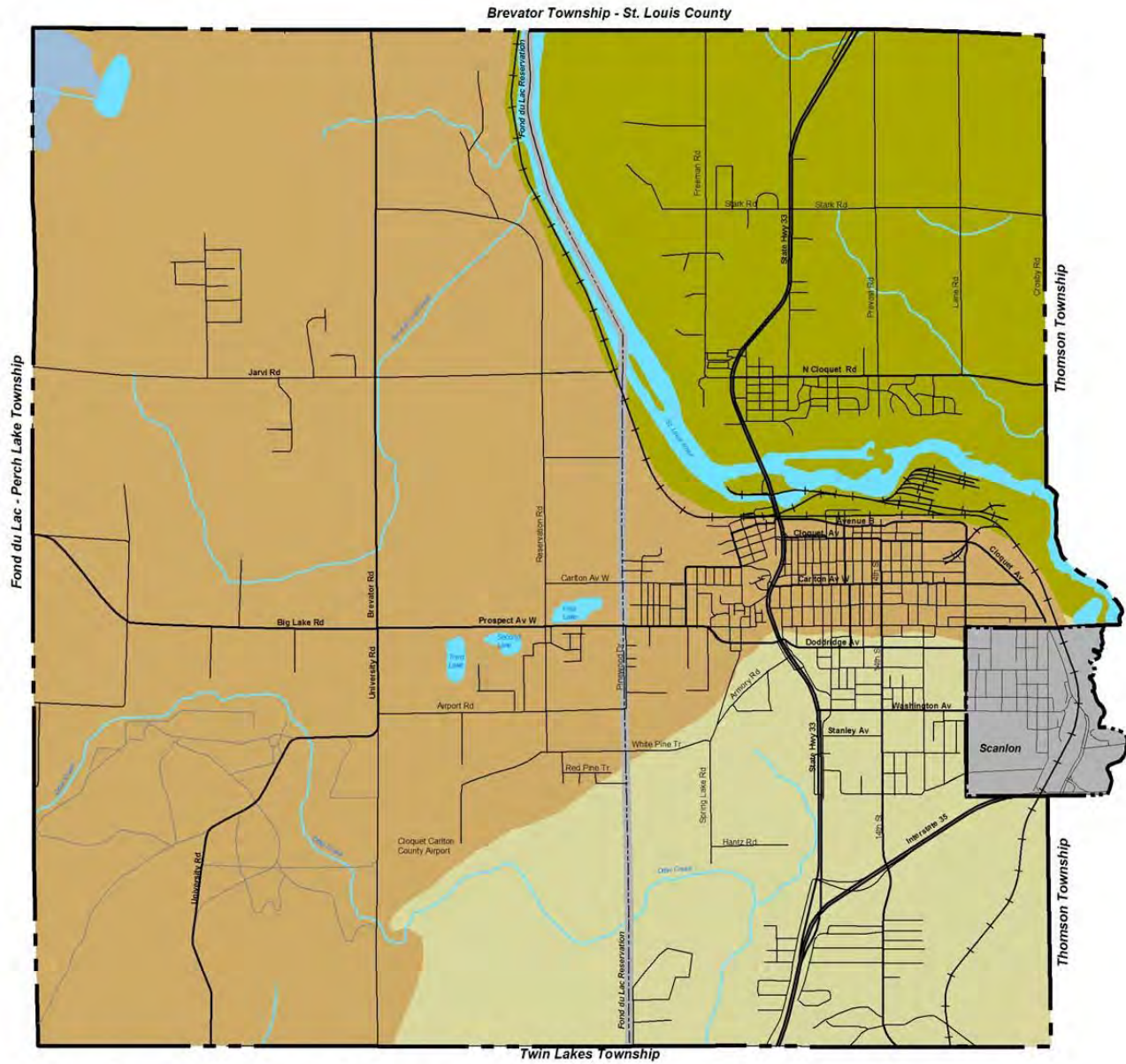
The Brimson Sand Plain, the Brookstone Moraine, and the Highland Moraine Land Type Associations are located in the North Shore Highlands Subsection. The Nickerson Moraine Land Type Association is located in the Mille Lacs Uplands Subsection. See Figure 6-1: Ecological Classification System for the location of these areas. A description of the land type associations in Cloquet follows.

Brimson Sand Plain. Most of the western half of Cloquet is in the Brimson Sand Plain. This area is characterized by level to rolling, sandy outwash plains. Wetlands occupy roughly 41% of this land type association.

Brookstone Moraine. The extreme northwest corner of Cloquet is located in the Brookstone Moraine. This land type association is characterized by rolling till plains and hummocky moraines. The parent soil is a coarse loam with stones. Wetlands cover roughly half of this land type association.

Highland Moraine. The area north and east of the St. Louis River in Cloquet is located in the Highland Moraine. This land type association is characterized by rolling to hummocky land that include fine sandy loams. Wetlands occupy roughly 29% of this land type association.

Nickerson Moraine. The southeast corner of Cloquet is located in the Nickerson Moraine. This land type association is characterized by rolling to steep terrain in the moraines and rolling to level terrain in the outwash channels. A wide variety of soils are found in this area. Wetlands occupy roughly 29% of this land type association.



LAND TYPE ASSOCIATIONS

- | | |
|--|---|
| <ul style="list-style-type: none"> Brimson Sand Plain Brookstone Moraine | <ul style="list-style-type: none"> Highland Moraine Nickerson Moraine |
|--|---|

Land type associations from the DNR. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.

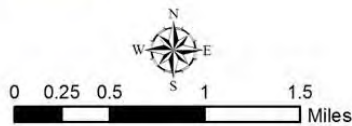


Figure 6-1: Land Type Associations

TOPOGRAPHY

Consistent with the land type associations described above, Cloquet's topography is relatively level in the western part of the city, with rolling terrain in the eastern and southern parts of the city (see Figure 6-2: Shaded Relief Map). The high point in the city is roughly 1,370 feet above mean sea level and is located in the northeast corner of the city. The low point is roughly 1,090 feet above mean sea level and is located in the southeast corner of the city.

Figure 6-3 shows representative slopes associated with the soils in Cloquet. Much of the city has slopes in the range of 0-5 percent. Generally, slopes of 2-5 percent are conducive to development, but slopes under one percent present development constraints. Most of the level land in Cloquet consists of wetlands that (while very important from a natural resource point of view) will limit future development. Much of the existing developed areas of the city are on slopes of 5-15 percent, which are generally suitable for development. Ideally, commercial and industrial development is most suited to land that has slopes of 2-5%, but housing is generally suitable on land that has slopes of 2-15%. Narrow bands of terrain with slopes in excess of 15% (and some in excess of 30%) exist along the St. Louis River Valley and several of the moraines scattered throughout the city. Slopes over 25% present severe development constraints. Some parks in the city have steep slopes that are used for sledding and skiing.

SOILS

Soils are the foundation that supports plants and animals. They also affect the type of physical development that can occur on the land. In general, Cloquet's soils are acidic and have a reddish-brown subsoil and a substratum of glacial drift. Roughly half of the soils are on nearly level terrain and consist of primarily organic material.

Prime Farmland Soils

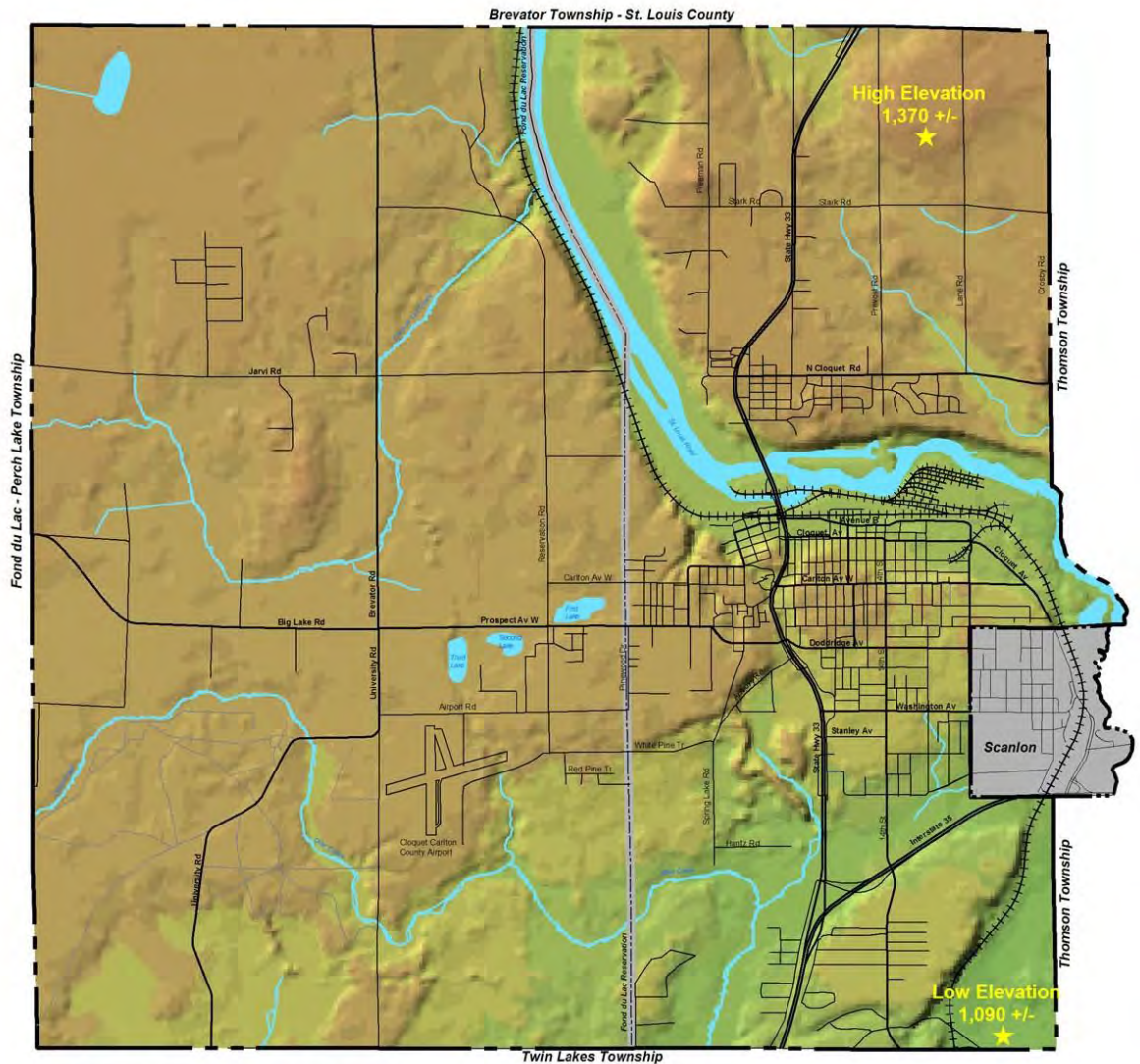
The Natural Resources Conservation Service rates several of the soils in Cloquet as being "prime farmland soils" or "farmland soils of statewide importance" (see Figure 6-4: Prime Farmland Soils). Some areas with soils rated conducive to farmland have already been developed, while other areas may have some sort of agriculture associated with them. Although agriculture is not a significant use in Cloquet, the City should strive to protect prime farmland soils and farmland soils of statewide importance where appropriate.

Soils with Potential for Erosion after Disturbance


Most soils in Cloquet have a potential for slight erosion after disturbance (see Figure 6-5: Soils with a Potential for Erosion after Disturbance). Disturbed soils on steep slopes (see Figure 6-3) have a potential for moderate to very severe erosion. Disturbed soils associated with many of the interconnected wetlands have a potential for very severe erosion. Again, most developable lands in Cloquet do not present erosion concerns. However, the City should be aware of potential erosion hazards and address erosion concerns associated with any land disturbance.

Soil Limitations relating to Mound Septic Systems


The Natural Resources Conservation Service rates several soils as being "limited for mound septic systems" (see Figure 6-6: Soil Limitations relating to Mound Septic Systems). Septic systems are typically trench systems or mound systems. Mound systems are generally installed if the soils and other conditions are not suitable for a trench system, but mound systems can also have limitations.



SHADED RELIEF MAP

	High Elevations (1,200 - 1,370 +/-)		Low Elevations (1,090 - 1,200 +/-)
---	-------------------------------------	---	------------------------------------

Shaded relief data from the DNR. Roads and railroad data obtained from the Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2006. It is intended for general planning purposes only.






Figure 6-2: Shaded Relief Map

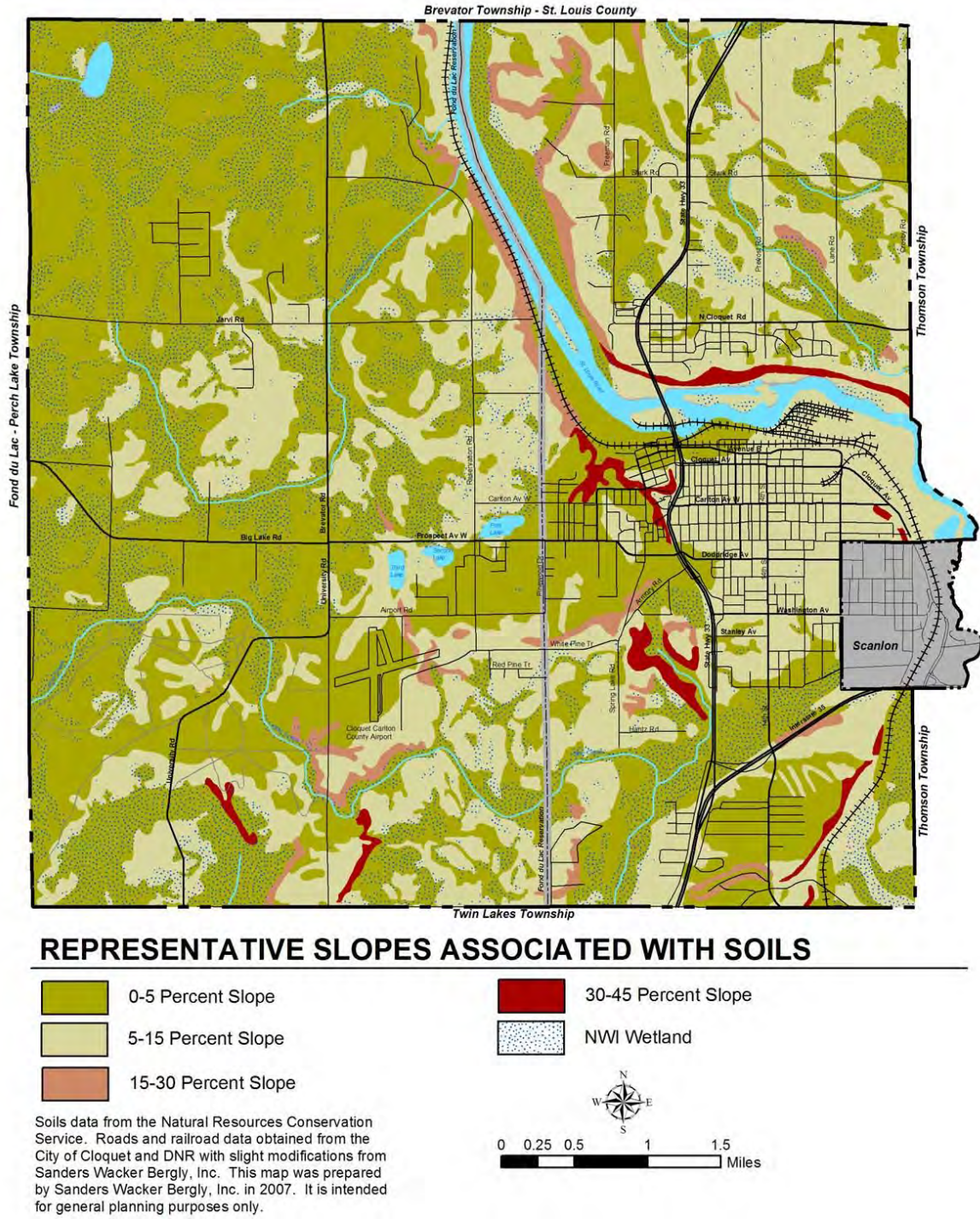
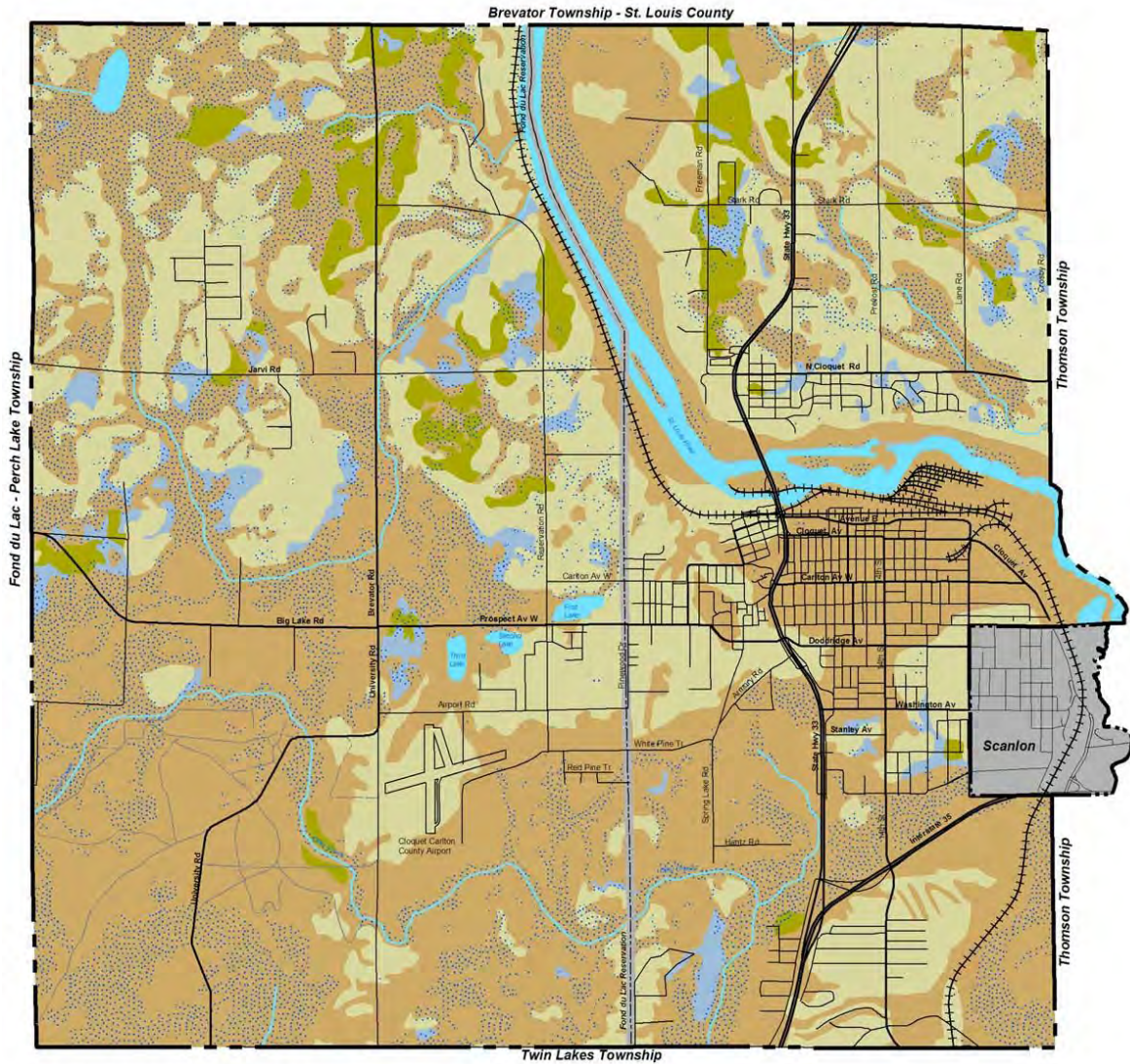


Figure 6-3: Representative Slopes associated with Soils



FARMLAND SOILS

- Prime Farmland Soils
- Farmland Soils of Statewide Importance
- Prime Farmland Soils if Drained
- Not Prime Farmland Soils
- NWI Wetland

Soils data from the Natural Resources Conservation Service. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.

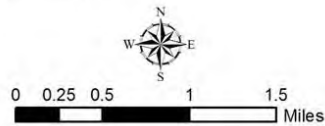


Figure 6-4: Prime Farmland Soils

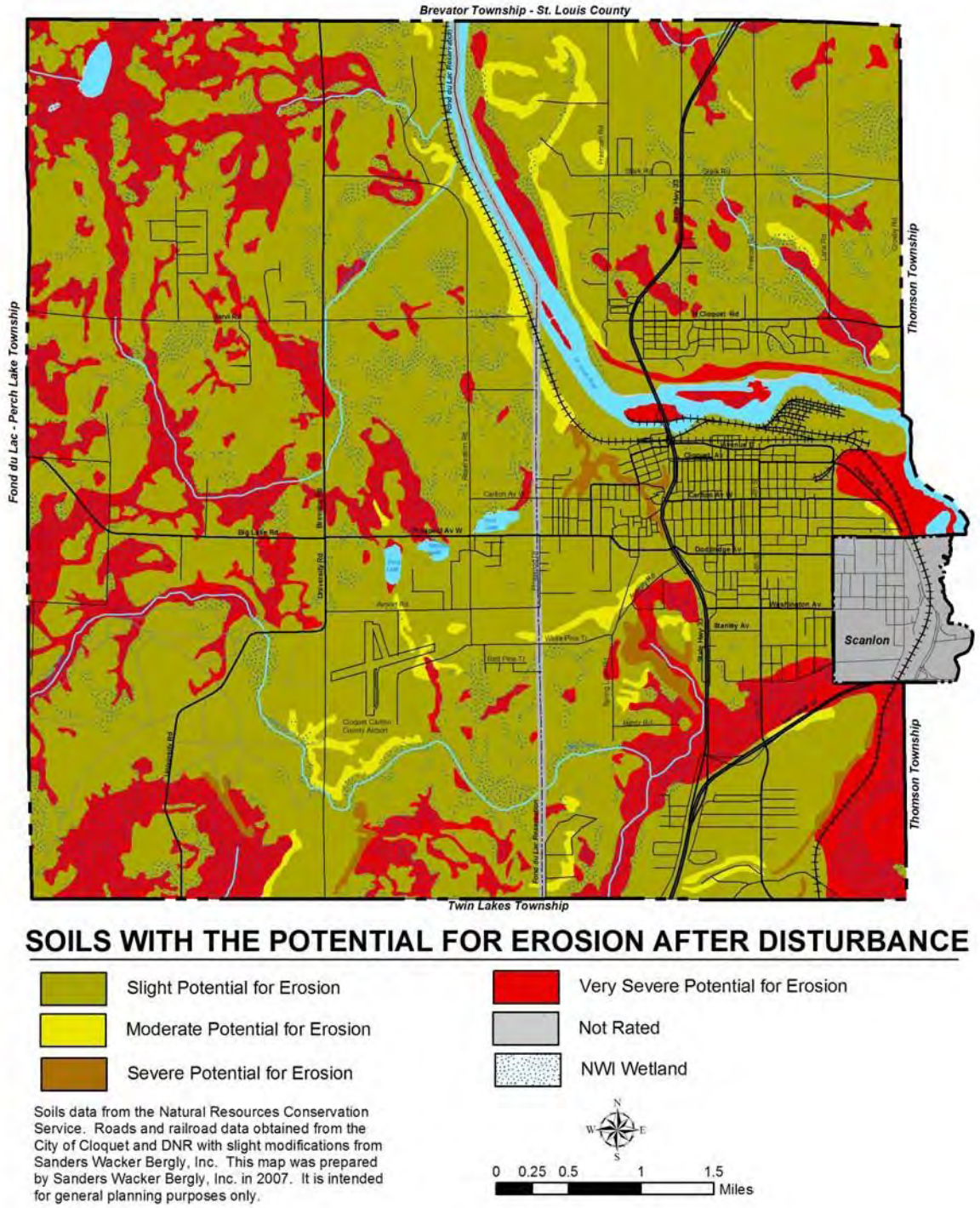


Figure 6-5: Soils with a Potential for Erosion after Disturbance

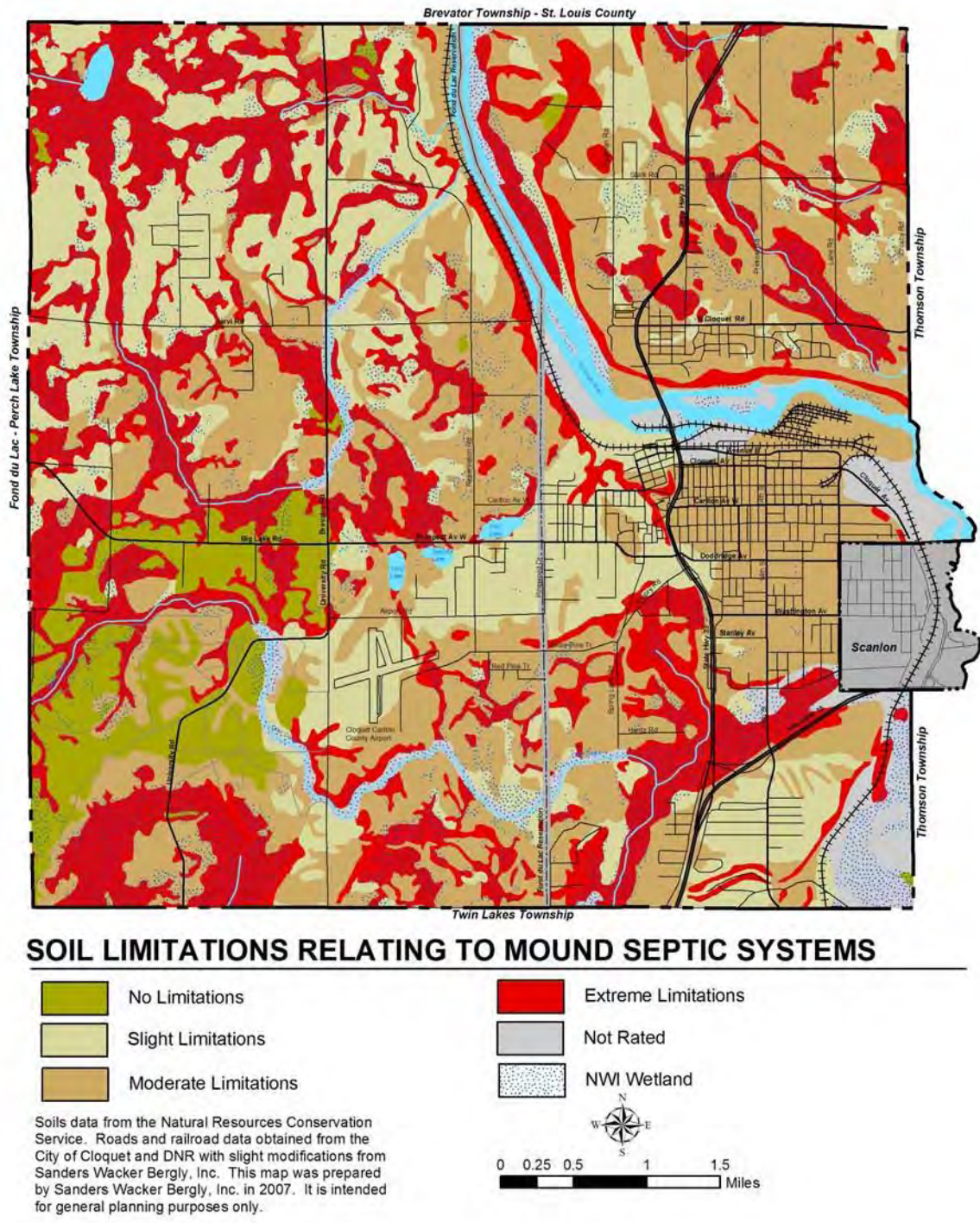


Figure 6-6: Soil Limitations relating to Mound Septic Systems

It may be possible to overcome septic system limitations, but in areas where limitations exist, the City should carefully consider the appropriate density for development and consider whether the development should be served by public sewer and water.

SURFACE WATER RESOURCES

Cloquet's abundant surface water resources contribute greatly to the city. The St. Louis River is the largest and most recognized water body in the city, but the city also has several significant creeks and numerous wetlands (see Figure 6-7: Surface Water Resources and Figure 6-8: Minor Watersheds and River Management Areas). This section provides an overview of the most significant surface water features in Cloquet. Refer to Chapter 5: Utilities and Community Facilities for a discussion of groundwater resources.

St. Louis River

The St. Louis River has been an important part of the Cloquet area for thousands of years. Many centuries before the City of Cloquet developed, the St. Louis River sustained various settlements along its banks. In the late 1600s through the early 1800s, the river provided a means for traders, trappers, and others to travel throughout the region and transport their goods. By the late 1800s, wood industries began to develop along the river. In 1879, the Knife Falls Boom Company built a log boom and sawmill at the head of Knife Falls utilizing the power of the river. Knife Falls was a roughly three-mile stretch of rapids that had upturned slate formations with sharp edges that made them hard to walk over. The river is now dammed at several places. The Knife Dam, the Cloquet Dam, and the Scanlon Dam are in Cloquet or directly adjacent to Cloquet.



St. Louis River at Dunlap Island

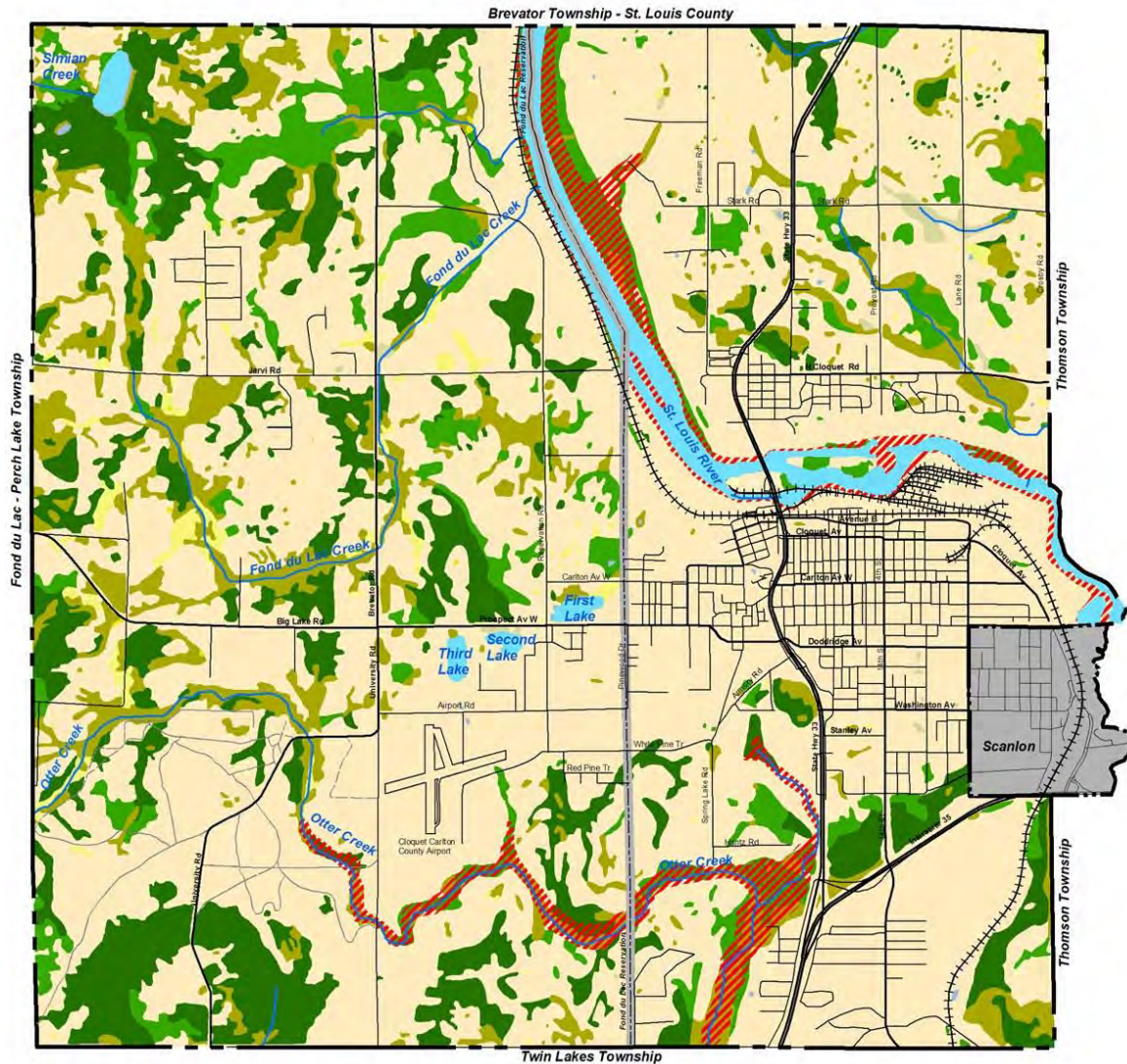


Knife Falls Hydro Electric Station

The St. Louis River is the second largest tributary to Lake Superior with a watershed of 3,634 square miles. The U.S. Environmental Protection Agency designated an area around the St. Louis River (along with areas around 42 other tributaries to the Great Lakes) as an Area of Concern (AOC). The AOC runs 39 miles from north of the City of Cloquet to the river's mouth at Lake Superior.

In recent years, great strides have been taken to enhance the quality of the St. Louis River. Today, the St. Louis River provides high quality habitat for plants and animals, but there is still a strong need to protect and manage the river's ecosystem.

In 1994, the St. Louis River Board developed the St. Louis River Management Plan with a goal to have all local units of government and the Fond du Lac Reservation adopt the management plan and its strategies to protect the river's ecosystem. The Plan provides several recommendations for the river corridor including increased lot sizes, no-cut zones, mandated forest management plans, and possible public acquisition of riverfront land. The Plan recommends three management areas along the St. Louis River in Cloquet. The following describes each area:



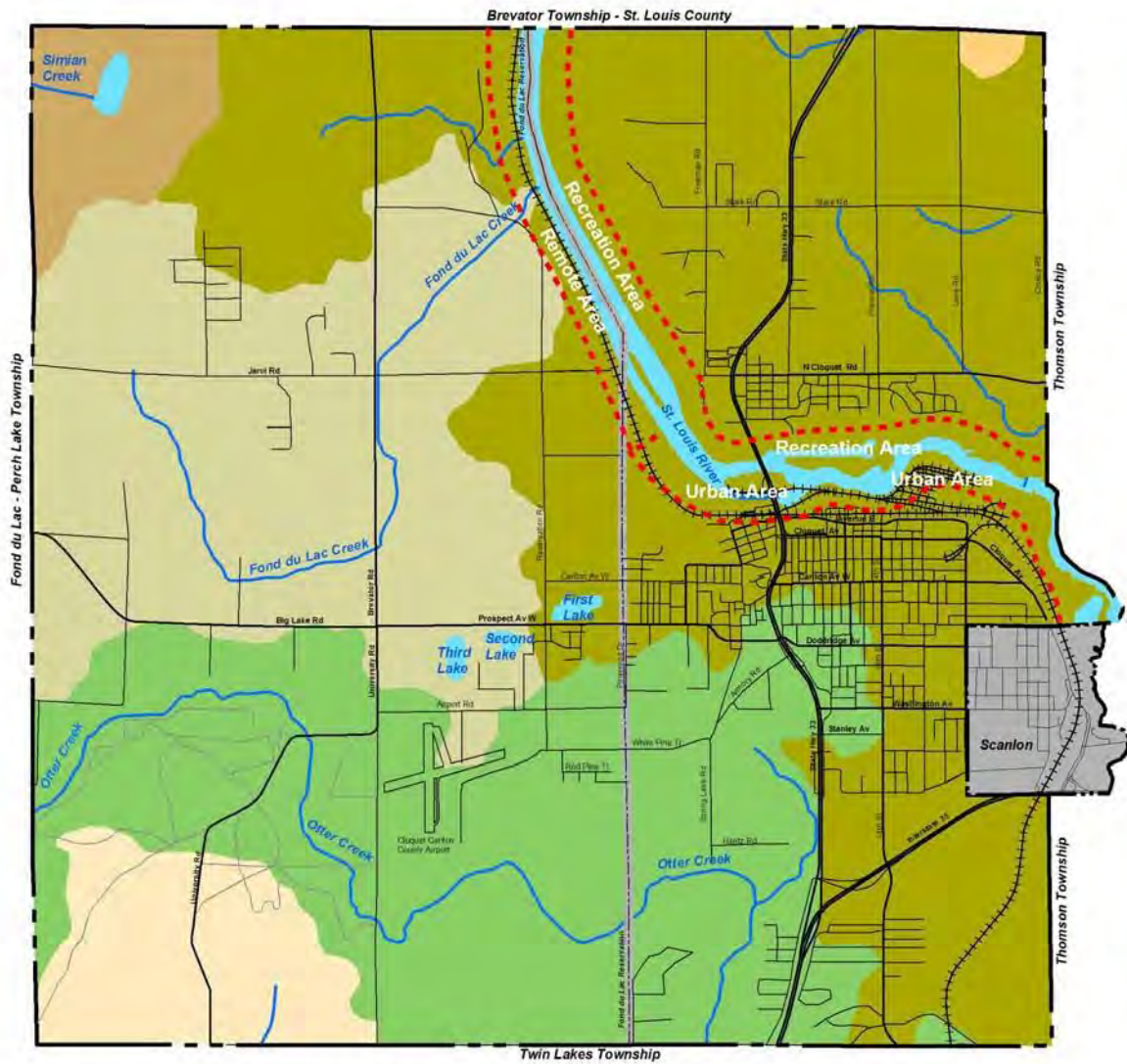
SURFACE WATER RESOURCES

- | | | | |
|---|----------------------------------|---|----------------------|
|  | Type 1: Seasonally Flooded Basin |  | Type 6: Shrub Swamp |
|  | Type 2: Wet Meadow |  | Type 7: Wooded Swamp |
|  | Type 3: Shallow Marsh |  | Type 8: Bog |
|  | Type 4: Deep Marsh |  | Flood Prone Area |
|  | Type 5: Open Water Wetland | | |








Wetlands data from the National Wetlands Inventory. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.



Figure 6-7: Surface Water Resources



MINOR WATERSHEDS AND RIVER MANAGEMENT AREAS

- | | | | |
|---|-----------------------------|---|---|
|  | St. Louis River Watershed |  | Little Otter Creek Watershed |
|  | Otter Creek Watershed |  | Pine River Watershed |
|  | Fond du Lac Creek Watershed |  | Boundary of Recommended River Management Area |
|  | Simian Creek Watershed | | |

Watershed boundaries from DNR. River management boundaries from St. Louis River Management Plan. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.



Figure 6-8: Minor Watersheds and River Management Areas

Remote Areas. The St. Louis River Management Plan designates a one-quarter mile wide corridor north of the urban area of Cloquet and west of the St. Louis River as a “remote area”. This area is mostly within the boundaries of the Fond du Lac Reservation. The Plan’s recommended management standards for this area include a minimum 17-acre lot size with a minimum 600-foot frontage. Structures in this area are recommended to be setback at least 200 feet from the river. These recommended standards are more stringent than that allowed by the City of Cloquet’s Zoning Ordinance or the Fond du Lac Reservation’s Zoning Ordinance.

Recreational Areas. The St. Louis River Management Plan designates a one-quarter mile wide corridor along the east and north side of the river in Cloquet as a “recreational area”. The Plan’s recommended management standards for this area include a 4.5-acre minimum lot size with a minimum 300-foot frontage. Structures in this area are recommended to be setback at least 150 feet from the river. A goal of this area is to protect and enhance public and private recreational use of this part of the river corridor.

Therefore, where feasible, the Plan promotes public acquisition of land in this corridor. Most of this area in Cloquet consists of wetlands and steep slopes that will likely limit potential development in the corridor. The Lumberjack Trail follows the river corridor through much of this area. The planned St. Louis River Trail would also cross this area.



View of the “Recreational Area” on the North Side of the St. Louis River Corridor

Urban Areas. The Plan designates a 300-foot wide corridor along the south and west sides of the river within the urban area of Cloquet as an “urban area”. The Plan’s recommended management standards for this area include a 2.5-acre minimum lot size with a minimum 200-foot frontage. Structures in this area are recommended to be setback at least 100 feet from the river. With the exception of Spafford Park on Dunlap Island, most of this area in Cloquet consists of existing industrial uses with limited opportunity for public access to the river.



View of the “Urban Area” on the South Side of the St. Louis River Corridor

Creeks and Drainageways

There are three significant perennial creeks in Cloquet. All are to the south and west of the St. Louis River. The following provides a brief description of each of these creeks:

Otter Creek. Otter Creek is a designated trout stream in southern Cloquet. It flows south and east to the St. Louis River. Significant development has occurred in the Otter Creek Watershed in recent years, including development at Black Bear Casino (outside the city limits of Cloquet) and the Otter Creek housing subdivision in southern Cloquet. Otter Creek is being closely monitored for nutrients, temperature, and habitat integrity. Development in the watershed should be evaluated for its impact on the creek. Much of the land directly adjacent to the creek is prone to flooding.

Fond du Lac Creek. Fond du Lac Creek is a designated trout stream in central Cloquet. It is entirely within the Fond du Lac Reservation and flows north and east to the St. Louis River. Monitored habitat

quality and water quality parameters indicate that it is a relatively healthy coldwater stream ecosystem. Nevertheless, the creek should be monitored for nutrients, temperature, and habitat integrity. Development in the watershed should be evaluated for its impact on the creek.

Simian Creek. The headwaters of Simian Creek are in the far northwest corner of Cloquet within the Fond du Lac Reservation. The Simian Creek Watershed is relatively healthy. Only a small portion of the watershed is within the City of Cloquet.

Other Creeks. Numerous unnamed intermittent creeks and drainageways also exist in the city. While these creeks and drainageways may not support trout, they are ecologically important and should be protected and managed accordingly.

Lakes

There are three named lakes in Cloquet. These are small, shallow lakes that function as wetlands. All three are located within the Fond du Lac Reservation adjacent to Big Lake Road. First Lake and Third Lake are considered open water wetlands. Second Lake is considered a shallow marsh. All three lakes are near the upper end of their watersheds, so the water quality of these lakes depends, in large part, on the immediately surrounding land uses.

Wetlands

The National Wetlands Inventory shows that roughly 40% of Cloquet consists of wetlands (see Figure 6-7: entitled Surface Water Resources). Wetlands can limit potential development, but they also provide many benefits including water quality protection, groundwater recharge and discharge, flood protection, recreation, and plant and animal habitat. To that end, the City should continue to ensure their protection.

The National Wetlands Inventory is useful for general planning purposes, but it does not reflect the exact boundaries of all wetlands in the city. Consequently, it is important to delineate and evaluate all wetlands on a property before considering development of the property. There are several wetland classification systems. The following provides a general overview of Cloquet's wetlands based on the Circular 39 System developed by the U.S. Fish and Wildlife Service. The description of each of the wetland types is from the Minnesota Board of Soil and Water Resources. The vast majority of wetlands in Cloquet are shrub wetlands, wooded swamps, or bogs.



Typical Shrub Wetland in Cloquet

Type 1 Wetlands. Type 1 wetlands are seasonally flooded basins or floodplains. There are virtually no Type 1 wetlands in Cloquet. Vegetation varies according to the season and the amount of flooding. Benefits of Type 1 wetlands include seasonal waterfowl and wildlife habitat, water quality protection, and groundwater recharge and discharge.

Type 2 Wetlands. Type 2 wetlands are wet meadows. They are scattered throughout Cloquet and make up roughly 2.9% of the wetlands in the city. The soil is without standing water throughout most of the growing season, but is saturated below the surface. Vegetation includes grasses, sedges, rushes, and various broad-leaved plants. Type 2 wetlands provide waterfowl and wildlife habitat, water quality benefits, and groundwater recharge or discharge.

Type 3 Wetlands. Type 3 wetlands are shallow marshes. They are scattered throughout Cloquet and make up roughly 1% of the wetlands in the city. Second Lake, just south of Big Lake Road, is a Type 3 wetland. The soil is usually waterlogged in the spring and often covered with six or more inches of water. Vegetation includes grasses, bulrushes, spikerushes, cattails, arrowheads, pickerelweed, and smartweeds. Type 3 wetlands protect water quality and shoreland, retain floodwater, provide habitat for waterfowl, amphibians, and fish, and offer recreation, including hunting, fishing, and canoeing.

Type 4 Wetlands. Type 4 wetlands are deep marshes. They are scattered throughout Cloquet, but make up less than 1% of the wetlands in the city. The soil is usually covered with six inches to three feet of water during spring and summer. Vegetation includes cattails, reeds, bulrushes, spikerushes, and wild rice. In open areas, pondweed and water lilies may grow. Type 4 wetlands provide water quality protection, floodwater detention, wildlife and fisheries habitat, and recreation.

Type 5 Wetlands. Type 5 wetlands are open water wetlands, including shallow ponds. They make up about 1% of the wetlands in the city. First Lake and Third Lake adjacent to Big Lake Road are Type 5 wetlands. The water is less than six feet deep and fringed by a border of emergent vegetation. Type 5 wetlands provide water quality protection, floodwater detention, wildlife and fisheries habitat, and recreation.



Typical Open Water Wetland in Cloquet

Type 6 Wetlands. Type 6 wetlands are shrub wetlands. They are scattered throughout Cloquet and make up roughly 31.4% of the wetlands in the city.

Soil is usually waterlogged during much of the growing season and is often covered with as much as six inches of water. Vegetation includes alders, willows, buttonbush, dogwoods, leatherleaf, and swamp privet. Typical benefits of Type 6 wetlands include water quality, flood detention, low flow augmentation, and wildlife habitat.

Type 7 Wetlands. Type 7 wetlands are wooded swamps. They are scattered throughout Cloquet, but are most visible along the St. Louis River and adjacent to Interstate Highway 35. They make up about 25.9% of the wetlands in the city. Soil is waterlogged to within a few inches of the surface during growing season and can be covered with as much as a foot of water. Typical trees include tamarack, white cedar, arborvitae, black spruce, balsam, red maple, and black ash. Type 7 wetland benefits include water quality, low flow augmentation, and floodwater detention.



Typical Shrub Wetland with Wooded Swamp in the Background

Type 8 Wetlands. Type 8 wetlands are bogs. They are the most common type of wetland in Cloquet making up roughly 37.5% of the wetlands in the city. Soil is usually waterlogged and has a spongy covering of mosses. Typical plants include heath shrubs, sphagnum moss, sedge, leatherleaf, labrador-tea, cranberries, and cottongrass, and scattered black spruce and tamarack. Typical benefits include water quality, low flow augmentation, and shoreland protection.

Flood Prone Areas

Figure 6-7: Surface Water Resources shows the approximate 100-year flood boundary as represented on the Flood Insurance Rate Map by FEMA (Federal Emergency Management Agency). The areas in the city that are prone to flooding are mostly located in shrub swamps, wooded swamps, and bogs. There does not appear to be any significant development within the 100-year floodplain.

Nonpoint Source Pollution

Nonpoint source pollution is caused by diffused sources that are not regulated as point sources. It is normally associated with runoff from development and other altered lands. Nonpoint source pollution is considered the leading source of pollution in the country. It results from nutrients from fertilizers, animal wastes, and failing septic systems; pathogens from fecal matter; sediments associated with land alterations; toxic substances from pesticides, petroleum, and other sources; thermal stress caused by heat-absorbing impervious services; trash; and invasive species.

Research shows that surface water quality degradation increases when there is loss of mature forest cover, an increase in impervious surfaces (buildings and paving), and/or a reduction in water storage (wetlands and ponds). These alterations increase the volume and velocity of storm water runoff and pollutant loadings causing a reduction in a water body's ability to support fish and other habitats. Consequently, land use activities that remove mature trees, increase impervious surface, and reduce storage capacity will negatively affect water quality.

Impaired Waters

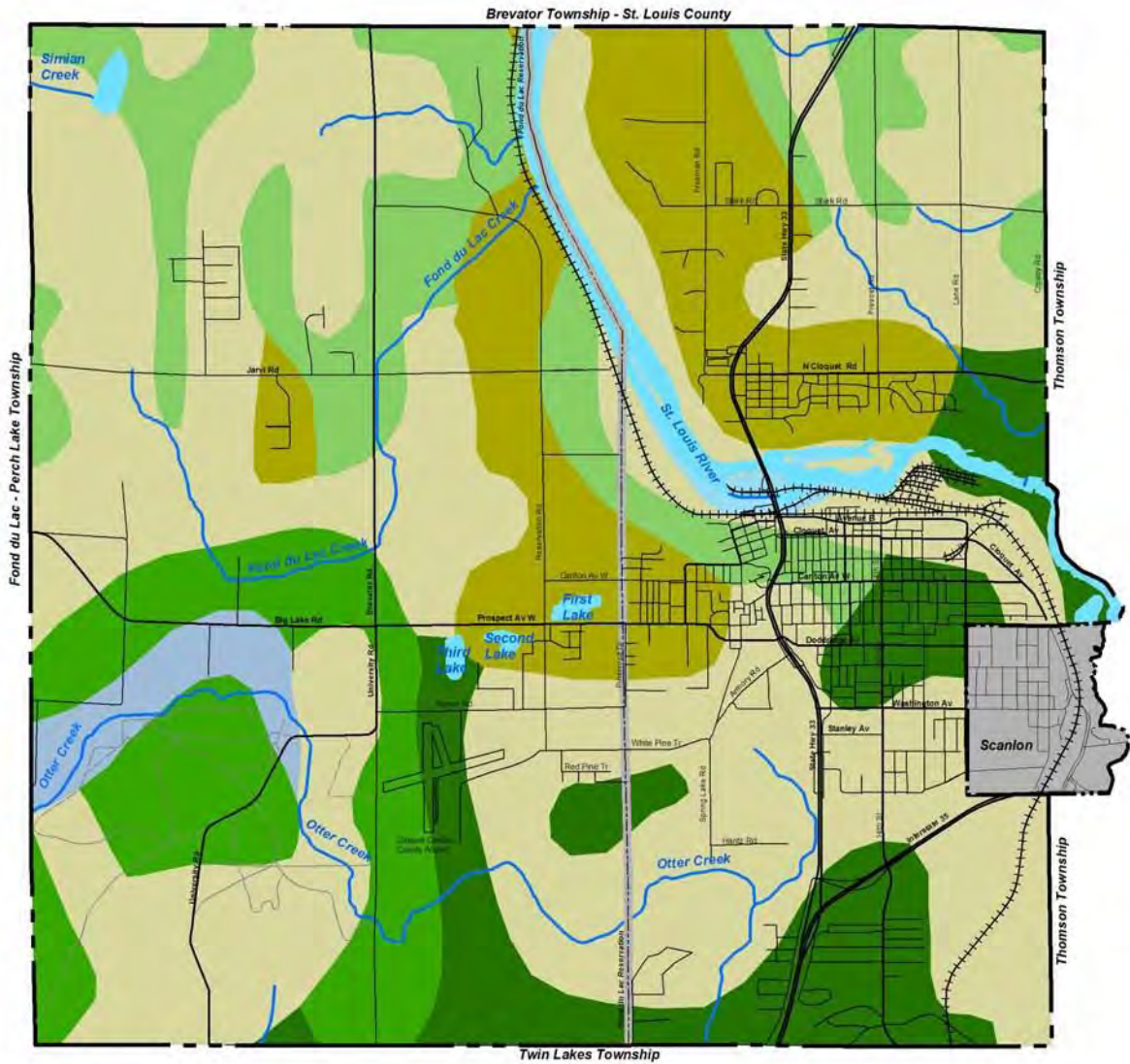
The Clean Water Act requires states to publish an updated list of streams and lakes that are not meeting their designated uses because of excess pollutants. The list, known as the 303(d) list, is based on violations of water quality standards (Minnesota Pollution Control Agency, 2004). For each pollutant that causes the failure of a water body to meet state water quality standards, the Clean Water act requires the Minnesota Pollution Control Agency (MPCA) to conduct a Total Maximum Daily Load (TMDL) study. A TMDL study identifies both point and nonpoint sources for each problem pollutant. Water quality sampling and computer modeling determine how much each pollutant source must reduce its contribution to help ensure that the water quality standard is met. The St. Louis River is on the 2004 impaired waters list in the Cloquet area for mercury.

Protection of Water Resources within the Fond du Lac Reservation

The Fond du Lac Reservation, Office of Water Protection has updated the National Wetlands Inventory coverage within the Reservation and has developed a Protection and Management Plan for those wetlands. The Fond du Lac Reservation is responsible for the protection and management of all water resources (including wetlands) within the Fond du Lac Reservation, even if the water resources are not directly on Fond du Lac Band or allotment land. Because water resources are not bound by governmental boundaries, it is important that the City of Cloquet, Fond du Lac Reservation, and all governing bodies in the St. Louis Watershed cooperate to ensure that that the water resources in the watershed are protected and properly managed.

VEGETATION

Cloquet's vegetation, prior to the mid 1800s, included mixed pine forests, hardwood forests, and extensive conifer bogs and swamps (see Figure 6-9: Pre-1850s Vegetation). Figure 6-10: Land Use/Land Cover – 1990, shows that development has replaced much of the city's upland forests, although significant forest patches are scattered throughout the city. Because of the difficulty of developing in wet areas, much of the lowland vegetation has remained intact.



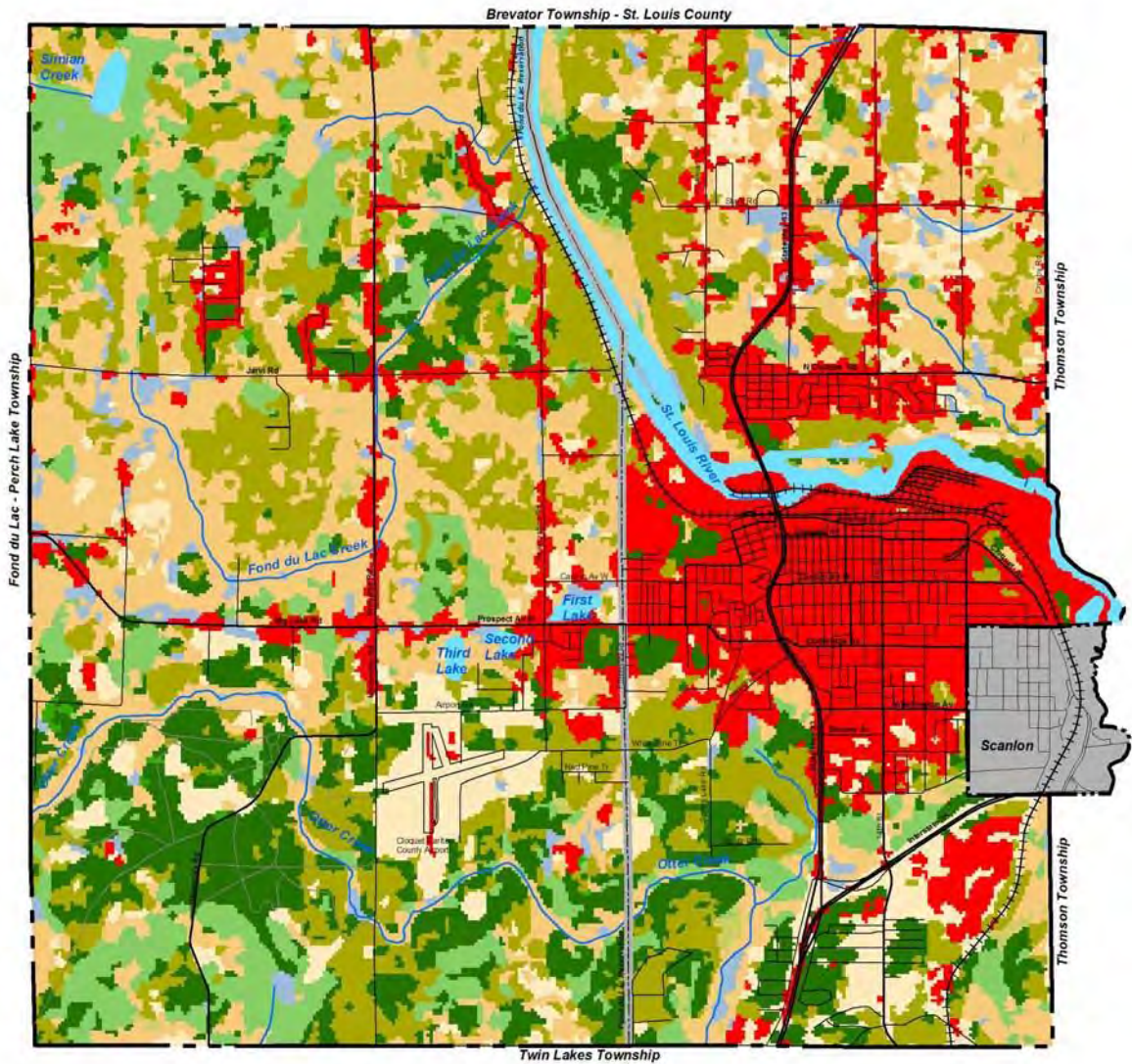
PRE-1850s VEGETATION

- | | |
|--|---|
| <ul style="list-style-type: none"> Wet Prairie Conifer Bogs and Swamps Aspen-Birch | <ul style="list-style-type: none"> Mixed Hardwood and Pine Jack Pine Barrens and Openings Mixed White Pine and Red Pine |
|--|---|


Pre 1850s vegetation from DNR. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.



Figure 6-9: Pre-1850s Vegetation



LAND USE / LAND COVER - 1990

- | | | | |
|---|---------------------------|---|------------------------------|
|  | Aquatic Environments |  | Upland Deciduous Forest |
|  | Crops or Grassland |  | Upland Conifer-Deciduous Mix |
|  | Shublands |  | Upland Conifer Forest |
|  | Lowland Deciduous Forest |  | Development |
|  | Lowland Coniferous Forest | | |

Land Use / Land Cover -1990 from the DNR. Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.



Figure 6-10: Land Use / Land Cover - 1990

RARE, THREATENED, AND ENDANGERED SPECIES

The Minnesota Department of Natural Resources Natural Heritage Program maintains a database of rare, threatened, and endangered species in Minnesota. In general, the following rare, threatened, and endangered species may be found in or near Cloquet. Contact the Minnesota Department of Natural Resources for specific information.

Plants

Moschatel (special concern)
 Wild Chives (special concern)
 Dragon's Mouth (special concern) Ross's
 Sedge (proposed endangered) Carolina
 Spring Beauty (special concern)
 Bog Rush (special concern)
 Carey's Smartweed (proposed endangered)
 Eastern Hemlock (special concern)
 New England Violet (special concern)

Animals

Bald Eagle (threatened)
 Gray Wolf (threatened)
 Snapping Turtle (special concern)

Butterflies

Freija Fritillary (special concern)
 Dorcas Copper (special concern)
 Bog Copper (special concern)
 Red-disked Alpine (special concern)
 Jutta Arctic (special concern)
 Bog Fritillary (special concern)

Natural Communities

Forested Bog (special concern)
 Northern-Hardwood Conifer Forest (endangered)

INVENTORY AND ANALYSIS OF CULTURAL RESOURCES

Cloquet has a rich history characterized by tremendous growth and prosperity as well as tragic loss. Cloquet's history is an important part of its current culture and identity. The Carlton County Historical Society, the Fond du Lac Cultural Center and Museum, and the Cloquet Public Library provide excellent resources for experiencing and understanding Cloquet's past. The following provides an overview of the history of Cloquet followed by an overview of its current culture. Refer to Chapter 5: Utilities and Community Facilities for information about current community facilities, services, and events in Cloquet.

EARLY HISTORY

People lived in the Cloquet area thousands of years before the City of Cloquet developed. Ancestors of the present day Chippewa lived in the region since at least 800 A.D. French fur traders came to

the area in the 1600s. During the summer months, the St. Louis River provided the main travel route for people. During the winter months, people used trails to cross the frozen wetlands that dotted the area. The area commonly known as the “West End” in Cloquet is near the area where the trails and the head of Knife Falls on the St. Louis River intersected. The area near Knife Falls has been important to numerous people and cultures for many centuries.

By the mid 1800s, the United States was rapidly growing, and increasing numbers of European-American settlers were coming to the area. In response, the LaPointe Treaty of 1854 had the Chippewa ceding much of their land to the United States in return for the establishment of the Fond du Lac Reservation.

As the United States continued to grow, the demand for lumber pushed logging companies from the eastern states into the Cloquet area. The Cloquet area had some of the best pine forests in the region. In 1879, the Knife Falls Boom Company built a log boom and sawmill near the head of Knife Falls where they were able to use the power of the St. Louis River. A small settlement (known as Knife Falls) grew around the development. Shortly thereafter, a railroad line was extended from Carlton to Knife Falls. The Knife Falls settlement was platted and organized into the Village of Knife Falls in 1883. In 1904, the Village of Knife Falls incorporated into the City of Cloquet. Built on its wood industries, the City of Cloquet became one of the fastest growing and most prosperous cities in Minnesota.

THE FIRE OF 1918

The fire of 1918 is one of the most defining events in the history of Cloquet. The fire destroyed virtually the entire city as well as many homes on the Fond du Lac Reservation. Three of the city's five sawmills survived the fire, but most businesses, industries, and homes were completely destroyed. However, within months, residents and businesses began to rebuild. After considerable hard work and determination, the City once again began to grow and prosper.

CULTURAL SITES

Cloquet is fortunate to have many wonderful cultural sites that help provide an understanding of Cloquet's past. Figure 6-11: Cultural Sites identifies some of the most significant cultural sites in the community. A brief description of these sites follows:

National Register of Historic Places

The National Register of Historic Places includes several historic structures and an historic district in Cloquet (see Figure 6-11). These historic places are as follows:

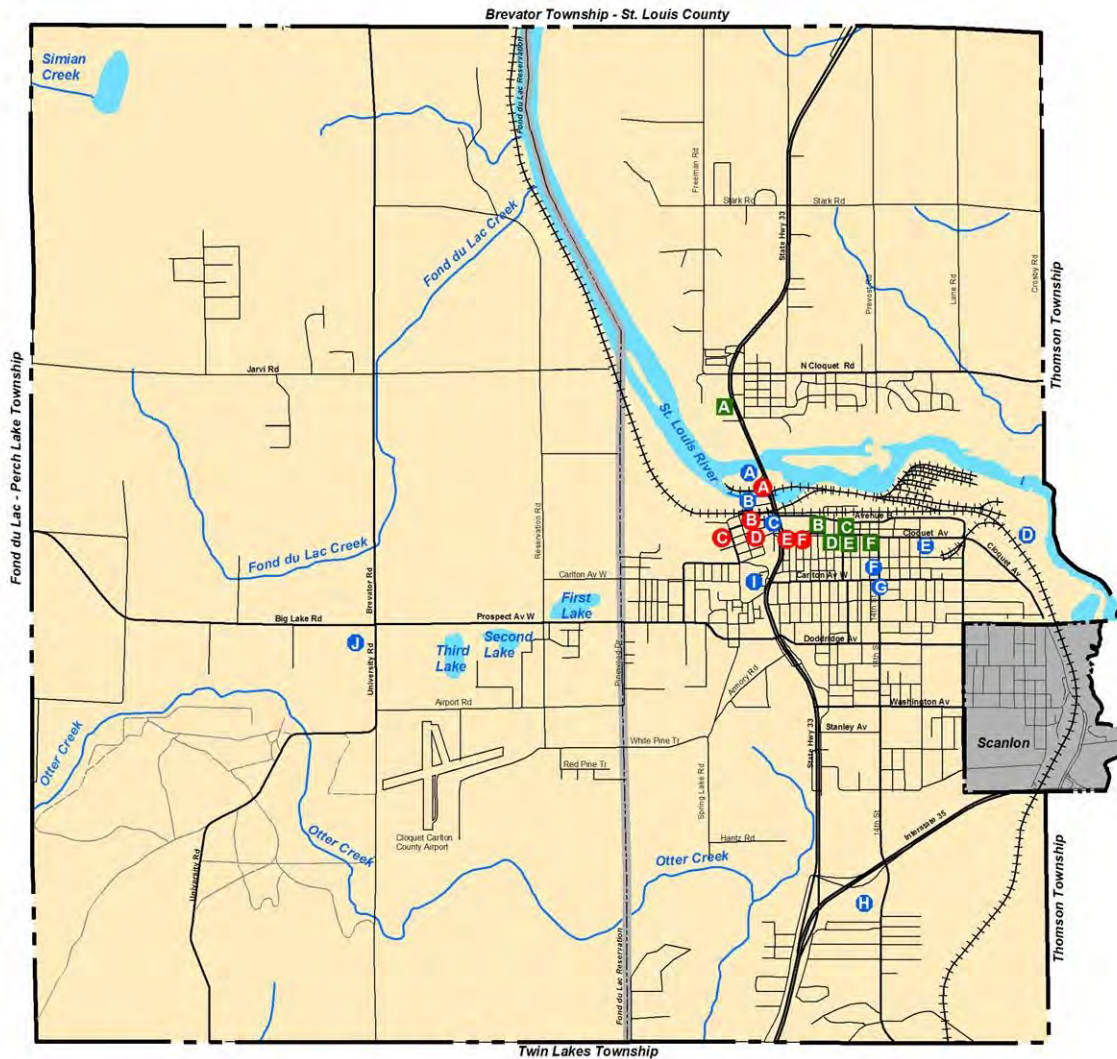
Northeastern Hotel. The Northeastern Hotel is located on Dunlap Island at 115 St. Louis Avenue. It was built in 1904 and is one of the few structures in Cloquet that survived the fire of 1918. It served as a hospital, temporary shelter, and Red Cross headquarters for fire relief efforts.



Northeastern Hotel



Lindholm Oil Company Service Station



CULTURAL SITES

National Register of Historic Places

- A** Northeastern Hotel
- B** Former City Hall
- C** Park Place Historic District
- D** Northern Office Building
- E** Lindholm Oil Company
- F** Shaw Memorial Library

Historic sites from National Register of Historic Places. Other cultural sites from Cloquet Centennial Celebration brochure. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.

Other Cultural Sites of Interest

- A** Dunlap Island
- B** United States Gypsum
- C** Fauley Park
- D** Sappi Fine Paper
- E** Alltrista - A Jardin Company
- F** Members Co-op Credit Union
- G** Garfield School
- H** FDL Tribal and Community College
- I** Pinehurst Park
- J** FDL Reservation Museum

Outdoor Murals

- A** Remembering the Sawmills
- B** Homage to Finnish Homesteader
- C** Scandinavian Immigrant Life
- D** Notable People from Early Days
- E** Railway Through the Past
- F** Prescription for Healthy Community

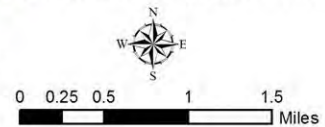


Figure 6-11: Cultural Sites

Lindholm Oil Company Service Station. The Lindholm Oil Company Service Station, located at 202 Cloquet Avenue, was designed by Frank Lloyd Wright and constructed in 1958. It is the only Frank Lloyd Wright gas station constructed. The building still functions as a gas station, but an addition was added to the south side of the building for another commercial use.

Former Cloquet City Hall. The Cloquet City Hall, located at the intersection of Avenue B and Arch Street, was built in 1920, after the old City Hall was destroyed in the 1918 fire. It is a Georgian and Renaissance Revival style brick building. City government eventually outgrew the building and built the new City Hall on Cloquet Avenue.

Shaw Memorial Library. The Shaw Memorial Library is located at 406 Cloquet Avenue. It is a Renaissance Revival brick building that was constructed in 1920 following the fire of 1918. The Cloquet Public Library eventually outgrew the building and built a new library on 14th Street. The Shaw Memorial Library building now houses the Carlton County History and Heritage Center.

Northern Office Building. The Northern Office Building, also known as the Potlatch Northwest Paper Division General Offices, is located at the intersection of Avenue C and Arch Street. It is a brick building that was built after the fire of 1918 to house businesses.

Park Place Historic District. The Park Place Historic District includes four wood frame houses that were constructed shortly after the fire of 1918. The homes were originally owned by Rudolph Weyerhaeuser and three of his children. The houses are located at 1, 512, 520, and 528 Park Place.

Other Cultural Sites of Interest

In addition to the historic places described above, Cloquet has many other cultural sites of interest (see Figure 6-11 for the location of some of the more significant sites). Historical markers located in key areas throughout the city provide information about Cloquet's past and they help us understand more about present day Cloquet. For example, displays like the old train engine in Fauley Park help us understand how important the railroad was to the development of



Shaw Memorial Library



Former Cloquet City Hall



Historic House in the Park Place Historic District



Historical Marker at Fauley Park

Cloquet and how important it is to present day Cloquet.

Not all cultural sites in Cloquet are “historic”, but they still can help us understand the culture of the city and area. For example, the voyageur statue on Dunlap Island gives us a glimpse of the French fur traders that used the St. Louis River to transport their furs hundreds of years ago. The Fond du Lac Reservation Museum and the Fond du Lac Tribal and Community College give us insight into the past and present Chippewa nation, which is a very important part of Cloquet and the region.

Outdoor Murals

Cloquet also celebrates its history through high quality outdoor murals (see Figure 6-11). These murals depict Cloquet at various times throughout its history. For example, one mural depicts an 1890s steam engine traveling across a bridge spanning a swamp. Another mural depicts a Finnish homestead. Still another mural depicts the sawmills that helped build Cloquet. These murals help keep Cloquet’s culture alive and part of the everyday life of residents.

CULTURAL IDENTITY

Cloquet has a strong cultural identity and a unique sense of place that is tied to its people and its natural resources. The City celebrates its culture through its museums, historic sites, historical markers, and outdoor murals. The City also celebrates its culture through festivals and events. For example, the St. Louis River Rendezvous is a yearly festival held on Dunlap Island that celebrates the era of the fur traders. The City’s natural resources (woods, wetlands, and the St. Louis River) also convey Cloquet’s culture and its sense of place.



Voyageur on Dunlap Island



Typical mural in the downtown area

GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City’s vision for its natural and cultural resources. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress toward the goal. The following policies are key actions that the City will strive to accomplish by the year 2027.

Goal: Cloquet protects, manages, and enhances its significant natural and cultural resources.

Objective 6.1: Promote an understanding of the value of preserving, enhancing, and restoring Cloquet’s natural resources.

Policy 6.1.a: Explore opportunities to develop and/or provide information that discusses the value of preserving, enhancing, and restoring natural resources in Cloquet. Consider maintaining a library of pertinent materials at City Hall, the public library, and other key

institutions. Also, explore opportunities to include natural resource information in the City's "information package" that new and existing residents can request from City Hall and on the City's future website.

Policy 6.1.b: Explore opportunities to develop and implement an awards program that recognizes outstanding efforts by property owners, residents, or organizations concerning the preservation, enhancement, or restoration of natural resources in Cloquet.

Policy 6.1.c: At opportune times, work with the Department of Natural Resources, the Cloquet Forestry Center, the University of Minnesota Extension Office, the NEMO Program (Minnesota Sea Grant), schools, the Fond du Lac Reservation, adjacent communities, environmental organizations, and others to promote opportunities for residents and decision makers, to learn about natural resources in Cloquet, through speaker series, public workshops, classes, displays, and other techniques.

Policy 6.1.d: As appropriate, encourage city staff, city commissions, elected officials, and others to present information about natural resource protection, enhancement, and restoration at community events and in the schools.

Policy 6.1.e: Explore opportunities to work with the Department of Natural Resources, the University of Minnesota Extension Office, schools, and others to explore opportunities to develop natural resource management, storm water management, and landscaping demonstration areas to help residents learn about techniques that can help protect and enhance the City's natural resources.

Objective 6.2: Protect, enhance, and restore significant natural resources in the city where feasible.

Policy 6.2.a: Explore opportunities to develop an inventory and assessment of significant natural resources in Cloquet. Coordinate with the Fond du Lac Reservation. If necessary, concentrate inventory and analysis efforts in areas where the city anticipates growth.

Policy 6.2.b: Develop and prioritize strategies for protecting, enhancing, and restoring Cloquet's natural resources in accordance with the natural resource inventory and assessment.

Policy 6.2.c: Review the Zoning Ordinance and Subdivision Regulations. Consider possible ordinance amendments that would help protect significant natural resources.

Objective 6.3: In all land use decisions, consider the interrelationship and balance between natural resources, the economy, and the social aspects of life in Cloquet and the surrounding region.

Policy 6.3.a: Consider creating and using incentive based tools to protect significant natural resources and reduce fragmentation.

Policy 6.3.b: Where applicable, consider developing and applying conservation design ordinance language to help protect, enhance, and restore significant natural resources.

Policy 6.3.c: Review all development proposals and building permit requests to ensure the reasonable protection of significant natural resources. Where the loss of significant natural resources cannot be avoided, consider mitigation and replacement plans as necessary.

Policy 6.3.d: Where appropriate, solicit input from the Minnesota Department of Natural Resources, the Minnesota Pollution Control Agency, and others when considering the effect of proposed development on significant natural resources.

Policy 6.3.e: Promote cooperation between neighboring and overlapping jurisdictions as a critical means to address natural resource issues.

Policy 6.3.f: In all appropriate land use decisions, explore ways to connect fragmented areas of natural resources.

Objective 6.4: Strengthen Cloquet's image as a community that respects the natural environment.

Policy 6.4.a: Explore opportunities to maintain and use city property in a manner that sustains the natural environment. Strive to be a role model for others. For example, consider implementing innovative storm water management techniques, installing sustainable landscaping, and promoting recycling.

Policy 6.4.b: Explore opportunities to enhance the entrances and main transportation corridors in the city to reflect the connection between Cloquet and its natural resources.

Objective 6.5: Identify and (where feasible) preserve sites, features, structures, access points, or routes having unique local historical, archaeological, or cultural value.

Policy 6.5.a: Coordinate with the Historical Society and others to explore opportunities to identify, preserve, and protect significant resources and structures that contribute to Cloquet's architectural, historic, and cultural heritage.

Policy 6.5.b: Support community events and programs that celebrate the history and culture of Cloquet.

Policy 6.5.c: Where appropriate, encourage restoration and adaptive re-use of significant historic buildings.

NATURAL RESOURCES PLAN

Natural resources attracted people to Cloquet, they helped build Cloquet, and they will help sustain Cloquet. The following expands on the inventory and analysis section and the goals, objectives, and policies section of this chapter by further describing key concepts for protecting, managing, and enhancing Cloquet's natural resources.

ENVIRONMENTALLY SENSITIVE DEVELOPMENT

The City will explore opportunities to identify, assess, and prioritize critical natural resource protection needs in the city. The City may target assessment efforts in areas that the City anticipates future development (for example, the area guided for development north of the river and the area south of Otter Creek). The City can then further define best management practices for natural resource protection within the various priority areas.

The Comprehensive Plan promotes development and redevelopment within urban areas that are currently served (or can reasonably be served) by public sewer and water. The Plan encourages development to implement sustainable, environmentally sensitive development techniques. Possible techniques include cluster development (or conservation subdivision design) and low impact design

techniques. The City will update its zoning ordinance and subdivision regulations to include standards and incentives that will promote environmentally sensitive design.

As discussed earlier in this chapter, Cloquet's identity is tied to its natural resources. Therefore, as a means to preserve and enhance its identity, Cloquet will explore opportunities to integrate natural areas and native plantings into the built environment, where appropriate. For example, street corridors, parking lots, public plazas, parks, and community facilities may include native plantings. In particular, Cloquet Avenue and State Highway 33 could benefit from strategically placed native plants that can help weave nature throughout the city. Integrating natural features into the built environment may also benefit the overall environment.

ST. LOUIS RIVER

All water resources are important, but the St. Louis River is especially valuable to Cloquet and the region. The City will strive to implement the management concepts expressed in the St. Louis River Management Plan as they relate to Cloquet. More specifically, the City will guide (and manage, where appropriate) the north and east side of the river as a recreation corridor. The City will also strive to protect (or enhance) views of the river and access to the river. The City and Fond du Lac Reservation will cooperate to address land use issues in the rural areas on the south and west side of the river as they relate to the management of the river. The Fond du Lac Reservation controls most of the land use in this area.

INTERGOVERNMENTAL COOPERATION

Natural resources do not start and stop at jurisdictional boundaries. For example, even though the Fond du Lac Reservation is responsible for managing water resources within the Reservation, Otter Creek flows in and out of the Reservation in several places. Consequently, the City of Cloquet, the Fond du Lac Reservation, and other responsible entities will coordinate to ensure that their land use actions are consistent in regard to the protection of Otter Creek and the area's other natural resources. See Chapter 9: Intergovernmental Cooperation for additional information.

AWARENESS AND EDUCATION

Awareness and education are critical components of Cloquet's efforts to protect and enhance its natural resources. Cloquet's quality of life is not only tied to social and economic issues, but also to environmental issues. If Cloquet's natural resources are adversely affected, the social and economic components of the City will also be adversely affected. The following describes several actions the City may take to strengthen awareness and education of natural resources in Cloquet:

1. The City may use newsletters, websites, and cable access television to promote an understanding of the importance of Cloquet's natural resources.
2. The City will strive to work with the other government jurisdictions, environmental organizations, the schools and colleges, and others to promote and facilitate community presentations dealing with natural resources in Cloquet and the surrounding region. For example, the City may sponsor a community workshop on rain gardens to help property owners address storm water management.
3. Where appropriate, the City will explore opportunities to install interpretive signs that help people understand the natural resources in the area. In cooperation with others, the City may develop demonstration areas to help communicate natural resource protection and enhancement techniques.

Many residents choose to live in Cloquet because of the City's natural resources. However, residents, developers, and others are not always aware of things they can and should do to protect and enhance natural resources. Aware residents that are equipped with pertinent information are perhaps the most important resource the City has in protecting, managing, and enhancing its natural resources.

CULTURAL RESOURCES PLAN

The following expands on the inventory and analysis section and the goals, objectives, and policies section of this chapter by further describing key concepts for protecting, managing, and enhancing Cloquet's natural resources.

PRESERVATION AND RESTORATION OF HISTORIC PLACES

The City of Cloquet and property owners have done a good job of preserving and restoring many of Cloquet's historic places. However, as existing historic structures continue to age, they will increasingly need repairs and enhancements. In 2004, the City received a grant through the Small Cities Development Program to rehabilitate homes and business in Cloquet's West End. While some property owners have used the grant program, others have not. The City will continue to provide property owners with information on various programs that can help owners preserve and enhance their properties.

The City will also continue to implement key concepts of the City's Community Revitalization Master Plan. That plan, which the City adopted in 1998, provides historically sensitive design guidelines for structures and sites.

AWARENESS AND EDUCATION

Awareness and education are critical components of Cloquet's efforts to protect and enhance its cultural resources. The following are several actions the City may take to strengthen awareness and education of cultural resources in Cloquet:

1. The City may use newsletters, websites, and cable access television to promote an understanding of the importance of Cloquet's cultural resources. The Cloquet Public Library will continue to provide cultural resource information.
2. The City will support the efforts of the Carlton County Historical Society, the Fond du Lac Reservation Museum, schools and colleges, and others regarding cultural resources education in Cloquet and the surrounding region.
3. Where appropriate, the City (in coordination with the Carlton County Historical Society and others) will explore opportunities to install additional interpretive signs and displays that help people understand the cultural resources in the area.
4. Where appropriate, the City will support efforts to provide additional outdoor murals that celebrate Cloquet's culture.
5. The City will continue to support festivals and celebrations like the St. Louis River Rendezvous that celebrate and honor Cloquet's culture.

CONCLUSION

Cloquet's past, present, and future are strongly tied to its natural and cultural resources. By protecting, managing, and enhancing these resources, Cloquet will ensure their continued existence for future generations. In doing so, the City will also provide its residents with a high quality of life that will contribute positively to the City's economy.

Chapter 7: HOUSING

INTRODUCTION

Housing is an important component of all communities. High quality, available, and affordable housing enhances quality of life and supports economic development. This chapter provides an analysis of Cloquet's existing housing. It also describes goals, objectives, policies, and plans that will help Cloquet meet the housing needs of its residents. Refer to the City of Cloquet Housing Plan, October 2004 (or subsequent studies) for detailed housing information.

INVENTORY AND ANALYSIS

HOUSING SUPPLY

Number and Types of Housing Units

Table 7-A lists the number of housing units in Cloquet by housing type (for example, single-family and multi-family). The US Census indicates that there were 4,790 housing units in Cloquet in 2000 – 210 more units than identified in the 1990 Census. In 2000, 77.3% of Cloquet's housing units were single-family detached houses, 1.9% were single-family attached units (townhouses), and 11.0% were multi-family units that had over five units per structure. In comparison to the state in 2000, Cloquet had a considerably higher percentage of single-family detached houses and a considerably lower percentage of single-family attached units and multi-family units with over five units per structure. However, in recent years, Cloquet has seen an increase in single-family attached units and multi-family units. Cloquet will likely see this trend continue at least through 2027.



Single Family Residential Neighborhood



Multi-Family Apartment Building

Comparison of Owner-Occupied and Renter-Occupied Units

Communities need owner-occupied and renter-occupied units. In general, communities often strive to have roughly 65% to 75% of their housing units owner-occupied. Approximately 73.7% of the housing units in Cloquet are owner-occupied, which is comparable to the state average of 74.5%. The majority of the owner-occupied units in Cloquet are single-family detached homes (see Table 7-B: Housing Tenure by Type – 2000).

TABLE 7-A: HOUSING SUPPLY BY TYPE – 1990 AND 2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent	State Average
Single-Family Detached	3,483	76.0%	3,701	77.3%	67.8%
Single-Family Attached	46	1.0%	92	1.9%	5.2%
2-4 Unit Multi-Family	334	7.3%	309	6.4%	5.3%
5+ Unit Multi-Family	491	10.7%	528	11.0%	16.9%
Mobile Home	226	4.9%	160	3.3%	4.5%
Other	0	0.0%	0	0.0%	0.3%
Total Units	4,580	100%	4,790	100%	100%

Source: US Census Bureau, 1990 and 2000 Census

TABLE 7-B: HOUSING TENURE BY TYPE – 2000

Units per Structure	Owner Occupied Units	Percent Owner Occupied	State Avg. Owner Occupied	Renter Occupied Units	Percent Renter Occupied	State Avg. Owner Occupied
Single-Family	3,201	69.2%	64.0%	413	8.9%	3.9%
Single-Family Attached	36	0.8%	4.2%	56	1.2%	1.2%
2-4 Unit Multi-Family	49	1.1%	1.3%	229	4.9%	4.1%
5+ Unit Multi-Family	19	0.4%	1.6%	484	10.5%	15.8%
Mobile Home	101	2.2%	3.4%	35	0.8%	0.5%
Total Units	3,406	73.7%	74.5%	1,217	26.3%	25.5%

Source: US Census Bureau, 2000 Census

Vacancies

An appropriate percentage of vacancies in the housing market is necessary if those looking to purchase or rent property are going to have adequate housing choices. Vacancies also help keep the cost of housing in balance. 3.6% of Cloquet's housing units were vacant in 2000 (see Table 7-C: Vacant Housing by Type – 2000). In 2000, the homeowner vacancy rate was 0.7%, whereas communities often desire a homeowner vacancy rate between 1 and 2%. The rental vacancy rate was 3.9%, whereas communities often desire a rental vacancy rate of around 5%. Cloquet's low vacancy rates suggest a need for more homeowner and rental units.

TABLE 7-C: VACANT HOUSING BY TYPE – 2000

Units per Structure	Vacant Units	Percent Vacant of Total Units	State Average Percent Vacant of Total Units
Single-Family Detached	87	1.9%	6.0%
Single-Family Attached	0	0%	0.3%
2-4 Unit Multi-Family	31	0.7%	0.4%
5+ Unit Multi-Family	25	0.5%	1.0%
Mobile Home	24	0.5%	1.0%
Total Vacant Units	167	3.6%	8.7%

Source: US Census Bureau, 2000 Census

Value of Housing

The median value of owner-occupied housing units in Cloquet in 2000 was \$80,100 – up considerably from the median value of \$37,700 in 1990. The median value of owner-occupied housing in the state in 2000 was \$122,400. Most housing in Cloquet is valued in the range of \$50,000 to \$100,000. In comparison to low and moderate valued housing, there is a relatively small choice of high-end housing units in Cloquet. Refer to Table 7-D for additional information.

TABLE 7-D: SPECIFIED OWNER-OCCUPIED HOUSING BY VALUE – 2000

Value	Units	Percent of Specified Units	State Average of Specified Units
Less than \$50,000	486	16.5%	7.7%
\$50,000 - \$99,999	1,637	55.5%	27.4%
\$100,000 - \$149,999	576	19.5%	32.8%
\$150,000 - \$199,999	193	6.5%	16.6%
\$200,000 or More	56	1.9%	15.5%
Total Specified Units	2,948	100%	100%

Source: US Census Bureau, 2000 Census

Housing decisions should not be based only on the value of housing, but also on the cost of housing in relation to household income. In general, housing costs (taxes, insurance, principal, interest, etc.) should not exceed 30% of total household income. In 1999, roughly 15% of homeowners in Cloquet had monthly costs that were more than 30% of their household income, whereas in 1989, that number was only 11%. The rising cost of housing in relation to household income is a national trend that suggests that housing is becoming less affordable. Refer to Table 7-E for additional information.

Contract Rent

Rental housing units account for nearly 26% of the occupied housing units in Cloquet. Roughly, 43% of the renter-occupied units had a monthly rent of \$300 or more in 1990. In 2000, approximately 66% had a monthly rent of \$300 or more. Although rental costs have gone up, in comparison to the state, Cloquet has a much greater percentage of units that rent for under \$500 per month. See Table 7-F for additional information.

TABLE 7-E: MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME – 1999

Percent of Household Income	Units	Percent	State Average
Less than 15%	1,333	45.2%	38.7%
15-19%	507	17.2%	19.8%
20-24%	422	14.3%	15.0%
25-29%	215	7.3%	9.4%
30-34%	133	4.5%	5.5%
35% or More	321	10.9%	11.1%
Not Computed	17	0.6	0.4%
Total Specified Units	2,948	100%	100%

Source: US Census Bureau, 2000 Census

TABLE 7-F: RENTER-OCCUPIED HOUSING UNITS BY GROSS RENT – 2000

Monthly Rent	Percent of Specified		State Average of
	Units	Units	Specified Units
Less than \$200	159	13.1%	7.4%
\$200 - \$299	198	16.3%	7.0%
\$300 - \$499	528	43.5%	23.3%
\$500 or More	274	22.6%	58.6%
No Cash Rent	55	4.5%	3.7%
Total Specified Units	1,214	100%	100%

Source: US Census Bureau, 2000 Census

In 1999, 28.1% of renters paid over 30% of their household income in rent (see Table 7-G). Although this number is lower than the state average of 35%, it still suggests that there is a need for more affordable rental units in Cloquet.

TABLE 7-G: GROSS RENT AS PERCENTAGE OF HOUSEHOLD INCOME – 1999

Percent of Household Income	Units	Percent	State Average
Less than 15%	291	24.0%	18.7%
15-19%	161	13.3%	15.4%
20-24%	159	13.1%	14.1%
25-29%	201	16.6%	11.7%
30-34%	69	5.7%	7.9%
35% or More	272	22.4%	27.1%
Not Computed	61	5.0%	5.0%
Total Specified Units	1,214	100%	100%

Source: US Census Bureau, 2000 Census

Age and Maintenance of Housing Stock

In 2000, roughly 58.6% of existing housing in Cloquet was built before 1960 (see Table 7-H). Consequently, maintenance, energy efficiency, and safety concerns are becoming more prevalent in Cloquet as the housing stock continues to age.

TABLE 7-H: YEAR STRUCTURE BUILT

Year Structure Built	Units	Percent	State Average
1999 to March 2000	49	1.0%	2.3%
1995 to 1998	152	3.2%	6.6%
1990 to 1994	243	5.1%	7.2%
1980 to 1989	559	11.7%	14.5%
1970 to 1979	542	11.3%	18.2%
1960 to 1969	439	9.2%	12.0%
1949 to 1959	1,517	31.7%	18.5%
1939 or Earlier	1,289	26.9%	20.7%
Total Specified Units	4,790	100%	100%

Source: US Census Bureau, 2000 Census

Plumbing, Kitchen, and Telephone

The US Census identified that of the 4,623 occupied housing units in Cloquet in 2000, 12 (0.3%) lacked complete plumbing facilities, three (0.1%) lacked complete kitchen facilities, and 93 (2%) lacked telephone service.

Housing for those with Special Needs

According to the 2000 US Census, 1,053 people (17.9%) between 21 and 64 years old had some form of disability. Of those, 56.3 percent were employed. Roughly 9% of the population in Cloquet between 16 and 64 years of age had a mobility or self-care limitation in 2000. The number of people over 65 years of age who had some form of disability was 809 (42.6%). Approximately 38.8% of those people had a mobility or self-care limitation in 2000. Furthermore, as Cloquet’s population continues to age, the housing need for those with disabilities and special needs will also increase.

According to the 2000 US Census, 9.9% of all people in Cloquet (for whom poverty status is determined) were below the poverty level. This compares to the state average of 7.9%. Consequently, there is a need to provide housing for those that cannot afford it on their own.

Cloquet’s Housing and Redevelopment Authority helps address the need for subsidized and special needs housing in Cloquet. The Housing Authority manages several units throughout the city, and they administer the US Department of Housing and Urban Development (HUD) Section 8 Housing Program in Cloquet, which provides rental assistance to qualifying tenants.

In recent years, several community-based residential facilities (CBRFs) have been developed in Cloquet including Evergreen Knoll, Horizons, and Diamond Willow. These facilities, often referred to as assisted



Evergreen Knoll Assisted Living

living facilities, provide a limited amount of personal assistance (medical, cleaning, cooking) while allowing residents to live as independently as possible. CBRFs provide an alternative to nursing home living for some residents.

PROFILE OF HOUSEHOLDS

The housing needs of a community relate to the demographic profile of the households. Typically, households move through several life-cycle stages, including entry-level households, first time homeowners, move-up buyers, empty nesters/young seniors, and older seniors. The following describes these household types and the effect that they have on housing demands in Cloquet.

Entry Level Households

People in the 18 to 24 year old age group typically leave their childhood home and establish their own household. They often rent a house or an apartment because they generally do not have the income and savings needed to buy a home. In addition, many people in this age group move frequently, so they are hesitant to buy a house. They are also more apt to share housing with unrelated people of similar age.

The entry-level household population in Cloquet will fluctuate annually. The growth of Fond du Lac Tribal and Community College, and the availability of appropriate jobs will influence the number of 18 to 24 year olds living in Cloquet. Nevertheless, there will always be a need to provide affordable, entry level housing choices for people of all ages.

First Time Homeowners and Affordable Housing

First time homeowners are typically in their 20s and 30s. They are usually “move up” renters, meaning they are moving from an apartment to a home. They are often married, with young children, yet increasingly, first time homeowners are single. They are prone to moving within several years of buying their first home for several reasons including: increased salaries allow them to move up to more expensive housing, the addition of children to the household may require larger housing, and job opportunities may require that they move to another community.

The Comprehensive Plan sets expectations for population growth, and the City recognizes that it will need to maintain and attract people in their 20s and 30s if they are going to grow the population and economy of Cloquet. Consequently, the City must plan for future growth in the first time homeowner’s market.



Rental Units – Suitable for Entry Level



Townhome Suitable for a First Time Homeowner



Move Up Housing

Move Up Buyers

Move up buyers are typically in their 30s and 40s. They move up from the smaller, less expensive house that they had purchased earlier. From an economic growth perspective, this is an important group of people. Typically, move up buyers have children in school and they have established jobs, so they are less apt to move to another community and start over. Also, professionals who are moving to a community to advance their career are generally looking to move up to a more expensive house than what they had in their previous community. Cloquet must ensure that it has adequate choices for those who are looking for move up housing that will satisfy their needs until they are in their late 50s and beyond.

Empty Nesters and Young Seniors

Empty nesters and young seniors are generally in their 50s and 60s. Often, their children have moved out of their house and left them with a larger house than needed or desired. Empty nesters and young seniors frequently want to live in a smaller house, such as a townhouse, that has less maintenance. As the baby boom generation moves into this age group, this population will increase in Cloquet. In recent years, Cloquet has seen an increase in townhouses and condominiums that empty nesters and young seniors typically seek. Cloquet will need to work to increase housing choices for empty nesters and young seniors. If there are not adequate housing choices for this age group, young seniors may be apt to leave the City after they retire.

Older Seniors

Those in their 80s and older are often looking for low maintenance or assisted living housing. As the population ages, Cloquet must continually ensure that it has adequate housing to meet the needs of seniors. In recent years, Cloquet has made great progress in providing additional senior housing. Cloquet should continue to be a senior-friendly community that values the contributions of seniors to the community.



Assisted Living

GOALS, OBJECTIVES, AND POLICIES

Goal: Cloquet provides diverse and attractive housing to meet the needs of residents.

Objective 7.1: Encourage the preservation and enhancement of the existing housing stock to provide for the needs of current residents and to accommodate anticipated future population growth.

Policy 7.1.a: Continue to work with the Minnesota Housing Finance Agency and others to help provide financial assistance to rehabilitate housing.

Policy 7.1.b: Explore opportunities to amend the Zoning Ordinance to reflect identified housing needs. For example, consider amending the Zoning Ordinance to allow accessory living units in single-family residential districts to help address the housing needs of seniors and those with special needs.

Policy 7.1.c: Explore opportunities to develop and make available a handbook to guide homeowners in rehabilitation of their property.

Policy 7.1.d: Where appropriate, encourage green building/sustainable design concepts for new housing and housing renovations.

Policy 7.1.e: Strive to identify blighted properties that are vacant or for sale in the city center and other appropriate areas of the city. Consider acquiring the properties and improving them, or explore redevelopment opportunities. Seek private rehabilitation support where desirable.

Policy 7.1.f: Promote neighborhood cleanup programs. Hold cleanup days for appliances, furniture, and general neighborhood cleanup.

Policy 7.1.g: Where appropriate, consider providing loans and/or other assistance to enhance property maintenance.

Objective 7.2: Encourage the development or redevelopment of housing for all income levels, special needs, and stages of life.

Policy 7.2.a: Explore creating regulations and incentives that encourage development of low and moderate-income housing, as well as housing for those with special needs.

Policy 7.2.b: Where appropriate, encourage infill housing in areas currently served by public utilities.

Policy 7.2.c: Encourage the creation of mixed-use development in the city center that includes housing, employment, shopping, and recreation opportunities in a compact, pedestrian setting. Where appropriate, encourage housing above businesses in the city center. Periodically update the City's master plan for the downtown (city center) area.

Policy 7.2.d: Use and promote government programs to assist with the development of multi-family rental housing, first time homebuyers, and similar housing needs.

Policy 7.2.e: Explore opportunities to develop and implement housing programs or tools to help develop affordable housing, transitional housing, and other housing needed in the community. Possible tools may include density bonuses, reduced building setbacks, and reduced parking requirements.

Policy 7.2.f: Where appropriate, support programs, such as Habitat for Humanity, that help address Cloquet's housing needs.

Policy 7.2.g: Explore opportunities to develop "traditional neighborhood design" ordinances and subdivision regulations. Where appropriate, encourage traditional neighborhood design developments as a means to provide attractive housing for young families.

HOUSING PLAN

This section expands on the key concepts and actions described in the inventory and analysis section and the goals, objectives, and policies section of this chapter. In general, the City will help guide housing in Cloquet by regulating existing and proposed housing and by promoting and offering programs that help people acquire and maintain housing. General steps that the City will strive to accomplish include the following:

- Promote housing infill, redevelopment, and maintenance;
- Promote an appropriate housing mix;

- Guide and zone property to address housing expansion needs;
- Address issues relating to rural residential development within the city and near the city;
- Promote housing assistance programs; and
- Promote housing that respects economic, social, and natural resources.

A more detailed description of the Housing Plan follows.

HOUSING INFILL, REDEVELOPMENT, AND MAINTENANCE

The Housing Plan promotes housing infill and redevelopment, particularly in those areas of the city that are currently served by public sewer and water. Housing infill and redevelopment is generally cost effective because it allows the City and developers to use existing infrastructure and community facilities. It also helps grow and support the surrounding neighborhood. However, to help promote housing infill and redevelopment, developers and landowners should have some assurance that the surrounding neighborhood will be well maintained. It is difficult to promote infill development in a declining neighborhood.



Opportunity for Housing Infill on 14th Street

Roughly 58.6% of the housing in Cloquet was built before 1960. Maintenance, energy efficiency, and safety concerns will become more prevalent in Cloquet as the housing stock ages. Consequently, in key areas of the City and at opportune times, the City will strive to evaluate the existing condition of older housing stock and recommend strategies to address priority needs, rehabilitate or remove existing problem housing, fund maintenance efforts, and improve housing maintenance.

The City will also work with others to promote programs that help housing become more energy efficient. Reduced energy consumption can help make housing more affordable and it can help protect the natural environment. Where appropriate, the City will also encourage well-planned rehabilitation projects that enhance or restore the historic character of existing housing.

HOUSING MIX

The Housing Plan promotes an appropriate mix of housing types intended to serve the diverse needs of the community. It promotes life-cycle housing that allows a young resident to start out in Cloquet by renting an apartment, then move to a starter house, then to a move-up house, and finally to senior housing or assisted living. The goal is to provide adequate housing at all stages of a person's life.

The Plan also recognizes that Cloquet's demographic characteristics are changing. More people are choosing to remain single, people are living longer, and there are more single parent families. Although these demographic changes may occur gradually, the City must be sensitive to the fact that housing needs are changing and that Cloquet should have an appropriate mix of housing to meet those needs.

Although there is a need to provide a full range of housing types, the Plan recognizes a special need to provide additional housing choices for young families. The City must attract young families if it is to grow and sustain its population. The Plan also recognizes a need to provide additional housing for its growing population of young seniors, empty nesters, and older seniors.

KEY HOUSING EXPANSION OPPORTUNITIES

In addition to infill development opportunities, the Comprehensive Plan guides the following key areas in the city for future housing expansion.

Housing in the City Center

The Comprehensive Plan promotes a strong and vibrant city center (downtown). A mixture of additional housing in the city center would help bring a critical mass of people to the city center, thereby strengthening existing businesses and promoting new businesses. New housing can be developed above existing businesses, but opportunities also exist to develop or redevelop standalone housing in the area. Housing in the city center would especially appeal to young seniors, empty nesters, older seniors, and singles and couples without children.

Housing North and East of the River

The area north and east of the St. Louis River on both sides of State Highway 33 provides an excellent opportunity to provide a significant amount and mixture of new housing in Cloquet (refer to Chapter 3: Land Use). The City can reasonably and logically serve this area with public sewer and water. The Comprehensive Plan guides this area for a mixture of residential uses including single-family detached housing, single-family attached housing, and multi-family housing. The Plan also promotes diverse housing that accommodates people of all income ranges.

EXISTING AND FUTURE RURAL RESIDENTIAL

As discussed in Chapter 5: Utilities and Community Facilities, there are several rural residential developments in Cloquet that are not served by public sewer and water. Some of these developments existed before the 1975 merger of Knife Falls Township and the City of Cloquet. Pursuant to the merger agreement between the City and Township, developments in the former Township have a reduced tax rate until such time that the City provides these developments with public sewer and water. While rural residential developments contribute positively to Cloquet's housing mix, their reduced tax rate strains the City's ability to recoup its costs for providing these developments with City services, including police and fire protection and road maintenance.

As discussed in Chapter 3: Land Use, the City can reasonably and logically over time extend public sewer and water to many of these rural residences. As the City plans for logical expansion of public sewer and water into rural residential areas, it will need to consider the cost and benefits of doing so for the City as well as individual property owners. Public sewer and water that replaces failing septic systems and wells benefits the general public and individual property owners. In addition, some property owners may benefit by being able to subdivide their property once they have public sewer and water. However, others may not be able to subdivide (or may not wish to subdivide). For them, the costs of City sewer and water may be difficult to absorb without careful planning. Consequently, the City and rural residential property owners must work together to address this situation in a positive and fair manner.

The City must also carefully consider the costs and benefits associated with future rural residential development in the city. In recent years, the City approved two significant rural subdivisions: Jolicouer



Rural Residential Development

Trails, which has 27 lots on 60 acres, and Otter Creek, which has 25 lots on 40 acres with potential future subdivisions on an adjacent 120 acres. All of these lots are served by septic systems and private wells, and all of these lots have an area of at least one acre, with most lots having an area of 1.5 to 2.5 acres. Again, these developments contribute positively to Cloquet's housing mix, but the City must analyze the costs and benefits of allowing additional significant rural subdivisions in the city.

The Plan recognizes that all property owners, even those without access to public sewer and water, have the right to develop their property in a manner consistent with the City's Comprehensive Plan and Zoning Ordinance. However, where appropriate, the City will promote conservation subdivisions, clustering, and other techniques that will allow rural residential development, while encouraging the preservation of significant natural areas.

Housing Development in the Adjacent Towns and on Fond du Lac Reservation in Cloquet

The towns adjacent to Cloquet are growing at a faster rate than the City of Cloquet (see Chapter 2: Community Background). Pressure to extend City utilities into the township will likely grow as the City extends public sewer and water into the rural areas of the city and closer to adjacent townships. In turn, that raises the need to discuss the possibilities of annexation. Therefore, the City and townships must cooperate on future housing developments in and near the townships. Likewise, the Fond du Lac Reservation has a need for additional housing as its population continues to grow. The Fond du Lac Band will provide additional housing on Reservation land in Cloquet, but the City and Fond du Lac Reservation must coordinate housing efforts, in part, to ensure that all residents have adequate access to community facilities and services, such as parks.

THE CLOQUET HOUSING AND REDEVELOPMENT AUTHORITY AND HOUSING ASSISTANCE PROGRAMS

The Cloquet Housing and Redevelopment Authority (HRA) promotes safe, decent, and affordable housing in Cloquet. In particular, the HRA assists households through the Section 8 Program. The HRA and the City of Cloquet will continue to work with various housing agencies and programs to promote housing in the city. Key agencies and programs include the following:

- Minnesota Housing Finance Agency
- Housing Trust Fund
- Economic Development and Challenge Program
- Minnesota Families Affordable Rental Investment Program
- Innovative Housing Loan Program
- Low Income Housing Tax Credits
- Historic Tax Credits
- Community Activity Set-Aside Program
- HOME Program Rental Rehabilitation Grant Program
- Deferred Loan Program
- Great Minnesota Fix-Up Fund
- Greater Minnesota Housing Fund for Multi-Family and Single-Family Assistance
- The Community Development Block Grant – Small Cities Development Program

- USDA Rural Development: Rural Housing Home Loan, 504 Program, Rural Rental Housing Loans, and Public Facilities Program
- Central Minnesota Housing Partnership: Home Rental Rehabilitation, Rental Rehabilitation Loan Program, Affordable Mortgage Products, Gap Financing, and Project Packaging and Technical Assistance
- Predevelopment Loan Program
- Essential Function Bonds, and
- Tax Increment Financing

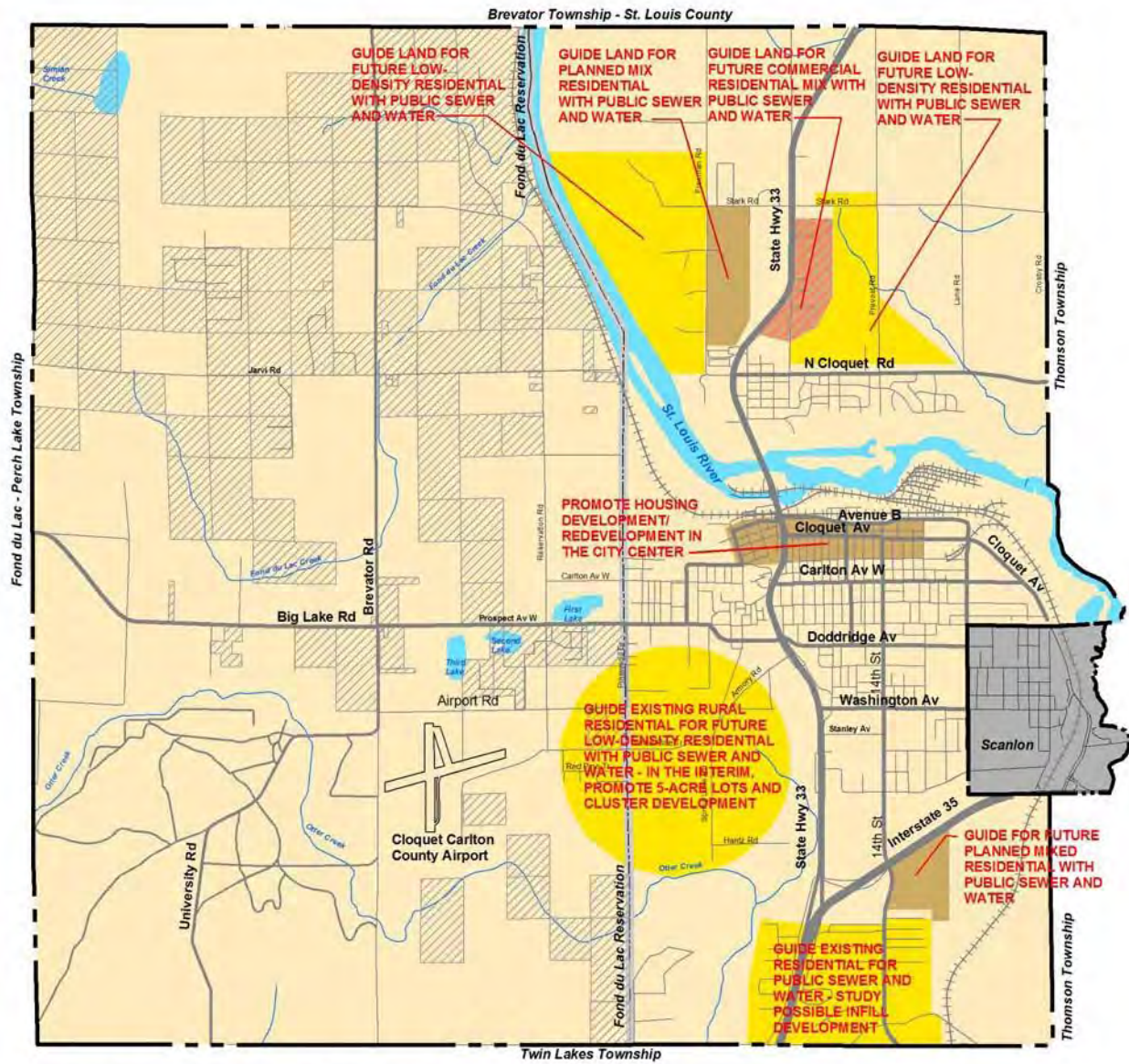
CONCLUSIONS

A strong link exists between housing and economic development. The Housing Plan promotes housing choices that reflect existing and planned economic conditions. For example, it promotes housing in the city center where residents can live, work, and play within a compact, pedestrian-oriented setting. The Plan also promotes sustainable development techniques that may include (where appropriate) green architecture, reduced street widths, reduced lot size, and clustering techniques. Implementing sustainable techniques can help reduce development costs and make housing more affordable.

The Plan promotes a sensitive mixture of housing that allows people of all ages and incomes to interact. For example, seniors can help care for youth while a single parent is working, and youth can help seniors with maintenance issues. The Plan also promotes the integration of trails, parks, limited commercial nodes, and traditional neighborhood design principles that strengthen the social fabric of the neighborhood.

The Plan respects Cloquet's natural features. It promotes housing development and redevelopment in areas already served by public sewer and water, thereby preserving existing open space. It allows rural residential development, but it encourages development to respect natural features.

Refer to Figure 7-1: General Housing Plan for a graphical representation of the key concepts of the Housing Plan.



GENERAL HOUSING PLAN

- Future Low--Density Residential or Existing Rural Residential Guided for Future Public Sewer and Water
- Guided for Planned Mix Residential
- Guided for Commercial Residential Mix

Fond du Lac Tribal or Allotment Land

Roads and railroad data obtained from the City of Cloquet and DNR with slight modifications from Sanders Wacker Bergly, Inc. This map was prepared by Sanders Wacker Bergly, Inc. in 2007. It is intended for general planning purposes only.

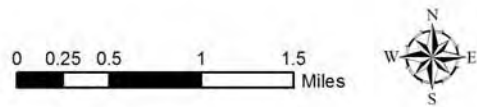


Figure 7-1: General Housing Plan

Chapter 8:

ECONOMIC DEVELOPMENT

INTRODUCTION

The City of Cloquet, as we know it today, began to take shape in the late 1800s when sawmills and wood industries developed adjacent to Knife Falls on the St. Louis River. Some of the best forests in Minnesota were located in the Cloquet region, and the St. Louis River at Knife Falls provided the means to process the harvested timber. In 1904, the City of Cloquet incorporated and soon became one of the fastest growing and most prosperous cities in Minnesota. Even after the devastating fire of 1918 that virtually destroyed the city, Cloquet's existing wood industries provided the economic foundation to rebuild and grow the city. Today, the wood industries are still very important to Cloquet's economy, but as Cloquet's economy has continued to grow, it has also diversified. This chapter provides an inventory of existing economic conditions and it provides a plan for ensuring that Cloquet's economy will continue to grow and prosper.

INVENTORY AND ANALYSIS

LABOR FORCE**General Characteristics**

The labor force is that portion of the population, 16 years or older, that is employed, unemployed, or actively seeking employment. Table 8-A provides an overview of Cloquet's labor force.

TABLE 8-A: GENERAL CHARACTERISTICS OF CLOQUET'S LABOR FORCE – 2000

Characteristic	City of Cloquet	Carlton County	Minnesota
Employed in Labor Force	57.3%	58.1%	68.2%
Unemployed in Labor Force	4.6%	3.6%	2.9%
Not in Labor Force	38.0%	38.2%	28.8%
Median Household Income (1999)	\$35,675	\$40,021	\$47,111
Per Capita Income	\$17,812	\$18,073	\$23,198
Median Earnings, Male, Full-Time, Year-Round	\$40,140	\$38,788	\$39,364
Median Earning, Female, Full-Time, Year-Round	\$26,144	\$25,555	\$28,708
Individuals Below Poverty Level	9.9%	7.9%	7.9%
High School Education or Higher (25 or Older)	82.3%	84.3%	87.9%
Bachelor's Degree of Higher (25 or Older)	14.7%	14.9%	27.4%
Walk to Work	3.2%	2.5%	3.3%
Mean Travel Time to Work	17.2 minutes	21.2 minutes	21.9 minutes

Source: US Census, 2000

In 2000, Cloquet had approximately 5,400 residents in its labor force. Cloquet's labor force was similar to Carlton County's labor force, but it was different from the State's labor force. In particular, Cloquet had a lower percentage of people in the labor force (62%) compared to the State (71%), and it had a higher unemployment rate than the State. Furthermore, the median household income in Cloquet (\$35,675) was lower than in the State (\$47,111). Of the City's total population, roughly 10% lived below the poverty level in 2000, whereas 8% of the State's population lived below the poverty level. The education level of the City's population was comparable to the education level of the County, but the percentage of residents with a bachelor's degree or higher in Cloquet was lower than the State.

Commute to Work

In 2000, 31.9% of Cloquet's workers aged 16 and over worked outside of Carlton County, in spite of Cloquet being a net job providing community (more jobs than people in the labor force). The mean time for the Cloquet labor force to travel to their place of employment was 17.2 minutes, compared to the State mean travel time of 21.9 minutes. Of Cloquet's labor force, 3.2% walked to work, compared to the State average of 3.3%.

That almost a third of Cloquet's labor force works outside the City is an indication that Cloquet is within the Duluth/Superior housing market. Even though Cloquet functions both economically and socially as a sub regional destination and economic engine, it is close enough to Duluth to be considered within Duluth's "commute shed." Such housing growth has both land use and economic consequences. Cloquet is not dependent on internal job growth to see housing development, and local housing development can help support some types of local retail and service business investment.

Labor Force Employment Profile

The City's labor force is employed in a diverse set of businesses. As noted above, a large percentage of Cloquet's labor force works outside the City. The educational, health, and social services industry is the leading employer of persons in Cloquet's labor force. This industry employed about 24% of the population 16 years and over in 2000. The high level of employment in this industry is consistent with employment patterns for Carlton County and slightly higher than the State labor force. Two other main industries in Cloquet are manufacturing and the arts-entertainment-food-accommodations industry. The level of employment in manufacturing is consistent with County and State labor force patterns.

Cloquet and Carlton County have noticeably higher percentages of labor force employment in the arts-entertainment-food-accommodations industry, with almost twice the percentage of the labor force working in this industry cluster as seen in the State labor force. This reflects the importance of the tourist trade in the area as a job provider. However, as noted later in this chapter, the wage levels for this industry and the availability of year-round employment are substantially lower than for the other two major industries (education-health-social services and manufacturing). Refer to Table 8-B for additional information regarding employment by industry.

TABLE 8-B: EMPLOYMENT OF CIVILIAN POPULATION 16 YEARS AND OVER BY INDUSTRY

Industry	City of Cloquet	Carlton County	Minnesota
Educational, health and social services	23.9%	24.2%	20.9%
Manufacturing	16.5%	16.0%	16.3%
Arts, entertainment, accommodation, food	13.4%	11.0%	7.2%
Retail Trade	9.8%	10.4%	11.9%
Construction	6.5%	6.9%	5.9%
Public Administration	5.7%	6.3%	3.4%
Transportation and warehousing, and utilities	5.3%	6.1%	5.1%
Other services (except public administration)	4.8%	4.3%	4.6%
Professional, scientific, management	4.2%	4.2%	8.8%
Finance, insurance, real estate, rental, leasing	3.9%	4.0%	7.2%
Wholesale Trade	2.7%	2.7%	3.6%
Information	2.5%	1.8%	2.5%
Agriculture, forestry, fishing, mining	0.8%	2.3%	2.6%

Source: US Census Bureau, 2000

Regional Labor Market

Cloquet is located in Economic Development Region 3, which includes the counties of Aitkin, Carlton, Cook, Itasca, Koochiching, Lake, and St. Louis. The Minnesota Department of Employment and Economic Development (MnDEED) reports that after posting unemployment rates of 6.4% in 2003 and 6.1% in 2004, the region's annual unemployment rate dropped to 5.2% in 2005 and shows signs of continued recovery. Although global competition in natural resource, merchant wholesale trade, and paper manufacturing industries has prompted layoffs in recent years, gains in finance and insurance employment (up 26%) and healthcare (up 19%) have offset these layoffs. MnDEED projects that sales and healthcare related occupations will create most new job opportunities throughout the region in the upcoming years.

From the perspective of the employment pattern of its labor force, Cloquet is well positioned to take advantage of some of these trends, and faces economic risk with others. The healthcare and social services sector is a large employer of Cloquet residents, and economic analysts project this industry to grow. The natural resource based manufacturing industry is also a large employer, but is at risk for some contraction. The region has diversified its manufacturing base over the last 20 years and is not so dependent upon cyclical natural resource industries (taconite, paper, and lumber). However, the manufacturing industry as a whole is not projected to be a growth industry.

The region's labor force participation rate was lower in 2000 than for the State. MnDEED projects that the region's relatively low participation rate, coupled with region's aging population, may slow labor force growth over the next twenty years. Therefore, if the region and the City of Cloquet are to sustain economic growth, they must plan for ways to grow the labor force.

ECONOMIC BASE

The labor force is but one component of Cloquet's economic picture. The number, type, and mix of Cloquet's industries also greatly affect the City's economy and quality of life. Cloquet's industries provide the following benefits to the community:

- Jobs for residents and non-residents;

- Critical tax base to support City services;
- Diversity to the City's income flow (business income versus household income); and
- Improved quality of life through the goods and services offered to residents and visitors.

This section provides an overview of the City's and region's existing industries.

Basic and Non-Basic Industries

Cloquet is a regional economic center, despite its close proximity to Duluth. There were approximately 6,700 jobs in the City of Cloquet in 2005, while the labor force was less than 6,000. In addition, roughly 30% of these workers were employed outside Carlton County. This means that much of Cloquet's economic activity and jobs serve not only the City's labor force, but also the regional labor force.

Just as Cloquet provides jobs for city residents and commuters, the City's industries have diverse markets. Some industries cater to local residents, while others cater to regional, state, and international markets. The City's industries can be classified into two categories: basic industries and non-basic industries. Basic industries include industries that export products or services, and bring dollars into the community. Industries that provide services to basic industries and to city residents are called non-basic industries. Non-basic industries circulate dollars within the city. Both types of industries are important for sustaining the local economy. Understanding the different functions of these two categories is critical to creating new economic development initiatives, understanding the market dynamics for clusters of land uses (commercial, industrial, employment centers), and ensuring that Cloquet's economy is both poised for growth and is efficient in providing necessary goods and services.

Cloquet has strong basic industries including manufacturing, regional education, and healthcare industries. These industries bring in dollars from outside the community that then circulate within the community as local wages, local household spending, and local business purchases.

Economic development professionals typically characterize retail, service, construction, insurance and finance, and government, as non-basic industries. The importance of tourism as an economic engine in northern Minnesota requires some reconsideration of the traditional designations of basic and non-basic industries. Tourism and recreation economic activities are part of the service and retail industries, but they bring in a noticeable component of their income from people who live and work outside the city. The growth of the Black Bear Casino and associated tourism businesses, even though some of these businesses are outside the City, economically affects Cloquet. Similarly, Cloquet's transportation corridor to the Iron Range means the retail, food, and lodging businesses serve a basic function in addition to a local (non-basic) function.

Major Employers in the Region

Approximately 30% of Cloquet's workforce is employed outside Carlton County. Consequently, the regional economy affects Cloquet's economy. The regional economy is much more diverse than it was 20 or 30 years ago. In the past, resource extraction and processing dominated the region's economic base. The cyclical nature and dominance of very large firms within these industries left the region subject to boom and bust cycles. Today, mining, agriculture, forestry, fishing, and hunting make up only four percent of the region's jobs. In recent years, the growth of tourism and regional healthcare has transformed the economic base from one dominated by resource industries to one that is primarily service based. Now, healthcare, social assistance, retail, accommodations, and food services contribute to over half of the region's jobs.

The basic and non-basic industry perspective described above identifies the function that different industries play within the local economy. The distinction between basic industries and non-basic industries is a measure of economic diversity rather than of economic function. Basic industries and non-basic industries have unique markets and are reliant on unique economic resources. As a result, basic industries and non-basic industries grow or decline somewhat independently of each other. The increasing diversification of the regional economic base minimizes the risk of boom and bust cycles, provides residents with a wider choice for employment, and provides residents with a greater variety of goods and services to contribute that contribute to their quality of life.

The largest private employers in the region include healthcare industries, mining industries, and manufacturers. Refer to Table 8-C for a list of major private employers in the region.

TABLE 8-C: MAJOR PRIVATE EMPLOYERS IN ECONOMIC DEVELOPMENT REGION 3

Employer	County	Product or Service
St. Mary's- Duluth Clinic Health	St. Louis	General Medical & Surgical Hospitals
Benedictine Health System	St. Louis	General Medical & Surgical Hospitals
St. Luke's Hospital	St. Louis	General Medical & Surgical Hospitals
Allele Inc.	St. Louis	Electric Power Distribution
Mintac (US Steel)	St. Louis	Ire Ore Mining
United Health Group	St. Louis	Insurance Agents, Brokers, & Service
FDL Reservation Business	Carlton	Casino & Hotel Accommodation
Boise Cascade, LLC	Koochiching	Paper & Paper Product Manufacturing
Sappi Fine Paper	Carlton	Paper & Paper Product Manufacturing
Cirrus Design Corp.	St. Louis	Aircraft Manufacturing
Hibbing Taconite (Cleveland Cliffs)	St. Louis	Iron Ore Mining
Ainsworth Engineered (USE), LLC	Itasca, St. Louis	Lumber & Other Wood Products
Miner's Inc. (Super One)	St. Louis	Grocers-Retail
Canadian National Railway	St. Louis	Railroads, Line-Haul Operating
UMP Blandin Paper Mill	Itasca	Paper & Paper Product Manufacturing
Grandma's Restaurants Inc.	St. Louis	Restaurants-Eating Places
Northshore Mining (Cleveland Cliffs)	St. Louis	Iron Ore Mining
USG Interiors Inc.	Carlton	Acoustical Materials- Ceiling Tile Mfg
College of St. Scholastica Inc.	St. Louis	Education
Grand Itasca Clinic & Hospital	Itasca	General Medical & Surgical Hospitals

Source: MnDEED, April 2006

Major Employers in Cloquet

The City of Cloquet has a good balance of basic industries (goods-producing industries) and non-basic industries (service-providing industries). MnDEED reports that in 2005, 47% of the wages paid in Cloquet and 33% of the jobs in Cloquet were for producing goods, whereas 53% of the wages paid and 67% of the jobs in Cloquet were for providing services. In comparison, 78% of wages paid and 84% of the jobs in the region were for providing services.

The major employers listed in Cloquet, as noted on MnDEED's Community Profile are described in Table 8-D. Note that several of the City's top employers are basic industries (goods-producing industries).

Table 8-D: Major Employers in Cloquet

Employer	Products/Services	Employee Count
Fond du Lac Indian Reservation (within and outside the City)	Government	1,225
Sappi Fine Paper	Paper	580
USG Interiors	Wood products	530
Cloquet Public Schools	Education	400
Jarden (Diamond Brands, Inc.)	Materials, wood products	285
Community Memorial Hospital	Medical	275
Boldt Construction	Nonresidential building construction	210
Upper Lake Foods, Inc.	Grocery distributor	195
Wal-Mart	Department store	184
City of Cloquet	Government	90
Human Services Center	Human resources	88
Super One Foods	Groceries	78
Nels Nelson and Sons	Nonresidential building construction	71
Members Co-op Credit Union	Depository credit	58
Pinewood Learning Center	Vocational rehabilitation	50

Source: MNPRO Community Profile

While Cloquet has a diverse economic base, the base is shifting toward a more service-oriented economy. Between 2000 and 2006, the City went from a primarily goods-producing economy to a primarily service-providing economy. This shift is consistent with the long-range trends for the region and the nation. As a result, the percentage of service-based jobs in Cloquet will likely continue to grow. However, this trend could potentially reverse itself if Cloquet were to significantly grow its existing goods-producing industries, or attract new goods-producing industries.

One consequence of the transformation to a more service-oriented economic base is the different wage levels associated with each general sector. Service-providing jobs tend to be in non-basic industries and have lower paying jobs than goods-producing jobs, which tend to be basic industries. In general, a job in the service-providing sector will not support local housing or commercial investment to the degree that a job in the goods-producing sector will. However, in contrast, service-providing jobs offer local services and opportunities for improved quality of life that goods-producing jobs do not necessarily provide. A healthy local economy has a diverse mix of goods-producing jobs and service-producing jobs. Cloquet currently has a healthy mix of jobs.

Cloquet's Retail Economy

Retail businesses play an important non-basic industry role in local economies. Non-basic businesses circulate dollars within the community, as opposed to bringing in dollars from outside the community. Retail businesses also contribute to the livability of a community. The retail sector frequently gives the community its unique character and provides the gathering places for communities to interact.

The "new urbanist" and the "traditional neighborhood" development patterns that have grown in popularity in recent years are a reflection of the importance of the retail and small service portion of the economy. Linking housing and commercial (retail and small service) investment within a coherent land use pattern strengthens the role of retail within the community by capturing a larger portion of

local household's retail and service spending. This circulates dollars through the local economy and fosters more investment within the community, rather than supporting investment outside the community.

Cloquet's retail and small service economy is growing, as evidenced in Cloquet's economic shift from a goods-producing economy to a service-providing economy. Retail sales growth has steadily increased since 1998. The Minnesota Department of Revenue indicates that retail sales have grown roughly 5.3% per year after adjusting for inflation. This sales growth is substantially greater than growth in local wages, which indicates that Cloquet is increasingly becoming a retail and service destination for nearby communities.

Another indicator for retail growth is the number of households in the community. Retail business analysts frequently state that retail growth follows household growth. Current population and household forecasts by the Minnesota State Demographer show that population increases for Cloquet and Carlton County are expected to continue at least through the year 2030. This presents an opportunity to link the growth in Cloquet and Carlton County to retail and service sector growth in Cloquet.

BROWNFIELDS AND CONTAMINATED SITES

Brownfields are locations in the community that are contaminated (or believed to be contaminated), limiting the potential for development, redevelopment, or expansion of otherwise viable businesses on the site. A brownfield limits the economic activity on the site, affects the viability of surrounding sites or businesses, and may pose a threat to human health or natural resources. Brownfields include sites with known contamination, but also include locations of old gas stations, dumps, industrial facilities, or other potentially contaminated sites regardless of whether contamination has been documented.

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), also known as the Superfund Law, is a national program enacted by Congress in 1980. Superfund was created to pay for the cleanup of the country's worst waste disposal and hazardous substances spill sites that endangered human health and/or the environment. There are no superfund sites in Cloquet listed on the Federal National Priority List (NPL).

No Further Remedial Action Planned (NFRAP) sites are the sites that have been removed from the Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS) list by the U.S. Environmental Protection Agency. These sites are no longer considered a federal concern, and most are a low priority for the state. NFRAP sites in Cloquet include the U.S. Gypsum Company Fly Ash Dump, Carlton County Landfill #1, Cloquet Salvage Yard, and Potlatch Corporation Northwest Paper Division (MPCA database).

Similar to other cities that have gas stations and other uses with underground or above ground storage tanks, some storage tanks in Cloquet have leaked. The Minnesota Pollution Control Agency (MPCA) has a searchable database that provides basic site information about leaks and efforts to address the leaks.

LOCAL, REGIONAL, AND STATE ECONOMIC DEVELOPMENT ORGANIZATIONS

The Cloquet area has access to several organizations that promote economic development or provide assistance to businesses. This section provides an overview of those organizations with a primary focus on economic development or with significant programmatic economic development initiatives.

Cloquet Area Chamber of Commerce

The Cloquet Area Chamber of Commerce is the largest Chamber in Carlton County, and represents hundreds of businesses from several area communities. It provides services to its business members, promotes economic development initiatives in Cloquet, and promotes the area and the City for tourism, recreation, and events.

City of Cloquet Economic Development Authority

Cloquet's Economic Development Authority (EDA) acts as the lead economic development organization for the City of Cloquet. The EDA is an advisory commission to the City Council, yet it has all powers and authority available to it as detailed under Minnesota Statutes. The EDA leverages the City's revolving loan funds, which are used to encourage business development and job creation. Other tools available are TIF, JOBZ, and tax abatement. The EDA also oversees all development within the City's 80-acre business park located northwest of the intersection of Highway 33 and Stark Road.

Economic Development Partnership

The Economic Development Partnership brings together various entities including the EDA, Carlton County, the Chamber of Commerce, the Fond du Lac Tribal and Community College, the school district, and others. The partnership provides a means to network and explore economic development opportunities in the region.

Carlton County Economic Development Advisory Committee (CCEDAC)

The CCEDAC is an advisory committee to the Carlton County Board of Commissioners. The Carlton County Commissioners created CCEDAC and its Economic Development Loan Fund to stimulate private investment and economic diversification in Carlton County by providing financing to new and expanding businesses within the county. The maximum loan is 25% of project costs with \$500,000 to \$1 million available.

Arrowhead Business Connection

Arrowhead Business Connection (ABC) is a business recruitment program for the seven county Arrowhead region of northeastern Minnesota. ABC's mission is to develop strategic marketing plans for long-term business development and economic growth by partnering with regional and statewide business development organizations.

Northspan Group, Inc.

Northspan Group is a private nonprofit economic development firm offering a full array of professional business and community development services including organizational development, strategic planning facilitation, funding development with grant and loan application packaging, market research and project feasibility assessments, project proposal development, and other services.

University of Minnesota Duluth Center for Economic Development

The University of Minnesota Duluth Center for Economic Development provides market research, demographic information, training services, consulting for businesses, adding new products, relocating to, expanding or starting up in the seven-county northeast region. There is no direct financing available but technical assistance is free.

Minnesota Department of Employment and Economic Development (MnDEED)

The Minnesota Department of Employment and Economic Development (MnDEED) is a state agency that encourages the creation and retention of high quality jobs through business growth, expansion, and retention services primarily for non-retail businesses. Business development, financial, and technical services include: JOBZ tax abatement program, contamination clean up and public infrastructure grants, identification of available building sites, fast track coordination of environmental permitting, cost-of-doing-business comparisons with other states, tailored work force training grants, and international trade assistance. It also provides work force and human resource assistance to all businesses and employment services to jobseekers at the state's WorkForce Centers.

GOALS, OBJECTIVES, AND POLICIES

Goal: Cloquet has retained, recruited, expanded, and diversified local businesses and industries to provide adequate jobs, meet the service needs of residents and visitors, provide a strong municipal tax base, and enhance the character and quality of life in Cloquet.

Objective 8.1: Retain and support local business and industry.

Policy 8.1.a: Set retention of existing businesses and industries as a priority of the City's economic development plan.

Policy 8.1.b: Develop and implement a program where the Mayor (or the Mayor's representative) meets periodically on an individual basis with businesses and industries to listen to concerns and discuss opportunities for growth.

Policy 8.1.c: Work with the Chamber of Commerce, the Fond du Lac Tribal and Community College, and others to promote training opportunities to help businesses and industries prosper. If appropriate, co-sponsor and/or offer City facilities for employee training programs.

Policy 8.1.d: Strive to enhance the capability of city center to meet the business needs of local, regional, and tourist customers by continuing to implement the City's Community Revitalization Master Plan.

Policy 8.1.e: Strive to work with energy providers and others to help businesses and industries conserve energy resources and reduce energy costs.

Policy 8.1.f: In coordination with the City's partners, strive to implement the action steps of the Economic Development Partnership.

Objective 8.2: Recruit industries and businesses, particularly those that have a synergistic relationship with existing industries, businesses, and institutions, and those that help diversify Cloquet's economic base.

Policy 8.2.a: Continue to promote Cloquet's high quality of life as a means to help attract new businesses.

Policy 8.2.b: Recruit value-added industries and businesses that can benefit from the area's amenities and natural resources.

Policy 8.2.c: Strive to develop and maintain an inventory of public and private lands and buildings that are suitable for development or redevelopment of businesses and industries that are consistent with the City's expressed vision.

Policy 8.2.d: Encourage new businesses and industries that can help serve the area's growing population of elderly residents.

Policy 8.2.e: Coordinate with the Chamber of Commerce, neighboring and overlapping jurisdictions, and others to promote tourism.

Policy 8.2.f: Promote a diversity of business types and markets within industries to provide diversity in export markets, job types, and economic opportunities for youth, families, and older workers. Opportunities to enhance diversity could include new or expanded general and niche retail businesses, technology-based manufacturing, and natural resource-based manufacturing.

Policy 8.2.g: Strive to identify under-utilized local resources and promote programs that create or encourage investment in these resources. Where appropriate, assist businesses to create new markets for products and services.

Policy 8.2.h: Strive to identify under-utilized or under-served local and regional markets and give priority to local business development to service these markets

Policy 8.2.i: Strive to identify new economically and environmentally sustainable uses for the City's and the region's natural resources.

ECONOMIC DEVELOPMENT PLAN

This section expands on the key concepts and actions described in the inventory and analysis section and the goals, objectives, and policies section of this chapter. As discussed earlier in this chapter, many different entities are working hard to improve Cloquet's economy, and this Plan complements those efforts. An overview of the Economic Development Plan follows.

RETAIN AND SUPPORT BUSINESSES AND INDUSTRIES

Often economic development strategies focus on recruiting new industries. While recruitment is an important component of Cloquet's Economic Development Plan, the Plan also emphasizes retention of existing businesses and industries in the community. Key strategies to retain and support local businesses and industries include the following.

Enhance Communication and Coordination

The Economic Development Plan sets specific policies for enhancing communication between existing businesses, and between businesses and the City. It provides a common framework for working together to address concerns and to enhance the economy. The Mayor (or the Mayor's representative) may meet periodically on an individual basis with businesses and industries to listen to concerns and discuss opportunities for growth. Alternatively, the City could help organize periodic forums to address concerns and explore ideas.

Promote and Support Training Efforts

Cloquet's economy and business practices are changing. For example, computer technology has become an important part of most businesses. If Cloquet's businesses and industries are to thrive, they need to have a workforce with the skills necessary to succeed in today's economy. The City will strive to promote training efforts by facilitating communication between businesses and training providers, and by offering facilities and resources to help in the training efforts, where appropriate.

Promote Revitalization Efforts that Enhance Existing Businesses and Industries

The Comprehensive Plan supports continued implementation of "Sketching Cloquet's Future: A Community Revitalization Master Plan" dated June 10, 1998. Consistent with the Comprehensive Plan, the Community Revitalization Master Plan outlines guiding principles and strategies for revitalizing Cloquet's business community. The master plan identifies key districts and features for revitalization including Highway 33 South, Sunnyside, Cloquet Avenue, and the West End District. It also promotes design guidelines for new and existing buildings, sites, and streetscapes.

The Comprehensive Plan promotes working proactively and cooperatively to relocate certain existing uses that are inconsistent with the Comprehensive Plan to an area of the city that would work better for the use and the City. For example, the existing concrete block plant and the Minnesota Department of Natural Resources facilities (both on Highway 33 South), and the railroad repair facility on Dunlap Island could potentially function better in other areas of the city. Working cooperatively with these uses to relocate them to a more suitable location could free up these sites for other development that is conducive with the area.

Promote Energy Conservation and Sustainable Practices

The City will strive to promote and support efforts to help businesses, industries, and residences in Cloquet conserve energy and develop sustainable practices. These efforts will not only result in energy savings for businesses and industries, but they will also help protect and enhance natural resources and provide social benefits for the community and region.

RECRUIT AND PROMOTE NEW BUSINESSES AND INDUSTRIES

The Economic Development Plan acknowledges that Cloquet's economy is changing from a manufacturing-based economy to a service-based economy. It recognizes that the City must diversify its economy and embrace new industries if it is to have a healthy and sustainable economy. Key strategies to recruit new businesses and industries include the following:

Cloquet Business Park

The City will continue to promote the Cloquet Business Park for new businesses and industries. Where appropriate, the City may also encourage existing businesses and industries in Cloquet to relocate to the business park.

Commercial-Industrial Reserves

The Land Use Plan guides several areas in Cloquet for commercial-industrial reserves. These reserves provide areas to accommodate future commercial or industrial opportunities that may arise, but that would not otherwise be able to be accommodated elsewhere in the city. The reserves are intended to ensure that as Cloquet grows, it will have adequate land for businesses and industries.

Promote New Businesses in the City Center

The Comprehensive Plan strongly promotes the downtown area as the “center of the city”. As such, the City will continue to implement the recommendations of the City’s Community Revitalization Master Plan. The City will also strive to promote housing in the city center that will help support new businesses. And, where appropriate, the City will encourage specialty stores, offices, government services, and the like to locate in the city center, thereby providing a critical mass that will help support other new businesses.

Promote and Enhance Cloquet’s High Quality of Life

As discussed in Chapter 2: Community Background, Cloquet’s population is aging. If Cloquet is to continue to grow, it will need to attract younger families. This means Cloquet will not only need to provide opportunities for employment, but it will also need to provide amenities that attract employees and employers. Consequently, the City will continue to promote and enhance its amenities, including its parks, community events, schools, and similar amenities that contribute to Cloquet’s high quality of life.

Expand Cloquet’s Role as a Regional Center

As discussed in Chapter 2: Community Background, the State Demographer projects that the surrounding region will grow at greater rate than that of the City of Cloquet. Although the Comprehensive Plan promotes strategies to encourage future growth to occur in Cloquet, the Plan recognizes that Cloquet can also benefit from growth in places like Moose Lake and Twin Lakes Township. Cloquet serves as a commercial and industrial center for the surrounding region. Consequently, the City will continue to plan for growth in the healthcare industries, regional commercial uses, and other uses that will serve the surrounding region.

Recruit Value-Added and Start-Up Industries

The Comprehensive Plan promotes recruiting value-added industries that can benefit from existing industries as well as the region’s resources. For example, the Plan would promote a new industry that can reuse waste products, rather than shipping those waste products out of the city. The Plan also promotes start-up businesses, like a bicycle rental shop, that could benefit from the proposed St. Louis River Trail.

Chapter 9:

INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The adage: “The whole is greater than the sum of its parts,” speaks to the value of intergovernmental cooperation. Cloquet is an integral part of a broader region that includes neighboring and overlapping governments. Many issues that affect Cloquet also affect other governments in the region. By cooperating with each other, all units of government can benefit. Intergovernmental cooperation is a “win-win” proposition for all involved.

This chapter provides an analysis of existing areas of cooperation and potential conflicts between governments. It also describes goals, objectives, policies, and plans for Cloquet to strengthen its relationship with other units of government.

INVENTORY AND ANALYSIS

OVERVIEW

Description of Neighboring and Overlapping Governments

Neighboring governments include Twin Lakes Township to the south, the City of Scanlon and Thomson Township to the east, Brevator Township and St. Louis County to the north, and Fond du Lac Reservation and Perch Lake Township to the west. Other important cities in the region include the City of Carlton and the City of Duluth. Overlapping governments and governmental agencies include Carlton County, the Minnesota Department of Transportation, the Minnesota Department of Natural Resources, the Fond du Lac Reservation, and others.

The City of Cloquet also benefits by cooperating with various organizations and entities including Independent School District #94, the Minnesota State Colleges and Universities (MnSCU) system and the Fond du Lac Tribal and Community College, the Western Lake Superior Sanitary District, the Cloquet Chamber of Commerce, the Arrowhead Regional Development Commission, and others.

Existing Cooperation and Intergovernmental Agreements

The City of Cloquet proactively cooperates with neighboring and overlapping governments on many issues. For example, the City Administrator regularly meets with other government officials to discuss opportunities for cooperation, and the City and Fond du Lac Reservation met several times throughout this comprehensive planning process to exchange information and explore opportunities to work together. Although the various governments are doing a good job of cooperating, all parties

can do more. In particular, it is very important for the City of Cloquet and the Fond du Lac Reservation to cooperate and communicate with each other.

Cloquet has several agreements with other entities. For example, the City has agreements to provide police protection, fire protection, and emergency medical services to neighboring communities, an agreement to provide drinking water to the Black Bear Bear Casino, and agreements with the County and State for road maintenance and repair. In addition, the City and Independent School District #94 cooperate on many issues.

ISSUES, OPPORTUNITIES, AND POTENTIAL CONFLICTS

The following describes key intergovernmental cooperation issues, opportunities, and potential conflicts relating to each component of the Comprehensive Plan. Refer to the corresponding chapters of the Comprehensive Plan for additional information.

Land Use

The City of Cloquet and other governments can cooperate on many land use issues. For example, the City of Cloquet, Fond du Lac Reservation, and Carlton County can work together to explore the possibility of developing a future commercial-industrial park adjacent to the Cloquet-Carlton County Airport within the Fond du Lac Reservation. The City and Carlton County can work together to explore options for the County to enhance and expand its government services buildings in downtown Cloquet. The City and the Minnesota Department of Natural Resources (DNR) can explore relocating the existing DNR facilities on State Highway 33 to a more suitable location in the city, which could allow commercial redevelopment of the DNR site. Finally, the City and the Minnesota State Colleges and Universities (MnSCU) system (in cooperation with the Fond du Lac Tribal and Community College) can cooperate to ensure the College's anticipated growth plans are compatible with the City's plans.

Potential land use conflicts could arise between governments if one government unilaterally implements land use decisions that adversely affects another government. For example, if a neighboring government were to allow construction of a large commercial development immediately adjacent to Cloquet, such a development could hurt Cloquet's plan for enhancing its downtown.

Transportation

Strong intergovernmental cooperation on transportation issues is critically important. For example, Cloquet, Scanlon, Carlton County, the Minnesota Department of Transportation, and others have an opportunity to link the Willard Munger Trail to the Lumberjack Trail and downtown Cloquet, but all responsible entities must work together to accomplish this. All governments in the region can continue to refine and enhance public transportation options. The City of Cloquet and the Fond du Lac Reservation can coordinate on providing and linking trails between the two communities.

A potential conflict could arise if the proposed Airport expansion plan is implemented without adequately addressing the partial closure of Airport Road, which could adversely affect Fond du Lac Reservation and Cloquet residents. Possible conflicts could also arise between the Minnesota Department of Transportation, the City of Cloquet, and private property owners relating to State Highway 33 safety and access issues.

Utilities and Community Facilities

The City of Cloquet and neighboring and overlapping governments already cooperate on many issues relating to utilities and community facilities, including police, fire, and emergency services, and sewer

and water services. Other opportunities for cooperation include making joint purchases of bulk items and special equipment. Potentially (and as conditions warrant), Cloquet and its neighbors could also explore the possibility of developing a regional community center.

Possible conflicts between governments could develop if neighboring communities do not provide or contribute to their own community facility needs. For example, if a growing community does not provide adequate parks for its residents, then those residents may routinely use another community's parks. Also, possible conflicts could occur if growth in neighboring towns necessitates the extension of Cloquet's sewer and water services, but the neighboring towns do not want to be incorporated into the City of Cloquet.

Natural and Cultural Resources

Cooperation between various entities can help connect fragmented landscapes throughout the region. Collaboration on water resource protection is especially important. Responsible entities should work together to successfully implement the St. Louis River Management Plan.

Potential conflicts could result if neighboring governments do not have similar values on natural and cultural resources. For example, if one community does not address concerns relating to invasive or diseased plants, plants in neighboring communities could suffer.

Housing

Governments can cooperate to ensure that the region has adequate housing. However, possible conflicts could result if some communities do not provide adequate choices of housing to meet the needs of their community. Likewise, conflicts could result if a township allows construction of a high-density residential development in the township, but the township cannot provide the development with adequate utilities and community facilities, thereby placing those needs on a neighboring community.

Economic Development

Neighboring and overlapping jurisdictions (as well as various organizations like the Cloquet Chamber of Commerce) can collaborate on economic development efforts that will strengthen the region's economy. The City of Cloquet, the Fond du Lac Reservation, and Carlton County could potentially explore the development of a commercial-industrial park adjacent to the Cloquet-Carlton County Airport. Neighboring and overlapping jurisdictions could collaborate on the development of value added industries that incorporate regional resources. Neighboring governments can also coordinate on regional festivals and community events that attract people from across Minnesota.

Potential conflicts could arise if a government promotes or allows economic development that adversely affects a neighboring community. For example, an industry that creates pollution or traffic concerns for another community could create conflicts between communities.

Potential Growth of Cloquet's Boundaries

The State Demographic Center has projected that the City of Scanlon will gradually lose population at least through the year 2030. The City of Scanlon may or may not have the resources or the desire to function as a city indefinitely. Ultimately, Scanlon and Cloquet may find that it is in their best interest to merge. However, merger discussions should be approached in a friendly manner that results in a "win-win" solution for both communities.

Likewise, recent and anticipated growth in the surrounding townships has spurred discussions about the possible extension of public sewer and water into the townships from the City of Cloquet. This in

turn, raises issues relating to annexation. Generally, townships cannot provide public sewer and water on their own. And generally, cities do not provide townships with public sewer and water unless there is a date certain for annexation. The City of Cloquet and its neighbors should continue to discuss this issue in a friendly manner.

GOALS, OBJECTIVES, AND POLICIES

The following goal is a broad statement that reflects the City's vision for intergovernmental cooperation. It represents the end that the City is striving to attain. The following objectives are specific, measurable, intermediate ends that are achievable and mark progress towards the goal. The following policies are key actions that the City will strive to accomplish by the year 2027.

Goal: The City of Cloquet and all neighboring and overlapping governmental jurisdictions work proactively and cooperatively to address planning issues of mutual concern and to provide high quality, cost effective services to the region.

Objective 9.1: Provide open communication and good working relationships between the City of Cloquet and neighboring and overlapping jurisdictions.

Policy 9.1.a: Strive to work with other pertinent governments to organize intergovernmental workshops involving representatives from neighboring and overlapping jurisdictions.

Policy 9.1.b: Encourage neighboring and overlapping jurisdictions to review and comment on amendments and updates to Cloquet's Comprehensive Plan and other pertinent plans in Cloquet. Request that neighboring and overlapping jurisdictions allow the City of Cloquet to review planning efforts that may affect the City of Cloquet.

Policy 9.1.c: Openly share information that may be beneficial to neighboring and overlapping jurisdictions.

Policy 9.1.d: Strive to coordinate seminars, workshops, and other education efforts that may be beneficial to neighboring and overlapping jurisdictions.

Objective 9.2: Partner with neighboring and overlapping jurisdictions to provide efficient, cost effective, high-quality services, where practical or mutually beneficial.

Policy 9.2.a: Share services and facilities with neighboring and overlapping jurisdictions, where practical or mutually beneficial.

Policy 9.2.b: Support regional facilities and services that benefit Cloquet and the region.

Policy 9.2.c: Work with neighboring and overlapping jurisdictions to coordinate shared purchases of bulk items and special equipment, where practical or mutually beneficial.

Policy 9.2.d: Work with the Independent School District #94, the Fond du Lac Tribal and Community College, athletic associations, and neighboring communities to coordinate efforts to provide quality recreation programs and facilities for area residents.

Policy 9.2.e: Encourage Carlton County to consider enhancing and expanding county government services in the city center (downtown) area of Cloquet.

Policy 9.2.f: Continue to work with neighboring and overlapping jurisdictions to ensure that Cloquet and the region have high quality, cost effective police, fire, emergency medical

services, and other public services. In particular, continue to explore opportunities to develop a regional, fire and emergency medical services system.

Objective 9.3: Work proactively and cooperatively on planning issues that affect neighboring and overlapping jurisdictions.

Policy 9.3.a: Work with neighboring and overlapping jurisdictions on land use decisions that may affect the other jurisdictions.

Policy 9.3.b: Coordinate with neighboring and overlapping jurisdictions to ensure that Cloquet and the surrounding area have a safe, efficient, well maintained, and connected multi-modal transportation system.

Policy 9.3.c: Work with the Arrowhead Transit, Carlton County, the Minnesota Department of Transportation, private transit providers, neighboring governments, and others to promote the use of the public transportation system. Strive to make the public transportation system more energy efficient, cost effective, and user friendly.

Policy 9.3.d: Coordinate with neighboring and overlapping jurisdictions to preserve and enhance natural and cultural resources in the region.

Policy 9.3.e: Where mutually beneficial and appropriate, work with neighboring and overlapping jurisdictions to coordinate development and improvements of utilities and community facilities that meet the needs of area residents.

Policy 9.3.f: Strive to coordinate with neighboring and overlapping jurisdictions to ensure that there is a full range of housing to meet the diverse needs of the area.

Policy 9.3.g: Work with neighboring and overlapping jurisdictions on economic development issues and planning that will strengthen the economy of the region.

INTERGOVERNMENTAL COOPERATION PLAN

The following expands on the goals, objectives, and policies of this chapter by further describing key concepts for maintaining and enhancing intergovernmental cooperation.

PLAN FOR OPEN COMMUNICATION

The City of Cloquet will continue to meet with neighboring and overlapping jurisdictions to discuss issues and opportunities of mutual concern. The City of Cloquet and its neighbors will strive to develop a plan to enhance regular communication with each other. This may involve developing and enhancing community websites and linking those websites to each other, exchanging community newsletters, and inviting representatives from neighboring communities to attend pertinent community planning meetings. Finally, the City of Cloquet and the Fond du Lac Reservation will strive to develop and implement a plan to enhance communication and decision making relating to the western half of Cloquet that lies within the Fond du Lac Reservation.

PLAN TO PROVIDE EFFICIENT, COST EFFECTIVE SERVICES

The City of Cloquet will continue to work with neighboring and overlapping jurisdictions to ensure efficient, cost effective services. Where mutually beneficial, the City will work with others to explore opportunities to purchase bulk materials at reduced prices, to jointly purchase and share specialty equipment, and to provide efficient and cost effective services including police, fire, and emergency

services. In particular, the City and the region will continue to discuss opportunities to develop a regional, fire and emergency services system.

PLAN FOR POTENTIAL GROWTH OF CLOQUET'S BOUNDARIES

Cloquet will strive to work with neighboring jurisdictions to identify and address concerns relating to growth. In particular, if mutually acceptable to both communities, the City of Cloquet and the City of Scanlon will begin to explore issues and opportunities relating to the future of both communities. The communities may wish to discuss a possible future merger of the two communities. Also, as needs arise, the City of Cloquet will meet with neighboring townships to discuss growth in the townships, and issues and opportunities for providing public sewer and water to parts of the townships.

Chapter 10: IMPLEMENTATION

INTRODUCTION

The Comprehensive Plan presents a bold vision for Cloquet. However, to realize this vision, the City, must take specific actions. This chapter provides an overview of the primary actions necessary to implement the Plan. Refer to the other chapters of the Plan for additional information regarding implementation of the Plan.

INTEGRATION OF ELEMENTS

Each chapter of this Comprehensive Plan is integrated and consistent with each other. City Staff, the Planning Commission, and the City Council should consider all elements of the Comprehensive Plan as a whole while implementing this Plan.

FUTURE PLANNING EFFORTS

The Comprehensive Plan is a general plan that provides the framework for more detailed planning efforts. The following provides an overview of future planning efforts that the City will strive to conduct in response to the vision, goals, objectives, and policies of the Comprehensive Plan:

COMMUNITY REVITALIZATION MASTER PLAN UPDATE

The Comprehensive Plan supports the recommendations of the City's 1998 Community Revitalization Master Plan. In particular, the Comprehensive Plan recommends strategies to enhance the city center (downtown) area of Cloquet. For example, it promotes a variety of housing in the city center area and it encourages the County to explore opportunities to develop a government services hub in the city center. Consequently, the City should plan to update the Community Revitalization Master Plan to more specifically address the strategies described in the Comprehensive Plan.

PARKS, TRAILS, AND OPEN SPACES PLAN

The City should prepare a Park System Plan that addresses parks, trails, and open spaces in Cloquet. The Plan could also include detailed park master plans for priority parks, including Pinehurst Park. The City should consider applying for grants to assist with planning and land acquisition.

SMALL AREA MASTER PLANS

The Comprehensive Plan recommends preparing master plans for several areas in the city. Of particular importance is the area adjacent to Highway 33, north of the river. This area will likely see development pressure in the near future. Consequently, it is important to provide a master plan for the area that identifies potential future roads, parks, land uses, and the like. Other master plans

include the area near Fond du Lac Tribal and Community College, and (as conditions warrant) updating the Dunlap Island Master Plan and preparing a master plan for a potential airport commercial-industrial park.

OFFICIAL MAP

After the City has prepared master plans for the anticipated growth areas in the city, the City should explore creating an official map that will identify areas for future roads and the like.

OTHER PLANS

The City may also prepare other more detailed plans as conditions warrant. For example, it may update its Housing Plan or Economic Development Plan as needed or desired.

OVERVIEW OF REGULATIONS

The City can use various tools to achieve the vision, goals, objectives, and policies of the Plan; however, the most common tools are regulatory. This section provides a description of existing regulations in Cloquet and it provides an overview of the key changes that the City will make to ensure implementation of the Plan.

ZONING ORDINANCE AND RELATED ORDINANCES

The City must revise its existing Zoning Ordinance to reflect the goals, objectives, and policies of the Comprehensive Plan. Updating the Zoning Ordinance is an important task that will require considerable effort. The City will begin the process of updating the Zoning Ordinance in 2007 or 2008 and complete the process in 2008 or 2009.

Key revisions to the Zoning Ordinance include the following:

- The Ordinance should be amended to reflect that new lots in the rural areas of the City will require at least five acres. The City should also consider adding incentives for rural residential developments that use cluster development or conservation development techniques.
- New zoning districts will need to be developed for the planned mixed residential areas as well as the highway commercial-residential mixed area. The City should also consider strengthening provisions of the Ordinance as they relate to development in the city center area.

ZONING MAP

The City of Cloquet must revise its Zoning Map to be consistent with the Comprehensive Plan. In coordination with Carlton County, the City should explore opportunities to develop a Geographic Information System (GIS) with parcel data that would facilitate preparation of the Zoning Map and assist in other City planning and engineering tasks.

SUBDIVISION REGULATIONS

The City will update its Subdivision Regulations to be consistent with the Comprehensive Plan. In particular, the City will review (and amend if necessary) regulations relating to street widths, sidewalks, trails, park dedication, and storm water management.

CAPITAL IMPROVEMENTS PROGRAM

A Capital Improvements Program organizes City expenditures for capital improvements, some of which are proposed in the Comprehensive Plan, including street improvements/extensions, utility improvements/extensions, parks, and trails. A Capital Improvements Program links development policies established in the Comprehensive Plan to future receipt and expenditure of funds and construction of capital improvements. The City will systematically review all capital projects for consistency with the adopted goals, objectives, and policies established in this Plan. A Five-Year Capital Improvements Program is reviewed and adopted annually by the City Council and is part of this Plan but only referenced here.

GENERAL PRIORITIES

The City cannot implement all of the policies and actions of the Comprehensive Plan in the short term. Therefore, the following identifies general guidelines that are intended to help the City make consistent and meaningful progress in implementing the Plan. The City should periodically review and adjust these priorities as necessary.

Implementation Priorities 2007-2012

- The Comprehensive Plan and the Zoning Ordinance must be consistent by law. Consequently, it is critical that the City update the Zoning Ordinance, Zoning Map, and Subdivision Regulations within a year or two of adopting this Comprehensive Plan.
- Given the development pressure near Highway 33, north of the river, the City should strive to prepare a master plan for that area before allowing any significant development to occur. The master plan will likely need to be completed by 2008. Other master plans, including the proposed master plan near the Fond du Lac Tribal and Community College may also need to be prepared in the short term if there is likelihood that development pressure will occur in those areas in the short term. Refer to Chapter 3: Land Use, for additional information regarding the master plan.
- The City has a strong need to prepare a Park System Plan that addresses parks, trails, and open spaces. The City should strive to develop this plan by 2009.
- After master plans have been prepared for key areas in the city, the City should consider preparing an Official Map.
- The City should strive to update its Community Revitalization Master Plan by 2009.
- By 2008, the City should begin the process of preparing plans for Phase 1 of the proposed sewer and water extensions. Refer to Chapter 5: Utilities and Community Facilities for additional information.
- The City should explore opportunities to upgrade and enhance 14th Street. Refer to Chapter 4: Transportation for additional information.

Implementation Priorities 2012-2017

- The City should prepare an assessment of community facilities, especially the police, fire, and library facilities. Pending the results of the assessment, the City may develop plans to address the findings of the assessment. If conditions warrant, the City may wish to conduct the assessment before 2012.

- The City should prepare plans for Phase 2 of the proposed sewer and water extensions. Refer to Chapter 5: Utilities and Community Facilities for additional information.
- The City will consider preparing or updating its Housing Plan and other plans as needed.
- The City will evaluate the growth of the community and consider amendments to the Comprehensive Plan as may be necessary.

Implementation Priorities 2017-2027

- The City will update this Comprehensive Plan.
- The City will prepare a master plan for potential airport commercial-industrial park and other areas of the city if warranted.

MEASUREMENT OF PROGRESS

The City should periodically review its progress on implementing the Comprehensive Plan. The City may also want to develop a set of indicators to help measure the progress of the Plan. Examples of indicators include the unemployment rate, median household income, community survey results, and other indicators that can help measure progress towards the goals of the Plan. The City Staff, Planning Commission, and City Council will periodically review progress of the Plan and make changes accordingly.

PROCESS FOR AMENDING THE PLAN

Future development must occur in a manner consistent with the Comprehensive Plan and Zoning Ordinance. If a proposed development is inconsistent with the Comprehensive Plan, the City must evaluate whether or not it should amend the Comprehensive Plan to allow the development to occur. Applications to amend the Comprehensive Plan should generally include the following information:

1. Description of request.
2. Location and map of the proposed development and surrounding properties.
3. Map of any other properties impacted.
4. Explanation of the request including:
 - Reasons for the request.
 - Overall impact on the community.
 - Impact on the goals, objectives, and policies of the Comprehensive Plan.
 - Impact on adjacent lands.
 - Impact on transportation, sewer, water, and other City services.
 - Impact on water bodies and other natural features.
5. The City must publicly notice the proposed amendment. Notices must be sent to all adjacent property owners and to neighboring and overlapping jurisdictions.
6. The Planning Commission must hold a public hearing to review the request and the City Council must take action on the request.

7. If the amendment request is approved, the City must make the approved changes to the Plan and concurrently amend the Zoning Ordinance and/or Zoning Map.

UPDATING THE PLAN

Cloquet will periodically review this Comprehensive Plan. If there are significant physical, economic, or demographic changes; significant changes in attitudes, priorities, community standards or trends; or significant regulatory changes by overlapping jurisdictions, then the City will update the Plan accordingly. At a minimum, the City will strive to update this Plan every ten years.

CONCLUSION

This Comprehensive Plan presents a bold vision for Cloquet. Regardless of the specific actions that that the City will take to implement the Plan, the City must always keep in mind the vision of the Plan and make decisions accordingly. A strong commitment to implementing the Plan will ensure that Cloquet's future will be consistent with the expressed vision of the community.