Roseau Comprehensive Plan

Adopted by the Roseau City Council March 14, 2011
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CITY OF ROSEAU

MISSION STATEMENT
The City of Roseau is committed to enhancing the quality of life and community for our residents

CITY VALUES

- Excellence and Quality in the Delivery of Services: Service to the public is our primary goal and we are committed to delivering quality services in a professional manner.

- Quality of Place: We are committed to providing and supporting all amenities which influence quality of place.

- Fiscal Responsibility: Fiscal responsibility and the prudent stewardship of public funds are essential for citizen confidence in government.

- Ethics and Integrity: Ethics and integrity are the foundation blocks of public trust and confidence.

- Open and Honest Communication: Open and honest communication is essential for an informed and involved citizenry and fostering positive relations with the community and a good working environment for employees.

- Progressive: In order for the city to have a bright future, we must be progressive in our thinking and our approach to leadership and planning.

- Professionalism: Continuous improvement is the mark of professionalism and we are committed to applying this principle.
SECTION 1: INTRODUCTION

Each of us has a vision of what Roseau should be like in the future. Although our visions are different, they share common qualities. We aspire to create a safe, beautiful City for ourselves, our children, and future generations. We envision a City with diverse housing opportunities, where the natural environment is protected, where excellent services are provided, and where citizens have a say in government. We aspire to create a City that is economically healthy and a good place to do business.

The Roseau Comprehensive Plan Strives to build a coherent vision of the City’s future from the visions of a diverse population. It integrates the aspirations of the City’s residents, businesses, neighborhoods, and officials into a bold strategy for managing change.

The Comprehensive Plan is the primary tool for guiding the future development of the City. On a daily basis the City is faced with tough choices about growth, housing, transportation, neighborhood improvement, and service delivery.

A Comprehensive Plan provides a guide for making these choices by describing long-term goals for the City’s future as well as policies to guide day-to-day decisions.

Purpose of the Comprehensive Plan

The Roseau Comprehensive Plan contains the City's official policies on land use and community design, transportation, housing, natural environment, business and economics and community services. Its policies apply to both public and private properties. Its primary focus involves the physical form of the City.

The Plan is used by the City Council and Planning Commission to evaluate land use changes and to make funding and budget decisions. It is used by City Staff and Council appointed Boards to guide operations, regulate development and to make recommendations on future projects. It is used by citizens and neighborhood groups to understand the City’s long-range plans and proposals for different geographic areas. The Plan provides the basis for the City's development regulations and for its capital improvements program.

Major Themes of the Comprehensive Plan

Maintaining and Enhancing Community Character: The community treasures the special qualities of the Roseau, including the vibrant downtown, many parks, pedestrian scale, hometown atmosphere, and youth friendly elements of the City. Maintaining these physical and psychological attributes of Roseau is an overarching consideration incorporated in all parts of the Plan.
Meeting Housing Supply Challenges: Increasing the housing supply and maintaining the diversity and quality of Roseau’s housing stock are challenges. This Comprehensive Plan seeks to meet these challenges by increasing the supply of housing at all price levels. The plan safeguards existing single family neighborhoods and rental housing.

Expansion of the Local Transportation Network: The Plan provides new policies and specific actions to expand the local transportation network beyond the automobile. The development of alternate transit modes is a high priority for the City.

Protecting and Repairing Natural Features: With a significant amount of land surrounding the City of Roseau already protected in State Forests, State Parks and Wildlife Management Areas, the Comprehensive Plan turns inward to the important ecosystems within the developed portions of the City. The Roseau River, which has been significantly altered by flood control projects, is envisioned as a new greenbelt and community gateway. The Plan also emphasizes the benefits of street trees and promotes an urban forest throughout the City.

Meeting Residential and Commercial Needs: Roseau is well known as a desirable residential community and a City with a healthy, competitive business community. Meeting the demands of both of these communities is a major theme of the Plan. The Plan establishes the physical boundaries of residential and commercial areas and sets limits where necessary to ensure that business and housing remain compatible. The City is committed to retaining existing businesses, maintaining vital commercial areas, and attracting quality new businesses.

Reducing Exposure to Natural Disasters: Roseau is vulnerable to a wide variety of natural disasters including flooding, tornadoes, blizzards and others. The Plan provides a framework for projects and policies to reduce the City’s exposure to damages from these events.

Providing Responsive Governance and Regional Leadership: The Plan emphasizes the City's commitment to strong community participation. It encourages collaboration among citizens, businesses, and local officials. It affirms Roseau’s role as a leader in addressing regional issues.

Establishing an Organized and Responsive Capital Improvements Plan: The Plan stresses a logical and orderly plan for the repair, upgrade and expansion of the City’s infrastructure and capital improvements.
**Use and Organization of the Plan**

Roseau’s Comprehensive Plan is to be used by all members of the community, as well as any other persons or organization interested in the future of the City.

The Sections of the Plan share a common format and use similar terms and references. Each Section contains background information on specific subjects to make the Comprehensive Plan more useful as a reference document and to provide the technical basis for its policies and programs. Each Section contains maps, charts, data and photos that provide current information about the City, or graphic illustrations of the City’s policies for specific geographic areas, or the major proposals for the community.

Each Section includes goals, policies, and programs that are the essence of the Plan and are to be consulted to guide decisions on a wide range of issues. As you use this Comprehensive Plan, keep in mind that the goals, policies, and programs are just as important as the maps in making land use and development decisions. To be consistent with the Plan, any project must not only be permitted on Land Use and Circulation Plans, it must also meet the intent of the Plan’s policies. The meaning of goals, policies and programs is described below:

**A GOAL** is a general end towards which the City will direct effort.

**A POLICY** is a specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that the governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program.

**A PROGRAM** is an action, activity or strategy carried out in response to an adopted policy to achieve a specific goal or objective.
Implementing the Plan

The Comprehensive Plan will be implemented through the actions of City Staff, the Planning Commission, other Boards and Commissions and the City Council. Plan policies will be carried out through the adoption and revision of ordinances like the Roseau Municipal Code, the Roseau Zoning Code and Subdivision ordinances, through annual budgeting and capital improvements programming, through empowerment of civic and community groups, and through on-going decisions on future development proposals.

Long-range planning in Roseau does not end with the approval of the Comprehensive Plan document. It is important to continue the steps necessary to bring forth the overall vision of the Plan. The Plan is intended to be a living document, to grow and change as local conditions change. It is recommended that the Comprehensive Plan be reviewed annually and that any modifications to the Plan be made as necessary.

Only through continuing to use, evaluate and amend the Plan can Roseau reach towards the vision sought by all the dedicated people who have contributed to the development of the Comprehensive Plan.
SECTION 2: POPULATION AND DEMOGRAPHICS

2.1 OVERVIEW:

Roseau’s Settlement and Early Development

The region’s French fur traders called the Roseau River, Riviere Aux Roseau. Translated this means, “river of reeds and rushes”. The county was first settled along the river and Roseau became the settlement. Because of the vegetation along the Roseau River there was excellent home for waterfowl, providing a food source for local settlers. Ultimately this area would become the home for many settlers who immigrated from Scandinavian countries. A map from 1737, belonging to LaVerendaye, shows a Roseau Lake and the Reed River (Roseau River), on which, the settlement of Roseau was made.

Prior to 1887, the territory now known as Roseau County was a part of Pembina and then Kittson County. Families started to settle in the Roseau River Valley at about that time. In 1894, Roseau County was officially formed. Prior to the formation of Roseau County, the City of Roseau consisted of a land office, store, hotel, and lumber mill. Production of lime, brick and leather goods was also undertaken in town. By 1897 a drug store was added with all its modern remedies.

Free land that could be developed as farms was a popular attraction for the early settlers. The area along the Roseau River in the center of the county was settled first. River transportation served a useful purpose until other means of transportation were built or improved.

Some grain farming supplemented the main winter source of income, lumber production, for a number of years. Crops later included a large range of forage, small seeded legume seeds, and grains. Agriculture eventually took over as the primary income source for most county residence. Roseau then became the center of the agriculture community. Over the years various new businesses and amenities became established in Roseau.

By the 1940's, 50's, 60's Roseau flourished with a lively downtown,
commercial district, movie theater, indoor arena, paved streets, and city services. However, by the 1970’s and 80’s farming operations and economics changed putting smaller farms at a significant disadvantage to large farming operations cultivating multiple large tracts of land. The economic and technological changes in farming became the leading factor in the significant shift in population away from working in the agriculture industry and rural areas of the state, including Roseau County.

However, Roseau County was fortunate to have new industries develop in the region to attract people and jobs back to Roseau. In 1954, Polaris Industries of Roseau, began as a small farm machinery company. Over time Polaris Industries expanded and began the production of snowmobiles. Despite extremely lean periods and only seasonal production for many years the company was able to become established and expand into new product lines. Polaris' exponential growth through the mid-1990’s culminated in nearly 2,000 people employed in the recreational vehicle industry throughout the Roseau region. The growth of Polaris Industries, coupled with the major expansion of Marvin Windows and Doors of Warroad transformed Roseau County from solely an agricultural community to a major manufacturing region that still boasts a strong agricultural base. It is this progressive and pioneering attitude that has kept the region moving forward and growing strong in good times and bad over the past century.

Population

The 2010 census count for the City of Roseau was 2,633, which makes Roseau the largest City in Roseau County. An additional 1,000+ people are estimated to reside in the surrounding townships of Jadis and Spruce. The above estimate represents a 10% increase from 1990, although down 4% from the peak population in 2000. This growth pattern has occurred throughout Roseau County over the last two decades as a direct result of the rapid expansion of Polaris Industries Inc. in Roseau and Marvin Windows in Warroad and Central Boiler/Fireplace of Greenbush in the late 1990’s and then a slowing or cutting of employment during the recession beginning in 2008. Roseau County experienced a 9% increase from 1990 to 2000 and a gain of 30% since 1980. Roseau County had the 10th fastest growth rate in the State of Minnesota in the early 1990’s. Although the rate of growth has slowed, and even turned negative as of the 2010 U.S. Census, recent hiring and expansion at local manufacturing facilities appears to confirm the Minnesota State Demographer projections of population growth in Roseau County and in the City of Roseau to continue to increase through 2035.
Nearly 75% of the population in Roseau county, or approximately 11,000 persons, reside in the cities and townships that lie on the MN Hwy 11 corridor running from Warroad to Greenbush. The total population of the county was 15,629 persons in the 2010 U.S. Census, down 4% from its peak in 2000 at 16,338. Roughly, one quarter of the county’s population resides in Roseau and adjacent urban townships. The large population center around Roseau and the significant manufacturing base has resulted in Roseau becoming a regional employment and trade center in northwestern Minnesota.

### POPULATION

<table>
<thead>
<tr>
<th>YEAR</th>
<th>MN</th>
<th>CNG</th>
<th>CNTY</th>
<th>CNG</th>
<th>CITY</th>
<th>CNG</th>
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<tr>
<td>2010</td>
<td>5,303,925</td>
<td>8%</td>
<td>15,629</td>
<td>-4%</td>
<td>2,633</td>
<td>-4%</td>
</tr>
<tr>
<td>2000</td>
<td>4,919,479</td>
<td>12%</td>
<td>16,338</td>
<td>9%</td>
<td>2,756</td>
<td>15%</td>
</tr>
<tr>
<td>1990</td>
<td>4,375,099</td>
<td>7%</td>
<td>15,026</td>
<td>19%</td>
<td>2,396</td>
<td>5%</td>
</tr>
<tr>
<td>1980</td>
<td>4,075,970</td>
<td>7%</td>
<td>12,574</td>
<td>9%</td>
<td>2,272</td>
<td>-11%</td>
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<tr>
<td>1970</td>
<td>3,806,103</td>
<td>11,569</td>
<td>2,552</td>
<td></td>
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</table>

Source: U.S. Census and Minnesota Demographer

Based on the U.S. Census data, the City of Roseau experienced an ever increasing population base since bottoming out in 1980, until the 2010 Census. Similarly the entire Roseau regional area also grew at approximately a 15% rate from 1990 to 2000. Since 2000, however, the growth rate has slowed and turned negative –4% with the slowing in employment expansion at both Polaris Industries and Marvin Windows & Doors largely attributed to the nationwide economic recession beginning in 2007-8. During this same period the State of Minnesota as a whole experienced a population increase of just over 4%. The bulk of the State population expansion is represented by the 7-county metropolitan area encompassing the Twin Cities and along a growth corridor up the center of the state. Roseau County lies at the far northern end of this growth corridor and is projected to continue to see a population expansion over the next 20 years according to the Minnesota State Demographer.
**POPULATION CHARACTERISTICS (2010 U.S. Census)**

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<thead>
<tr>
<th></th>
<th>Minnesota</th>
<th>Roseau Cnty</th>
<th>City of Roseau</th>
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<tbody>
<tr>
<td>Population Under 5</td>
<td>6.7%</td>
<td>6.4%</td>
<td>6.9%</td>
</tr>
<tr>
<td>Population Over 18</td>
<td>75.8%</td>
<td>73.7%</td>
<td>73.9%</td>
</tr>
<tr>
<td>Population Over 65</td>
<td>12.9%</td>
<td>14.4%</td>
<td>17.7%</td>
</tr>
<tr>
<td>Median Age</td>
<td>35.4</td>
<td>35.3</td>
<td>39.6</td>
</tr>
<tr>
<td>Race (White)</td>
<td>85.3%</td>
<td>94.5%</td>
<td>97.6%</td>
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</table>

The composition of Roseau County is very homogenous with 95% of the population being white and generally of Scandinavian or European decent. The City of Roseau is even more homogenous with 98% of the population being white. The City of Roseau and Roseau County are also quite young in comparison to the State of Minnesota as a whole. In 2010 over 7% of the population in the county was under the age of 5 and the median age was 35.3. The City of Roseau has an older population and larger over 65 population than the state and county. This however, can be attributed to the number of apartments and assisted residential units in the City that cater to senior populations from across the region. Nevertheless, it should be noted that there is a relatively large population of senior citizens in the City of Roseau in addition to a large population of young children. These competing special needs groups must be kept in mind as the city continues to grow and develop.

**HOUSEHOLD CHARACTERISTICS (2010 U.S. Census)**

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<th>Minnesota</th>
<th>Roseau Cnty</th>
<th>City of Roseau</th>
</tr>
</thead>
<tbody>
<tr>
<td>Persons Per HH</td>
<td>2.45</td>
<td>2.49</td>
<td>2.23</td>
</tr>
<tr>
<td>Group Quarters Pop.</td>
<td>2.8%</td>
<td>1.5%</td>
<td>3.5%</td>
</tr>
<tr>
<td>Per Capita Income</td>
<td>$29,431</td>
<td>$23,061</td>
<td>N/A</td>
</tr>
<tr>
<td>Median Income</td>
<td>$55,621</td>
<td>$46,846</td>
<td>N/A</td>
</tr>
<tr>
<td>Persons Below Poverty</td>
<td>7.9%</td>
<td>4.6%</td>
<td>N/A</td>
</tr>
<tr>
<td>H.S. Graduates</td>
<td>91.1%</td>
<td>87.2%</td>
<td>N/A</td>
</tr>
<tr>
<td>Bachelor’s Degree +</td>
<td>31.2%</td>
<td>17.3%</td>
<td>N/A</td>
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As of the 2000 census 81.2% of the residents of Roseau had a high school diploma and 22.8% had attained an education level of a bachelor's degree or higher. The average household size in 2010 was 2.23. Again the smaller household size of the city versus the County and State is representative of the senior population housed in the various apartments, nursing homes and similar accommodations. The diversity of Roseau's population in terms of generational needs will continue to be an important issue to address.

**Population Aging**

Roseau’s status as a major job and trade center helps to mitigate the natural aging trend of many rural communities. Roseau County's population will continue to age as other rural communities are experiencing. However, Roseau County's industrial job base will continue to retain and attract working age adults as existing employees age and retire. This in-migration of new residents seeking employment within the local industrial base will help to maintain a steady population in the county.

Another benefit of in-migration of job-seekers is that they will be of an age which will also provide school aged children for the local schools also helping to off-set the natural declines in enrollment resulting from the smaller families having less children.

**Population Growth**

Roseau’s existing economic base represented by export industries such as Polaris Industries and Marvin Windows attract dollars from around the world to Roseau County. These imported dollars pay wages to local residents who in turn spend those dollars on other products and services. This re-circulation of money is called the multiplier effect. Typically for every export job created in a community there are 3-5 supporting jobs created to support the community that hosts those jobs. In the case of Roseau County the major export industries supply nearly 5,000 export jobs. This means that Roseau County should have significant economic activity to support continued economic activities employing anywhere from 20,000-30,000 jobs. Granted not all of those jobs will be created in Roseau County. Nevertheless, the export based economic activity of the region could support a population of nearly 30,000 people. Therefore the communities in Roseau County should continue to plan for and support continued business and population growth strategies.

**2.2 Goals, Policies & Programs**

- Maintain Steady Population Growth through continued economic development strategies
- Address the community needs of Seniors and Children to attract and retain residents
- Foster development of new and expanded job opportunities particularly in areas that are being supplied from other regional centers.
• Support the development of senior housing and programs to allow local residents to be able to age in their local community.

• Support the development of youth programs and facilities to attract and maintain working age residents with families.

SECTION 3: LAND USE AND COMMUNITY DESIGN

3.1 Introduction

The designed city does exist—in fragments. Almost every city has some area that has been successfully designed, and just about every aspect of a city has been designed well somewhere. The challenge to community design is to achieve a consistently high standard of community design, a task made more tantalizing by the evidence that achieving such a standard is possible.

Designing a city is much easier than persuading other people to take the design seriously or to carry it out consistently. Because city design is difficult, however, does not mean that is should not be done. The two aspects of planning that have the greatest effect on community design are development controls (land use and subdivision regulations) and public investment (public infrastructure and public facility design). Development controls provide the framework for what the private investor constructs; public investment determines both what government builds directly and what is financed through incentives for the private investor.

Prior to 1975 the City of Roseau had no formal land use regulations for city development. Since 1975 land use and land subdivision regulations have provided a framework for the overall development of the community. However, while land use regulations are important in and of themselves for orderly development, the goals behind the land use classifications need to be clearly established so that an underlying community design goal is also achieved. Unfortunately, the majority of the land use and subdivision codes regulating the City of Roseau are a cookie-cutter ordinances provided to many small communities seeking land use controls. These ordinances are not geared towards Roseau’s unique character and design vision.

In 2002, after the catastrophic flood event, the City undertook a community visioning project to develop a plan for Roseau’s reconstruction. This community vision planning activity provided many community design elements that have been physically implemented and provided many design elements that should be incorporated into the city’s overall land use and subdivision planning. Many of these community design concepts would require the rethinking and revision of the community’s land use and subdivision ordinances to implement.
3.2 Planning Context

The development of the original townsite of Roseau and the majority of the subsequent land subdivisions followed a traditional community design form of a grid-iron pattern. This style of city layout was first utilized in the layout of the City of Philadelphia, but became a very common city design throughout the 19th century. However, unlike the plan for Philadelphia, later city’s were laid out in the grid-iron plan without regard to topography. This type of development typically disregarded the natural physical features of the land, including topography, in their development. As a result, many lots become unusable or oddly shaped where the subdivision encounters rivers, ponds, lowlands, or severe grade changes. While Roseau’s relatively flat terrain lends itself relatively well to the grid pattern it has still created some conflicts with existing physical features, particularly the Roseau River.

More recent developments such as the Oak Crest South subdivision have broken with the city’s traditional rectilinear grid development providing a winding and less formal subdivision design. The Oak Crest West subdivision is the first major subdivision to attempt to follow the natural landform in its design and development. Although still designed largely on the grid system to match existing development to the north, the development of the lots and streets attempt to respect and embrace the natural elevations and terrain of the site to minimize the necessity for excessive excavation, filling, and drainage alterations of the site as it is developed.

Zoning: Land use in the City of Roseau has been controlled with zoning and subdivision ordinances since 1975. In general, Roseau’s original city design and its subsequent land use regulations have lead to organized development of the city. However, Roseau has not completely avoided haphazard development and development conflicts through inappropriate rezoning, inappropriate development projects and the issuance of variances around the city. One example of this situation is the placement of a residential mobile home park within a predominately commercial and industrial area. This development project results in heavy truck traffic running right through the center of the park. In other area of the city, housing and incompatible industrial development are intermixed. In general, however, the zoning regulations have lead to an overall orderly development of the city in terms of maintaining land use zones.

The City of Roseau still has extensive areas of the city that have never been included as a part of an overall plat or other community design effort. Such areas include the West
Acres development on the western side of Roseau. Here parcels were sold off as metes and bounds lots for commercial development. Extensive conflicts in development, provision of utilities and proper drainage exist as a result. This area is representative of an area that was developed by meeting the minimum standards of the land use code without regard to an overall community design goal.

Flood plain: Another major land use control in the City of Roseau is the Federal Emergency Management Agency (FEMA) flood plain delineation. Roseau is located in the Roseau River flood plain. Development within the flood plain has been extensive in the past with nearly two-thirds of the city in the 100-year flood plain. Restrictions within the flood plain are varied and can prohibit construction in certain area. Three of the most recent developments in the city have been located outside of the flood plain; and consist of the Klema and Oak Crest residential subdivisions
and the Roseau Industrial Park.

Growth and annexation: The City of Roseau currently has ample vacant land for future development within its current boundaries. Open lands exist in south and southwest Roseau for residential development. Lands on the east and west sides of Roseau have been dedicated for commercial and industrial development as well as areas along the highway corridors. In addition, the city has investigated the potential for future growth outside of its boundaries based on existing infrastructure limitations and existing rural developments. The following discussions provide recommendations for city expansion in the future.

Area 1-Klema: Approximately 200 acres (40 acres adjacent to Highway 89)

Utilities: This area has adjacent water main along the NW 40 acres via a 12” main. A preliminary water system analysis shows that a 6” water main dead end stub could be extended to this area from the 12” main providing a fire flow of 750 gallons per minute with a residual pressure of 19.12 psi. This is just below the 20 psi threshold. Future development of this area should include looping the watermain to the Oak Crest...
Subdivisions across T.H. 89. Sanitary sewer could be provided to the very eastern edge of this area via a sewer main from the Oak Crest West subdivision. Other sewer connections from the existing Klema Subdivision are closer, however, they have much higher invert grades. In order for this entire area to be developed a sanitary sewer lift station will be required. The size of this area can justify the construction of a new lift station.

Proposed Use: This area is currently agricultural with commercial and residential development to the north. The improvement of County Road 120 as a primary trucking route tying this area to T.H. 11 and 89 and the industrial park makes this area well suited for future development for additional residential and commercial development to the north and east of CR120.

Area 2/Area 3 Roseau River North & Larson Properties: 11 existing homes (approximately 30 acres)

Utilities: This area has adjacent water main along Main Avenue N and 3rd Avenue NE. However, neither of these mains can provide adequate fire flows to these new areas without future improvements to loop these systems. Sanitary Sewer extensions are marginal and may not be feasible for any homes with basement discharges under the floor or homes on low lying parcels.

Proposed Use: This area is currently a mix of residential homes and agricultural uses. The best use for this area is continued large lot residential as extensions of water and sewer mains through this area are likely not cost effective. Additionally this area contains significant lowlands within the Roseau River floodplain. Further expansion of infrastructure into the Roseau River floodplain is not an effective use of scarce resources.

Area 4 Hites/Larson Property: Approximately 100 acres of undeveloped land

Utilities: This area is served by a 10’ watermain loop providing sufficient water pressures for the development of the entire parcel. The parcel also has an existing sanitary sewer main on the western edge that can provide gravity service without the need of any additional lift stations.

Proposed Use: This parcel currently houses various commercial and light industrial businesses. Future development of this area should be consistent with the current uses with a possible exception of additional residential development in the northeast corner of the parcel adjacent to existing residential development. A significant portion of the eastern half of these lands will be used for the construction of the Roseau East Diversion Project.

Area 5 Hagen & Eastwood Development (160 acres Mixed Residential & Commercial)

Utilities: This area could be served by the 10’ watermain located to the west, it is
recommended that a loop feed be developed to provide sufficient water pressures for the
development of the entire parcel. The parcel also has the ability to access existing sanitary
sewer main on the western edge that can provide gravity service most of the development
without the need of any additional lift stations. The Southeasternmost 40 acres at the
intersection of County Road 28 and MN Highway 11 would likely require a mechanical lift
station for sanitary sewer service.

Proposed Land Use: This area is partially developed and is a mix of residential and
commercial development. Commercial development is concentrated to the far eastern
dge of this parcel at the Co. Rd 28 and MN Hwy 11 intersection. A newly platted
residential development is proposed for approximately 40 acres (Eastwood Estates).
Another 80 acres is currently undeveloped and the remaining land has been developed for
large lot residential. Guiding development of the currently undeveloped areas for
organized residential development with the ability to be connected to municipal water and
sewer should be investigated.

Area 6 Land Contained within the MN Hwy 11 and Minnesota Northern Railroad
Corridor (87 acres)

Utilities: The 10‖ water main adjacent to this area could serve this entire area with
adequate pressure. However, gravity sewer could only serve the very western edge of this
area along 11th Avenue (Park Road). A mechanical lift station would be required to serve
the bulk of this area. Existing development, with the exception of the development along
the Park Road, is generally too spread out to economically provide affordable water and
sewer systems.

Proposed Land Use: This area is nearly fully developed with existing residential
development and the best future land use would be to continue the large lot residential
development.

Area 7 Section 19 (Approximately 300 acres of agricultural land)

Utilities: The 10‖ watermain on the Park Road could provide sufficient water pressures for
this entire area. A loops system is recommended for future development of this entire
section. The existing sanitary sewer system on the Park Road could provide service to the
NE corner of this area without a lift station. However, for full development of this area a
mechanical lift station would be necessary. This area would be large enough to justify the
installation of a lift station for future development.

Proposed Land Use: This area would be well suited for future residential development.
The parcel is out of the Roseau River flood plain and does not currently have existing
development that is inconsistent with municipal development.
Area 8  Existing Residential Development along the Park Road

Utilities: Existing 10” watermain and existing sanitary sewer run along the Park Road and is available to current hook-up to all existing development in this area.

Proposed Land Use: This area is completely developed with existing residential development. This area has had some annexation as local water and sewer systems fail. Long-term this area should become a part of the city and be maintained as single family residential.

Area 9/10  Christian School Property/Gravel Pits

Utilities: The existing 10” watermain could provide marginal water service to this area. However this area would require a sanitary sewer lift station for sewer service. Extension of services to this area would be highly dependent on existing development that lies between the current utilities and this area.

Proposed Land Use: Due to the location of these parcels in relation to the city, these areas should be maintained in agricultural and mining uses and not developed for other uses. If future development of the large lot residential to the west is allowed to expand to this area, consideration should be given to the ability of individual water and sewer systems to adequately provide utilities into the future as extension of services would be very expensive on a per lot basis.

Area 11/12 Castle Subdivision & Area South of City Park

Utilities: The existing 10” watermain could provide marginal water service to this area. However this area would require a sanitary sewer lift station for sewer service. The existing development in the Castle Subdivision is large lot residential. Therefore the cost effectiveness of extending utilities to this area is not good as the cost of service to each lot would be prohibitively expensive.

Proposed Land Use: The existing development of large lot residential should be retained. Expansion of the Castle Subdivision should be allowed only if it is shown that individual water and sewer services can be effective in this area as future extension of municipal utilities into this area is not cost feasible.

Area 13  Bergland Farm Properties

Utilities: The existing watermain cannot provide sufficient water pressure to adequately serve these homes. A future watermain loop could be considered to provide service to this area. The existing sanitary service is marginal and might be able to serve homes without full basements.
Proposed Land Use: This area is fully developed with large lot residential development. Annexation in this area should be undertaken if utility needs warrant.

3.3 Goals, Policies, and Programs

- Continue to maintain the integrity of the City’s current Land Use Plan for existing development and future expansion.
- Promote the creative use of the ideas generated in the Roseau Vision for Future planning document in future expansion and subdivision developments of the city. (See Appendix)
- Discourage continued development into the Roseau River Floodplain until such time as the City is removed from the regulatory floodplain program.
- Encourage orderly annexation of cost effective developments that are in character with the future development of the City of Roseau
- Future development areas suitable for utilities and consistent with City standards for future growth of the City.

SECTION 4: NATURAL RESOURCES

4.1 Introduction

Regional Setting:

The City of Roseau is located in Roseau County of Northwest Minnesota in an area at the convergence of three distinct ecosystems: the coniferous forest, aspen parklands and the tallgrass prairie.

Roseau County covers an area of 1,674 square miles of northwest Minnesota. This area was originally part of the now extinct glacial Lake Agassiz’s floor. The land in this part of Minnesota has very low relief and is a remnant of a large peat bog left by the waters of Lake Agassiz. Subsequent drainage of the land in the early 1900’s revealed soil that was ideal for grain and grass farming. Working the land continues to provide a livelihood for many residents in the region. However, around a third of the land in the County still remains in its natural state of spruce and tamarack forest and bogs. Two state forests (Beltrami Island and Lost River), and Roseau River Wildlife Management Area exist within the county along with Hayes Lake State Park and other recreational areas.

The City of Roseau is located in the center of Roseau County, 10 miles from the Canadian border to the north, 21 miles from Warroad and Lake of the Woods on the eastern
boundary, 21 miles from Greenbush on the western edge, and twenty miles from the county’s southern boundary. The City covers approximately 1,600 acres along the Roseau River. Roseau’s size and central location in the county lead to its designation as the County Seat.

**Climate:**

The seven county Northwest Minnesota area, containing Roseau, is dominated by a continental humid climate type. Relatively cool temperatures with wide seasonal variations, light to moderate precipitation, short summers and nearly continuous air movement are characteristics of the region. Winter months are dominated by cold arctic air masses and short day light hours. By contrast, long daylight hours and the dominance of humid Gulf of Mexico air masses as well as hot, dry air masses originating in the southwest portions of the United States are predominate during summer months. Extreme temperatures range from highs of in excess of 100F to lows of -50F.

Average wind speeds within the region are greatest during winter and least during summer. In winter, winds prevail from the northwest and in summer from the southeast. As in other areas of the Midwest and upper plains, northwestern Minnesota is also susceptible to damage caused by tornadoes, windstorms, and blizzards.

The typical number of days between killing frosts is 105. The mean high and low for the coldest month, January, are 12F and -8F respectively. The mean high and low in the hottest month, July, are 55F and 81F respectively. The number of days above 90F is 15 and the yearly average temperature is 35.4F. The region also receives ample yearly participation with 21 inches of rainfall and 40 inches of snowfall on average.

**Geology and Topography:**

The geology of the Roseau and surrounding area was created during the brief Quaternary Period. All of the soils and rocks of the area were deposited during the Ice Age, or Pleistocene Period, when glaciers dominated this region.

Roseau is located in Northwestern Minnesota in an areas formed by a giant glacier which left its mark as it extended into Minnesota and the Dakotas from Canada. The glacier eventually melted leaving a large body of water known as Lake Agassiz. When the lake receded, it left a vast plain, much of which is extremely well suited for agriculture. All of the physical features were formed by the ice, water, waves, and winds of the Pleistocene era. The ebb and flow of the glacial ice over the centuries carved two higher landmarks in the Roseau area. Bemis Hill, located southeast of the city and Minnesota Hill, located just northwest of the city on the Minnesota-Manitoba border.
The surface of Roseau County is in a flat plain that slopes gently to the Northwest. It is crossed by a series of low ridges ranging from 6 to 20 feet in height, which extends in a Northeast to Southwest direction. The most prominent ridge is the Campbell Beach. This ridge enters the western edge of the county near Pelan and extends in a northeasterly direction through the towns of Greenbush, Badger and Fox; nearly reaching Roseau where instead it turns sharply to the south, paralleling the Roseau River. It occurs again several miles east of Roseau and continues eastward in a more or less uninterrupted line until it leaves the county. The pronounced break in the ridge resulted when the ancient Roseau River, a rapidly flowing stream, forced its way northward, broke through the ridge and discharged its silt-laden waters into the lake. The alluvial material deposited by this river covered much of the silt and clay deposited earlier in the quiet waters of Lake Agassiz.

In areas that have not been drained for cropland, there exist large areas of peat bogs. When glacial Lake Agassiz retreated, it left the landscape over large areas flat. Drainage was very poor, but the water table remained high. As a result, large sections of the county developed into muskeg and bog communities.

**Water:**

**Surface Water**

The City of Roseau is built in the Roseau River bottom, along the Roseau River. The Roseau River is a part of the Red River of the North watershed. The Roseau River begins south of Roseau as the Roseau River and South Fork of the Roseau River in the areas around the Beltrami Island State Forest. The river then flows north through Roseau where it is joined by Hay Creek and Sprague Creek drainage areas of Canada and the eastern portion of the county. Around Ross, Minnesota the river slows down and widens in an area that historically held Roseau Lake. The Roseau River leaves the United States going into Canada at Caribou, in northeast Kittson County, eventually joining the Red River at Dominion City, Manitoba and draining into Hudson Bay.

The Roseau River runs through the center of the City of Roseau. The channel of the River ranges from about 75-100 feet wide and has an average depth in the center of 7-8 feet. The channel capacity of the Roseau River (without flooding) is 3,000 cfs upstream from Roseau and 2,700 cfs twelve miles downstream from Roseau in Ross. The City employs emergency dikes predominately constructed during flood events in the late 1960’s to restrain high water. In 1997, the City of Roseau extended the levees on the east side of the river to protect additional homes on the north side of the City. In 1999 the City of Roseau pulled back and reconstructed a portion of the west river bank from T.H. 11 to provide additional flow through the City of Roseau and to repair a failing levee. After the 2002 flood which devastated the community 15 homes and structures were removed from the riverbanks. In
2004, additional emergency levees were constructed on the east, and west, river banks by the U.S. Army Corps of Engineers in response to another high water event in the community. All together the emergency levees provide flood protection to the City of Roseau to a level of 20-21’. During a major spring runoff or summer rainfall events, were it not for the levees, major areas of the city would be subject to high water and flooding.

A lowhead dam was constructed on the north end of Roseau which maintains water in the river bed throughout the year. Except during spring runoff and during heavy rain events, the Roseau River has little flow over the spillway of the dam. Without this dam, the Roseau River would frequently have extremely low or no flow during dry periods of the summer. In 1999, a rock rapids structure was constructed below the Roseau Dam by the Minnesota Department of Natural Resources and the City of Roseau to reduce erosion damage to the dam while at the same time allowing fish passage over the dam. The placement of the dam allows for greater recreational opportunities on the Roseau River including extended fishing seasons, canoeing and boating on the river throughout the summer. The Roseau City Park provides a fishing pier and boat launch for river access.

Nearly all of the original City of Roseau lies within the Roseau River 100-year floodplain (that area of the city with a 1% chance of experiencing a flood from high water in the Roseau River). Newer developments to the south, southwest, and southeast are out of the Federal Insurance Administration designated floodplain areas. A proposed U.S. Army Corps of Engineers Flood Control Project has been designed that would take 99% of the City of Roseau out of the Roseau River Floodplain by diverting flood flows from the Roseau River into a 150’ East Side Diversion channel. Construction of this river diversion channel is expected to be complete by 2012.

Other large areas of surface water in the Roseau area include: Lake of the Woods, to the east; Roseau River Wildlife Management Area impoundment bogs, to the north; the Hayes Lake reservoir, to the southeast; and Thief Lake, to the southwest. The hydrological character of Roseau County supports numerous bogs and wetlands throughout the county, however, a significant portion of this land around the City of Roseau has been drained to support agricultural uses.
**Subsurface Water**

Roseau County has a large buried drift aquifers and surficial drift aquifers covering most of the county. A large buried outwash aquifer lies below the City of Roseau. The City of Roseau pumps its drinking water out of this aquifer with wells located on the west end of the city. Most of the land in the county has a high water table which creates problems with individual on-site sewerage systems.

**Soils:**

Typical of the central portion of Roseau County, the soils in the Roseau area belong to a group known as the Bearden-Fargo-Glyndon associates. The Bearden soils have rather wide variations in the soil profile.

The Bearden clay loam, most extensive of the series, occurs chiefly in the area north of Roseau. Bearden fine sandy loam is found southwest of Roseau, and Bearden loam mainly south of Roseau.

The Bearden soils range from nearly level to undulating. Where these soils lie near or adjoin the streams or drainage ways, the land has sufficient slope to provide adequate drainage. Where the land is flat or nearly level, surface drainage is, in general, inadequate.

Internal drainage is good in most places, owing to the permeable character of the upper and lower subsoil material. In Bearden fine sandy loam and Bearden loam the water is absorbed rapidly, but in Bearden clay loam, water does not penetrate easily because of the fine texture of the material.

**Vegetation:**

The original timber of Roseau County was cleared in the late 1800’s and early 1900’s as a result of extensive logging in the area. Much of this timberland was then subsequently drained and converted to cropland. However, large pockets of forest still stand throughout the county. North of the city, on MN Hwy 310, thick stands of pine, tamarack, cedar, and poplar provide habitat for a wide variety of birds and game. Southeast of Roseau is a mature and heavily wooded area, some of which is a result of tree farming, replanting efforts and Conservation Reserve Program (CRP) cover vegetation. Further to the south and east are managed forests of the Beltrami Island State Forest providing habitat for various types of game. Trees native to the area include large stands of spruce, tamarack, bur oak, poplar, elm, jack pine, aspen, and birch.

Approximately 370,000 acres or 34% of the total land area of Roseau County is classified as commercial forest land. Of this total, 115,000 acres lie within the boundaries of the Beltrami Island State Forest in the eastern part of the county. The remaining acreage consists of farm woodlands and scattered public ownership throughout the county.
In addition, the vast amounts of wetlands and bogs provide excellent habitat for wildflowers and other unique vegetation. Of particular importance is the existence of the Minnesota state flower, the Showy Lady Slipper. More than two million orchids are estimated to exist along the MN T.H. 11 corridor. Of these, nearly 800,000 are estimated to be Lady Slippers.

In the spring and summer months the agricultural fields of Roseau County support various cash crops including, wheat, alfalfa, timothy grass, Kentucky bluegrass, ryegrass, canola, flax, oats, and barley.

The City of Roseau contains limited areas of mature forest. The most notable areas include the Roseau City Park, Roseau Golf Course, the former Richard Larson Farmstead, 11th Avenue SE (Park Road), and 6th Street SW (Bjorkman Farm windbreak), and various areas along the Roseau River. These stands consist of mainly of bur oak, ash, basswood, elm, aspen, poplar, and spruce. The original residential townsite of Roseau contains the most notable mature street and shade trees. Typical shade trees include: spruce, oak, boxelder, ash, cottonwood, maple, birch and a limited number of remaining American elms. During the 1970-80's the City lost a significant number of boulevard trees to Dutch elm disease. Many of these trees were subsequently replaced with Canada Red Cherry trees. These trees are small and more ornamental in nature and do not provide the same windbreak and shade characteristics of the previous elms. Furthermore, a significant problem associated with the Canada Cherry trees are a fungus that disfigures branches and eventually kills an infected tree. There is no effective measure to control this fungus, as a result, Canada Cherry trees are being removed and new species identified for boulevard plantings including: bur oak, red maple, ash, pin oak, linden, birch, crabapple, and mountain ash. Most commercial areas and newly developed subdivisions of the City have no or immature vegetation. This is the result of farmland being converted to urban uses. Wind blown debris and dust, along with the lack of shade in areas, are significant problems in Roseau as a result of the lack of mature trees. Significant efforts to reforest the community have been undertaken as a part of the flood reconstruction since 2002 with over 300 new boulevard and landscape trees being planted along the trunk highways, in the downtown area, parks and along boulevard being undergoing construction.

**Wildlife:**

Because of the rural and natural character of most of Roseau County ample habitat exists for large wildlife populations including: black bears, moose, fisher, otter, bobcat, mountain lion, lynx, timber wolf, deer, fox, raccoon, porcupine, beaver, mink, and skunk. Large wildlife is not a common occurrence within the City of Roseau except in times when food sources are scarce in the forests.
Bears have periodically been a nuisance in the city limits during periods of poor berry or acorn crops in the forests.

The bogs, lakes and wetlands of the region also support large fish and bird populations. Common large birds in the region include: hawks, eagles, loons, grebes, ducks, geese, herons, partridge, gulls, cranes, owls, pelicans, and grouse. The Roseau River, Hayes Lake, and contributing creeks; and Lake of the Woods provide the two habitats for fish in the Roseau region. Fish within the Roseau River watershed include: black/brown bullhead, blacknose dace, black crappie, bluegill, burbot, catfish, lamprey, shiner, chub, freshwater drum, Iowa/johnny darter, largemouth bass, northern pike, sunfish, rock bass, sauger, redhorse, trout, yellow perch, walleye, and white sucker. The Roseau Dam retains water in the Roseau River through the City of Roseau providing a year round habitat for fish within the city limits.

4.2 Goals, Policies, and Programs

Continue to promote the preservation and use of the Roseau River

- Develop and implement plans for park lands along Roseau River including development of City Park, Oak Crest Golf Course, Riverview Park.

- Provide information and education to the public on ways to prevent pollution and sedimentation of the Roseau River

- Continue to develop projects that protect the Roseau River from pollution and sedimentation.

Improve and preserve designated natural areas for future use and enjoyment of residents

- Promote and maintain the natural resource enhancements incorporated into the Roseau River Diversion project and areas around the City Park and Oak Crest Golf Course

Promote and maintain the urban forest

- Maintain an educational awareness program on the value of urban trees and planting, including providing information on suitable trees for our area and proper care and maintenance of trees

- Maintain a program for planting and increasing the number of trees in the community on public and private lands.

SECTION 5: PARKS AND RECREATION

5.1 Overview
The City of Roseau has always made a concerted effort to provide the area residents with a wide array of programs, activities, and facilities that encourage health, fitness, entertainment, cultural, recreational, educational and social opportunities in our community. The city offers programming opportunities to all ages with a special emphasis on youth. The City utilizes multiple City parks, the Memorial Arena, Gilbertson Ball Field, Oak Crest Golf Course, Roseau Public Library, Roseau County Museum, and the various facilities available at the Roseau Community School and other non-profit and private organizations.

As a regional center in the Lake of the Woods area, Roseau strives to be the premier facilitator of recreational and health programs providing activities and facilities that improve the quality of life and quality of place for area residents. A strong element of Roseau's park and recreational offerings result from collaboration with Parks staff, the various advisory committees, the Roseau Community School and various civic minded residents and groups.

**5.2 Planning Context**

The City of Roseau has maintained a strong commitment to social and recreational programs for the community. Some 30 different organizations serve the community in various functions. The City also offers a number of recreational areas including city parks, campground, golf course, tennis courts, ice arenas, playgrounds, multi-purpose recreational trails, and ball fields. The Roseau Community School also provides numerous recreational areas that are available to the public including a pool, walking track, fitness center, gymnasiums, ball fields, running track, football field and community theater. In addition, cooperative efforts between City and School have been established to provide numerous children and adult activities and sports. In the year 2000 the City of Roseau hired its first Park & Recreation director to coordinate all of the city’s park and recreation facilities and programs.

A school-city agreement was established in the 1970's for the maintenance of recreational facilities deemed important for the community as a whole and shared by both school and general public use. Those facilities include the golf course, tennis courts, ball field, swimming pool, and arenas. This
agreement provided an outline for cost sharing maintenance, capital improvements and the
general operation.

Park & Recreational Facilities:

- **Roseau City Park** (40 acres) SE Roseau Park includes campground (RV & primitive),
  indoor shelter, restrooms/showers, picnic shelters and grills, playground, Frisbee golf
  course, sand volleyball, fishing pier, boat launch, paved and unpaved trails, and dump
  station

- **North Star Park** (10 acres) SW Roseau Park includes playground, soccer field, picnic shelter and grills

- **West Side Park** (5 acres) West side park includes playground, ballfield, and
  basketball court

- **Riverview Park** (5 acres) This downtown park along the Roseau River includes
  Veteran’s Memorial monument, Public Safety Memorial monument, gazebo,
  benches, landscaping and paved trails

- **South Riverview Park** (10 acres) This downtown park along the Roseau River
  includes paved multipurpose trails, ATV trails, riverbank fishing, sledding hill, picnic
  shelter and basketball court

- **Main Avenue Pocket Park** (.1 acre) This Main Avenue park features a paver picnic
  area with benches and tables with gardens and landscaping

- **Mother’s Memory Garden** (.5 acre) This downtown park along the Roseau River includes a paver
  walkway, gardens and benches

- **Memorial Arena/North Rink**: This facility provides two artificial ice sheets with
  locker rooms, concessions, display areas and stadium seating

- **Gilberston Field**: This facility features a regulation baseball field with outfield
  fences/backstop, dugouts, lighting, and stadium seating

- **Oak Crest Golf Course**: The Oak Crest Golf Course is an 18-hole championship golf
  course with clubhouse, pro shop, driving range, practice green, cart storage & rentals,
  and maintenance building

- **Tennis Courts**: The city in cooperation with the Roseau Community School
  maintains two tennis courts within a 6 court complex located on the school athletic
  grounds

- **Recreational Trails**: The city of Roseau maintains a multipurpose trail network
  consisting of 3.5 miles of paved trails. Motorized trails and routes have been
  established through the community.

- **Roseau Public Library**: The City maintains a 13,000 SF library with children, young
  adult and adult selections. The library maintains a reading area, study rooms, and computer stations
  with internet connections. The library is operated by the Northwest Regional Library District.
- **Roseau County Museum:** The City provides space for the operation of the Roseau County Museum and Historical Society. The 15,000 SF facility provides exhibit space for permanent and travelling exhibits and well as areas for historical and genealogical research.

- **Northland Community College:** The City provides space for the operation of the Northland Community and Technical College (NCTC) satellite site. The site, a collaboration between the city and NCTC provides 2 classrooms, computer lab and ITV connection for delivery of higher education classes and programs to the community.

Recreation: In addition to maintaining various recreational and community facilities for use by the public the city also sponsors various athletic and recreational programs throughout the year. Some of the offerings the city has sponsored through its park and recreation program include: adult and youth softball and baseball leagues, basketball leagues, youth soccer league, and educational programming through the MnDNR’s MINNAQUA program. The Roseau Public Library, County Museum, and NCTC also sponsor various youth and adult educational, and social activities.

Various independently sponsored programs are provided in the community offer activities such as bowling, 4-H, target shooting, theater, arts and other social activities.

Demands on Services: The City of Roseau and Roseau Community School provide the bulk of the recreational and social facilities and programs for city residents as well as for surrounding towns and townships. According to the 2000 U.S. Census, the total population within 10 miles of the City of Roseau was 6,801 with 2,756 of those living within the city limits. Of the total population, children under the age of 18 make up 29.8% of the population of 2,027 within ten miles of Roseau, 821 of those children reside within the city limits.

Historically, the City of Roseau has made available all its facilities and programs to any participant regardless of residency and without differential fees. However, as the growth rate in the townships has outpaced that of the City of Roseau more demands are being placed upon the City to provide facilities and programs by participants that do not bring additional taxable development. This creates a spiraling situation where city taxes must increase to provide additional recreational facilities and programs for larger populations and more people are encouraged to build outside the city limits to seek lower property taxes.

In general, most recreational programs and facilities are not self-supporting from user fees. Each requires a subsidy from local property taxes. The amount of “tax supported” city subsidy each facility and program requires is variable. For example, the Oak Crest Golf Course is generally self-supporting for operations, but requires the City of Roseau taxpayers to contribute funding for capital equipment and improvements of the course. Similarly, fees and income at the City Park and Memorial Arena offset some expenses of
operation but do not cover the all of the costs for facilities and programs.

Program and Facility Management: The City of Roseau utilizes various staff members and boards to operate all of the facilities and programs offered within the Parks and Recreation program. Most of these oversight boards are made up of participants in or enthusiasts of the particular activity. Each of the boards of these various facilities report to the City Council and provide guidance to city staff for the day to day operation of each program. The boards and organizations currently engaged in maintaining and operating city recreation facilities and programs include:

City Boards

- Park Board (All Park lands, facilities and programs)
- Gilbertson Field Board (Gilbertson Field facilities and operations)
- Arena Board (Memorial Arena facilities and operations)
- Beautification Committee (Plantings and landscaping at various locations and parks)

Outside Organizations

- Roseau Community School (Various facilities used by the school during the athletic season- Golf Course, Memorial Arena, Gilbertson Field—by agreement with city)
- CAIA/Youth Hockey (North Rink and Memorial—by contract with city)
- Oak Crest Golf Club (Oak Crest Golf Course—by contract with city)

5.3 Goals, Policies, & Programs

- **Continue to develop and maintain the existing park and recreation assets in a first-class manner to serve the greater Roseau Community**
- **Develop a long-range capital improvements plan for each of the parks and recreation facilities and develop a long-range strategy for recreational programming**
- **Evaluate the need for new facilities and programs including an outdoor swimming pool or splash park, indoor playground and expanded motorized and non-motorized trails.**
- **Encourage increased governance and financial participation by surrounding townships in the form of voluntary cooperation agreements**
- **Provide local taxpayers with incentives in recreational programs through discounted fee structures**
- Unify existing park and recreation boards into one comprehensive board structure

- Complete the long-range plan for recreational trail development to loop all existing trail segments and connections to the trails proposed as part of the East Diversion project.
SECTION 6: COMMUNITY FACILITIES

6.1 Overview

The City of Roseau maintains a number of facilities for the provision of services to the community. These facilities range from office space to maintenance shops and recreational facilities.

<table>
<thead>
<tr>
<th>Community Facility</th>
<th>Use</th>
<th>Age</th>
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</thead>
<tbody>
<tr>
<td>City Center</td>
<td>Office/Library/Museum/PD/Auditorium</td>
<td>3 year</td>
</tr>
<tr>
<td>Maintenance Shop</td>
<td>Office/Billing/Street Maintenance/Utilities</td>
<td>28 years</td>
</tr>
<tr>
<td>Fire Hall</td>
<td>Fire Department</td>
<td>28 years</td>
</tr>
<tr>
<td>Liquor Store</td>
<td>Retail Store</td>
<td>23 years</td>
</tr>
</tbody>
</table>
The Roseau City Center, completed in 2006, was constructed to replace three aging facilities that were destroyed as a result of the 2002 flood. The new facility provides space for city administration, city council chambers, community center, police department, public library, Northland Community College and the Roseau County Museum. The new facility provides modern and sufficient space to house all of its tenants for many years to come.

The Roseau Memorial Arena was substantially rehabilitated after the 2002 flood upgrading
nearly all major mechanical and electrical systems. The only item that was not addressed in the rehabilitation was the exterior shell. Similarly the Farmers Union Building and Oak Crest Golf Course Clubhouse were all substantially rehabilitated after the 2002 flood.

The Utility Maintenance facility has had some minor upgrades to the office portion of the building to improve insulation and aesthetics. However, this building is in need of additional improvements in the long term. Both the Fire Hall and the Liquor Store are over 20 years old, both are structurally sound and in good physical shape and proper location for their use. Nevertheless, both facilities provide the bare minimum space for current requirements, future expansions of both may need to be considered depending on future requirements for delivery of services.

### 6.2 Goals, Policies, and Programs

- Continue to provide proper maintenance and annual capital improvements to existing structures to maintain them for long-term use
- Upgrade the office portion of the Utilities Building for long-term energy efficiency and proper administrative use
- Upgrade and expand the Utility shop to adequately house all city equipment
- Investigate options to provide adequate space at the Municipal Liquor store to house more inventory
- Investigate the long-term needs for equipment storage at the Roseau Fire Hall.
SECTION 7: HISTORIC AND CULTURAL RESOURCES

7.1 Introduction

The Historic and Cultural Resources Section addresses the city’s policy issues on preserving and promoting the city’s rich historic and cultural assets. This Section begins with a description of local facilities, organizations and programs involved in preserving Roseau history. This background information provides the basic framework for the goals, policies and programs highlighted within this Section.

7.2 Planning Context

The City of Roseau was established in 1895 as the county seat of newly formed Roseau County. Much of Roseau's history has since been preserved by local historians and residents and is available for educational and social purposes through various outlets such as the Roseau Historical Society, Roseau County Museum, Pioneer Farm & Village, historic building such as the Old Roseau County Courthouse, and Memorial Arena.

Additionally the Roseau community also maintains a strong cultural emphasis in its support of ethnic celebrations, theater, visual and written arts. The Roseau Public Library and the Friends of the Library support many visual and written works through the display and support of local writers and artists. The Roseau Area Arts Association also provides various festivals featuring local artists and their works as well as exposing local residents to various theater productions.

The City of Roseau has participated for many years in the support of preserving and promoting historic and cultural resources by providing facilities and financial support to many of the local organizations maintaining and preserving our historic and cultural resources.
7.3 Goals, Policies & Programs

- Continue to provide support to the Roseau Historical Society, Public Library, and Northland Community College in the form of adequate facilities to perform their functions.

- Continue to provide support to various cultural and historic events by providing publicity and financial support (through the Convention & Visitor’s Bureau).

- Increase public awareness of Roseau’s rich history and help preserve Roseau important historical assets including the Historic Roseau Courthouse, historic downtown, and Memorial Arena.

SECTION 8: HOUSING

8.1 Introduction

The Housing Section addresses housing policy issues in the greater Roseau community, both within the city limits as well as in the surrounding townships that would affiliate with the Roseau community. This Section begins with a description of local housing conditions and forecasts. This background information provides the basic framework for the goals, policies and programs highlighted within this Section.

8.2 Planning Context

Housing units in the City of Roseau include owner-occupied and rental units of varying styles and designs including town homes, mobile homes, single-family detached, multi-family complexes, senior housing, and duplexes. Housing has been a significant issue in the City of Roseau, particularly during the periods of aggressive growth at Polaris Industries, Inc and Marvin Windows. Available housing through the early 1990’s was extremely limited causing a significant shortage of labor and escalating housing costs. The 2000 U.S. Census of housing identified 1,230 housing units in the City of Roseau. Of
these, 894 units were owner occupied and 336 were rental units.

**Housing by Year Built**

<table>
<thead>
<tr>
<th>Year</th>
<th>Owner-Occupied/Rental Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>'99-00</td>
<td>13</td>
</tr>
<tr>
<td>'95-98</td>
<td>118</td>
</tr>
<tr>
<td>'90-94</td>
<td>118</td>
</tr>
<tr>
<td>'80-89</td>
<td>125</td>
</tr>
<tr>
<td>'70-79</td>
<td>213</td>
</tr>
<tr>
<td>'60-69</td>
<td>108</td>
</tr>
<tr>
<td>'40-59</td>
<td>279</td>
</tr>
<tr>
<td>'39-earlier</td>
<td>256</td>
</tr>
</tbody>
</table>

Median Year Structure Built 1963

**Source: US Census of Population and Housing 2000**

Beginning in the early 1990's, the City of Roseau experienced an acute housing shortage that lasted up until the economic slowdown starting the in late 2000's. Housing demand generally outstripped supply causing a number of older and functionally substandard homes to continue to sell at premium prices. However, significant flood damages to a number of homes during the 2002 flood did result in the purchase and removal of nearly 50 homes, many of which would be considered substandard units. Although the housing demand had eased somewhat in the latter 2000's due to employment losses, in concert with national housing trends, a renewed demand for housing has become a critical issue for the community in 2011. A major issue with this renewed demand component is that it does not allow lower end housing units to fall to price levels that would make these housing units attractive for demolition and lot reuse.

A significant obstacle to continued population growth within the city limits of Roseau is the limited number of higher end homes featuring modern layouts that are attractive to new residents. Based on 2000 U.S. Census properties in the City of Roseau the median residential property value was $78,000. Of the 1,230 housing units in the City only 158 units were valued at over $100,000 and only 28 were valued over $150,000. A significant amount of the new housing development, particularly higher end homes, has occurred outside of the city limits. This situation creates problems many problems for the city
including a limited number of residents paying for city services for a large “community” of service users.

Less than 1% (roughly 6-8) of the housing units in the City of Roseau did not have full kitchen and plumbing facilities according to the 2000 U.S. Census information. Significant utility extensions in the mid-, to late-1990's, eliminated nearly all private wells and septic systems within the City Limits. Home heating is accomplished through three principle means: utility natural gas, electricity and fuel oil. Sixty six (66%) percent of the community is fueled with natural gas or LP, twenty eight percent (28%) with electricity and five percent (5%) with fuel oil and the remaining two percent (2%) is made up of wood or other fuel. The City of Roseau owns and operates its own electric utility, in cooperation with Minnkota Power Systems, and has a vested interest in selling electric power and heat to generate revenue for city operations. Natural gas is also provided in the City of Roseau from Minnesota Energy through a city franchise agreement and is the primary competitor to the City of Roseau for home heating.

A major problem with the City’s housing stock is the overall limited number of units available, their age, and the extremely small size and functional obsolescence of many units. Over the past 10-15 years City of Roseau has implemented a number of incentives for developers and residents to encouraged housing development for local industry. The city has invested in significant infrastructure expansion for seven new subdivisions of varying sizes. These areas include the Delton Addition, Helgeson Addition, Klema Addition, Lofstedt Addition, Oak Crest South and West Additions, Sabourin Addition, Mead Addition, and Larsen Addition. The Lofstedt, Mead, Klema, Helgeson, Delton and Sabourin additions are substantially filled with new housing units but a significant number of lots remain in the Larsen, Oak Crest South and West additions for future development. A 1997-2000 grant program for the development of new housing in the City of Roseau generated significant new housing development throughout the city. The results of this grant program are indicative of the fact that a sizeable amount of the community’s housing demand has gone unfulfilled. There are many reasons for this unfulfilled demand yet the primary causes tend to be the lack of large scale developers in the region, and the overall high costs of housing and development.

The 2006-11 housing starts in Roseau are the lowest in fifteen years. This slowdown in the Roseau housing market has paralleled the leveling in employment at Polaris Industries and Marvin Windows, tightening credit terms, and the overall slowdown in the housing economy nationwide. Nevertheless, this slowdown in the housing market appears to only be a temporary situation with the demand for housing, particularly rental housing, once again becoming an issue as the community continues to grow. Even though housing may not be as acute a problem as in the 1990’s when Polaris and Marvin experienced
unprecedented growth in their respective industries the community will continue to witness a constant demand for additional housing, particularly newer housing units.

A 1998 Housing study in the City of Roseau showed that personal incomes have increased dramatically within the city; however, the housing stock has not kept pace with that growth. Today, there is a surplus of housing in the lower income ranges and a shortage of housing to meet the needs of higher income individuals. The development of new housing and the rehabilitation and replacement of older outdated housing stock has not been fast enough to provide adequate housing for the City's population.

**Housing Balance Housing Demand vs. Housing Supply**

<table>
<thead>
<tr>
<th>Income Range</th>
<th># HH In Each</th>
<th>Affordable Range for Owner Units</th>
<th># of Affordable Units</th>
<th>Total Affordable Units</th>
<th>Balance</th>
</tr>
</thead>
<tbody>
<tr>
<td>$0-10k</td>
<td>215</td>
<td>$0-15k</td>
<td>34</td>
<td>74</td>
<td>-141</td>
</tr>
<tr>
<td>$10-15k</td>
<td>106</td>
<td>$15-25k</td>
<td>81</td>
<td>137</td>
<td>+31</td>
</tr>
<tr>
<td>$15-25k</td>
<td>200</td>
<td>$25-50k</td>
<td>309</td>
<td>389</td>
<td>+189</td>
</tr>
<tr>
<td>$25-35k</td>
<td>186</td>
<td>$50-75k</td>
<td>230</td>
<td>311</td>
<td>+124</td>
</tr>
<tr>
<td>$35-50k</td>
<td>186</td>
<td>$75-100k</td>
<td>45</td>
<td>47</td>
<td>-119</td>
</tr>
<tr>
<td>$50-75k</td>
<td>82</td>
<td>$100-150k</td>
<td>12</td>
<td>12</td>
<td>-70</td>
</tr>
<tr>
<td>$75k+</td>
<td>20</td>
<td>$150k+</td>
<td>6</td>
<td>6</td>
<td>-14</td>
</tr>
</tbody>
</table>

RDG Crose Gardner Shukert, 1998

**Home Value for Owner Occupied Units**

<table>
<thead>
<tr>
<th>Home Value</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than $15,000</td>
<td>25</td>
</tr>
<tr>
<td>$15,000-19,999</td>
<td>25</td>
</tr>
<tr>
<td>$20,000-24,999</td>
<td>35</td>
</tr>
<tr>
<td>$25,000-29,999</td>
<td>19</td>
</tr>
<tr>
<td>$30,000-34,999</td>
<td>33</td>
</tr>
<tr>
<td>$35,000-39,999</td>
<td>49</td>
</tr>
<tr>
<td>$40,000-44,999</td>
<td>59</td>
</tr>
<tr>
<td>$45,000-49,999</td>
<td>68</td>
</tr>
</tbody>
</table>
Average rents in the City of Roseau range around $300-600 per month. This is the range which is deemed to be the most affordable for the average Polaris employee. Rental units that are in this rental range are in the most demand in the region.

Housing Projections:

Based on estimates developed during the 1998 Housing Study the city should anticipate continued growth, unless this growth is limited by certain factors such as a change in employment levels at Polaris, Marvin or another major employer; lack of housing within the City of Roseau; or other significant demographic change.

The City needs to work harder to get more development in its newly created subdivisions which is currently being located in the countryside because of a perceived lower cost of development. Education on city benefits and some incentives should be offered to make a city lot more attractive than a country lot where lifestyle (hobby farm, seclusion, etc.) is not the driving factor in being in the countryside. The City also needs to work hard to provide additional benefits to living in the City and work to improve the quality of life in the City (recreation opportunities, improved parks, etc.). In conjunction with developing more housing within the City Limits the City needs to coordinate planning efforts with the county and surrounding townships to maintain development on the fringe of the city that can be easily annexed and provided with services without high cost and waste.

8.3 Goals, Policies & Programs

- Encourage zoning and developments that result in a wide range of housing types and styles including both owner-occupied and rental units
- Provide incentives to builders and home-owners to build or purchase homes in the city to meet future demands for new housing
- Continue to pursue the development of parks, trails and other neighborhood amenities to
encourage homeownership in the city

- Continue to promote “city” advantages as a place to live
- Pursue options to remove existing substandard housing stock with new or substantially rehabilitated units

SECTION 9: TRANSPORTATION

9.1 Overview

The Roseau area is served by a variety of international, regional, and local transportation systems including air, rail, highway and public transit.

Air Transportation:

Roseau County has three airports, Roseau Municipal Airport, Pinecreek International Border Airport, and Warroad International Airport. All of these airports are general transportation airports and none has scheduled air service. All three Roseau County airports have had recent improvements and would be considered in excellent condition.

Roseau County Airports

<table>
<thead>
<tr>
<th>Facility</th>
<th>Roseau Municipal Airport</th>
<th>Pinecreek Border Airport</th>
<th>Warroad Intl Airport</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main Runway</td>
<td>4,400’ paved</td>
<td>3,300’ paved</td>
<td>5,400’ paved</td>
</tr>
<tr>
<td>Lighted Runway</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Customs</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Navigational Aids</td>
<td>BEACON</td>
<td>BEACON</td>
<td>AWOSA/MNWAS</td>
</tr>
<tr>
<td></td>
<td>VOR/DME</td>
<td></td>
<td>ILS</td>
</tr>
<tr>
<td></td>
<td>AWOSA/MNWAS</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>GPS/WAAS</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The nearest scheduled commuter air service is at the Thief River Falls Regional Airport (60 miles southeast of Roseau). The Thief River Falls Regional Airport is served by Great Lakes Airlines with daily commuter service to the Minneapolis-St. Paul. The nearest scheduled commercial jet service is 120 miles from Roseau in Winnipeg, Manitoba or Grand Forks, North Dakota.

The Roseau Municipal Airport is used primarily by Polaris Industries Inc. which charters service from Minneapolis to fly personnel and parts to and from its six facilities. Other users of the airport include air ambulance, fire suppression, farm spraying services,
recreational aircraft, delivery services, and miscellaneous transient aircraft. The Roseau Municipal Airport was designed to handle aircraft up to and including the B-100 King Air.

Rail

Roseau County is served by two rail systems. Minnesota Northern Railroad, a short line Class III carrier, has a spur into Roseau County which runs through Strathcona, Greenbush, Badger, and terminating in Roseau. This spur is used for transporting grain from the local grain elevators to Class I carriers in Thief River Falls and Crookston. The spur has regular service with limited cars. The second line is a Canadian National Line that runs from Winnipeg southeast through Warroad and Baudette to Fort Francis/International Falls and back into Canada. The Canadian National line is a high speed track with multiple daily scheduled trains. The Canadian National makes no stops while running through Roseau County or the United States as the trains do not clear U.S. Customs prior to entering the country.

Highway

The City of Roseau is served by three state highways, and one county highway. Minnesota T.H. 11 runs east and west connecting Roseau with Warroad, Baudette and International Falls to the east and Badger, Greenbush, Karlstad, Donaldson and Drayton, North Dakota to the west. Minnesota highway 89 runs south out of Roseau to Grygla and Bemidji. Minnesota highway 310 runs north out of Roseau to the Minnesota-Manitoba border where provincial highway 12 runs to Steinbach, Manitoba and Trans-Canada Highway 1. Roseau is 70 miles from Interstate 29 at Drayton, North Dakota and 87 miles from US highway 2 south of Red Lake Falls.

Roseau also has a major trucking industry. Numerous trucking firms operate in the city, three with terminals. Ruan Logistics, Transport America, Penner, Miracle Express, Byfuglien Trucking, SMX, Overbye, Koch and Big Freight Trucking companies serve the area. Marvin Windows utilizes its own private trucking fleet for shipping and receiving of materials.

Streets and Pedestrian Facilities

The City of Roseau has an extensive street system which consists entirely of asphalt streets laid out in a typical grid system. The most significant problem the city has is with the abundance of dead end streets, cul-de-sacs, and a handful of deteriorating streets.

The use of sidewalks is limited in the City of Roseau with the only extensive sidewalk system in the original townsite
of Roseau and along major arterials such as Center Street and MN Hwy 11. The majority of these sidewalks are in good shape having been repaired or replaced in the period between 2000-2006. A newly dedicated asphalt bike and pedestrian trail running north and south through the center of the City, generally following the Roseau River, provides additional recreational facilities. This trail system is planned to be expanded to provide a loop system throughout the City utilizing both trails and/or sidewalks. During the winter snowmobiles utilize the Roseau River and various designated snowmobile routes through the city. There are also designated ATV routes in the City, though no dedicated trails exist within the city limits.

Public Transportation

The only public transportation in the county is provided by the Far North Transportation system which operates buses in Roseau and Lake of the Woods counties on a regular schedule or by appointment.

9.2 Goals, Policies & Programs

- Improve transit options to and from Roseau—The City of Roseau has no commercial bus, rail or airline service providing transportation into and out of Roseau. This is a critical situation for the long-term success of the community. It provides a severe hardship for local residents unwilling or unable to drive to the nearest commercial service (60 miles for limited air service and 120 miles for bus service). This is also a major drawback to doing business in Roseau if a company is not of significant size to own its own aircraft for use at the local airport.

- Lobby the State and Federal Government for some type of essential transit service for the community (air, rail or bus)

- Maintain and Improve Shipping and Travel Corridors to and from Roseau—The creation and designation of the 10-ton corridor from Roseau to Bagley was a critical improvement for truck transport for Roseau. Roseau is now finally able to ship freight legally north and south to major cities such as Minneapolis and St. Paul without having to run many miles out of the way to stay on legal truck routes. T.H. 11 provides a 10-ton corridor going east and west with a connection to I-29. However T.H. 89 and T.H. 11 are not in particularly good shape and are dangerous highways that are narrow and provide no safe passing lanes. Upgrades to these highways should be a priority for both shipping and general travel.

- Lobby the State of Minnesota and the Minnesota Department of Transportation to upgrade and improve the T.H. 89 and T.H. 11 corridors and continue to work with MnDOT
and local legislators to upgrade the status of T.H. 11 and 89 to interregional corridor status.

- Work with the Northwest Regional Development Commission and the Western Minnesota Freight Corridor committee in improving freight corridors in Western Minnesota from Warroad to the Iowa Border.

- Work with MnDOT to address two critical deficiencies in local highway status including upgrading T.H. 89 and T.H. 11 West to urban section designs to improve safety, drainage and aesthetics and two busy highway intersection control for safety (4th Avenue NE & T.H. 11 and Center Street E & T.H. 89).

- Maintain City’s existing street infrastructure—After the 2002 flood the City was able to reconstruct well over 50% of the streets in the City of Roseau. With proper on-going maintenance these streets should last approximately 30 years. However, the City still maintains approximately 30 blocks of substandard streets that have the potential to rapidly deteriorate in the next 5 years. The City maintains a comprehensive listing of streets for repair and replacement. These streets should be programmed for improvements as funding and infrastructure conditions warrant.
- Maintain and expand recreational trail system—The City of Roseau has constructed and maintained a trail network across the city for the purpose of recreational and alternate transportation. These trails add to the quality of life for residents and should become an essential part of the fabric of the community and future development should provide opportunities for expansion.

- Incorporate both street and trail connections as new areas of the city are developed and subdivisions submitted.

- Continue to construct new recreational trail segments as proposed in the trails plan.

- Expand and improve opportunities for ATV and other motorized trails in and around Roseau

- Implement the trail 4.5 mile trail expansions as proposed in the East Diversion Flood project

- Continue to seek funding from MnDOT and the DNR to complete and expand the trail network as planned in Roseau.

- Upgrade the Roseau Municipal Airport to accommodate aircraft up to a business jet—The Roseau Municipal Airport is an important link for the community for our industry (Polaris Industries), health care (Air Ambulance), shipping (UPS) and other general users (Aerial
Sprayers, DNR Fire Patrol, State of Minnesota, and recreational users). Additionally improve the airport’s approach minimums with additional navigation aids and lighting to allow more landings without a diversion to an airport with an ILS. In order for the Roseau Airport to remain viable into the future it must be upgraded to a some type of precision approach to allow pilots to land regardless of visual conditions.

- Work closely with MnDOT and FAA to make the necessary improvements to implement the lowest instrument approach feasible by 2017 at the Roseau Municipal Airport

- Work with MnDOT and FAA to develop the existing Capital Improvements Plan to reflect the installation of a GPS precision approach on runway 34 and additional improvements to the infrastructure of the Roseau Municipal Airport
SECTION 10: ECONOMIC DEVELOPMENT

10.1 Introduction

The Economic Development Section addresses business-related policy issues at the regional, citywide and district level. This Section begins with a description of local economic conditions and forecasts. This background information provides the basic framework for the goals, policies and programs highlighted within this Section.

10.2 Planning Context

Prior to the 1980’s farming, government and service industries were the most dominant activities in the City or Roseau. However, in the late 1980’s a new industry became the primary focus of employment in Roseau with the unprecedented growth of Polaris Industries and the production of snowmobiles and ATV’s took over as the major activity in the City. Marvin Windows of Warroad also provides substantial manufacturing jobs for the region. Today, manufacturing provides the largest single segment to the regional economy with 51% of the County’s workforce employed in manufacturing as compared with 16% statewide. Today farming accounts for only 6% of the county’s employment which mirrors the statewide total of 6%.

The Roseau County economy is extremely dependent on an industrial economy utilizing extensive amounts of general labor. Representative industries include Polaris Industries, QC Techniques, Christian Hockey, BB Diversified, Techniques, Intercept Industries, H&J Displays, Marvin Windows, Central Boiler, and Heatmor. Another significant element of the regional economy is dominated by small locally based retail and services industries. Professional and technical industries are limited to specific employers in the region including: Marvin Windows’ corporate offices, Polaris’ research and development teams, the LifeCare Hospital and affiliated clinics, elementary and secondary schools, banks, law firms, accounting services, and government offices.
The City of Roseau is the primary employment, retail trade and service center for the region. Located 120 from the major trade centers of Grand Forks, Winnipeg, and Bemidji, Roseau provides a large amount of retail trade and services for Roseau, Lake of the Woods, Marshall counties and southeastern Manitoba, Canada. The Roseau retail sector witnessed some constraction in the early and mid-2000’s with the loss of national retail outlets including: JCPenney, Hardee’s, GM and Chrysler. Additional local retailers have opened and closed over the past decade allowing for significant retail leakage out of the local economy.

**Retail Sales in Roseau County**

<table>
<thead>
<tr>
<th>Year</th>
<th>County</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>$179,942,000</td>
</tr>
<tr>
<td>2004</td>
<td>$189,380,000</td>
</tr>
<tr>
<td>2003</td>
<td>$189,760,000</td>
</tr>
<tr>
<td>2000</td>
<td>$186,230,000</td>
</tr>
<tr>
<td>1998</td>
<td>$155,100,000</td>
</tr>
<tr>
<td>1996</td>
<td>$151,710,000</td>
</tr>
<tr>
<td>Year</td>
<td>Value</td>
</tr>
<tr>
<td>------</td>
<td>-----------</td>
</tr>
<tr>
<td>1995</td>
<td>$143,360,000</td>
</tr>
<tr>
<td>1994</td>
<td>$129,134,321</td>
</tr>
<tr>
<td>1993</td>
<td>$115,515,565</td>
</tr>
<tr>
<td>1992</td>
<td>$111,397,755</td>
</tr>
<tr>
<td>1991</td>
<td>$93,758,988</td>
</tr>
</tbody>
</table>

N/A Not Available

Source: MN Dept. of Revenue/University of Minnesota Retail Trade Analysis

Roseau is the county seat of Roseau County housing numerous government services including the Roseau County Courthouse, Roseau County Administrative Office, Roseau County Highway Department and Roseau County Social Services Center. Roseau also houses various State and Federal Offices including: MnDOT Highway Garage, Minnesota State Patrol, Minnesota Department of Employment and Economic Development Offices, Minnesota Department of Corrections Office, University of Minnesota Regional Extension Office, the USDA Service Center and U.S. Customs and Border Patrol Offices.

In addition, Roseau provides numerous health services for the region including being home to a regional hospital and healthcare network. Various independent healthcare providers are also located within Roseau specializing in dentistry, oral surgery, physical and occupational therapy, chiropractic, message therapy and optometry.

Farming still plays an important role in the region which houses major grain operations in Roseau, Badger, and Greenbush. The primary cash crop in the region is the production of grass seed (timothy, ryegrass and Kentucky Bluegrass). Two commercial grass seed cleaning operations are housed in Roseau: Norfarm Seeds and Habstritt Grass Seed. Additionally, farmers in the region also raise significant amounts of cash crops including: alfalfa, wheat, oats, barley, canola, soybeans, sunflower and flax. Farm earnings in Roseau County for 1990 were $34,175,000 and the value of farm products sold was $50,424,000. The average earnings per farm were $44,861.

In 2004, over half of the population of Roseau County (10,100) participated in the work force with 2.9% of the labor force unemployed. This continues to represented one of the lowest unemployment rates among Minnesota’s counties. In 1993, 58% of the labor force was employed in production industries with 13% in farming, 13% in government and 16% in service industries. The median income for Roseau County in 1999 was $39,852 and the per capita income was $17,053, both above the northwest Minnesota average, though...
Economic Potential

The Roseau/Warroad employment and population base provides sufficient potential to support considerably more retail and services businesses within the Roseau/Warroad market area. Economic studies show significant retail and service leakages to the market areas of Grand Forks, Fargo, Bemidji and Thief River Falls. Internet shopping is also a large factor in retail sales across the nation as more and more products are being purchased on-line. One of the main drivers in retail leakages is the lack of existing merchants providing merchandise and services in all market areas. The consumers of Roseau County are underserved by the existing retail sector, and as a result, between 5-80% of locally generated dollars are spent across a broad range of retail categories in other regional centers and the internet. Each dollar that leaves the community can create a precipitous chain of losses throughout the community. Retaining as many locally generated dollars as possible is critical to retaining and developing Roseau’s regional trade center status.

10.3 Goals, Policies & Programs

- Promote and Maintain Diverse Mix of Commercial, Retail and Professional Service Businesses—The City recognizes that part of its economic strength stems from its diversity and distinctive businesses. Roseau relies on a mix of both large and small businesses to
remain economically competitive with other regional centers. The loss of any individual business is detrimental to the overall business climate of the region.

- Promote and provide incentive for the location and expansion of new business in the community while maintaining existing business operations
- Foster a climate within the city that is pro-business (low taxes, reasonable utility rates, strong business mix, economic development incentives, business loans, venture capital, etc.)
- Maintain an active EDA and C & C that is responsive to businesses needs and fosters a pro-Roseau attitude
- Maintain and utilize economic development tools such as economic development utility rates, tax increment financing, revolving loan funds, JOBZ and similar programs wherever justified
- Advance A Thriving Economic Environment that Meets Roseau’s Employment and Community Development Needs—The Roseau economic community is dominated by a single employer providing mainly manufacturing assembly jobs. While these jobs are good jobs they can appeal to a narrow worker profile. The Roseau economy relies on manufacturing and assembly jobs for over 50% of its workforce. This figure should be more balanced with service, trade and other non-manufacturing jobs. By offering a wider array of job opportunities Roseau would be better able to attract and retain a wider number of array of residents by more closely matching the various types of employee skills with employer needs. This would not only provide for additional growth in the community, but would also benefit the manufacturing segment of the economy by providing a more stable population base.
- Work closely with Polaris Industries and other locally based industries to encourage expansion in Roseau.
- Investigate the potential for Bio- and Ag-related energy alternatives along with value added agricultural products that can be produced in our Region.
- Pursue additional employers providing non-manufacturing jobs to help diversify the job offerings in the community to appeal to a wider population of the regional workforce
- Continue to work with Northland Community and Technical College to grow and expand in Roseau to offer more educational opportunity for local residents and local industry.
● Continue to develop and promote Roseau (and the Roseau/Warroad trade area) as a Regional Trade Center and seek formal Regional Trade Center status in State planning efforts—Roseau is considered a third tier regional center for the Lake of the Woods region. It serves as the County Seat and sub-regional health care, employment and retail center. However, to become a major regional center Roseau needs to continue to build on its current business infrastructure. Additional government services, educational services, health care options and specialties, retail outlets and employment opportunities need to be generated to continue to grow Roseau to a level that it can sustain its current businesses and attract more people from around the region.

● Work closely with LifeCare Medical Center to continue to expand offerings and specialties in Roseau to draw clients away from Thief River Falls, Bemidji, and Grand Forks bringing them back to Roseau.

● Continue to attract additional retail and service businesses to create a thriving business district that keeps local patrons shopping at home and brings in customers from around the region.

● Work with Northland Community & Technical College to continue to promote and expand its educational offerings for local residents and businesses.

● Pursue a variety of employers offering a diverse job mix to help diversify the job offerings in the community to appeal to a wider population of potential residents and employees.

● Promote the community as a whole including: Hospital, City Center, School and other strengths of Roseau

● Promote the use of the City Center as a regional hosting site for meetings and events

● Promote the entire region with more emphasis and what is available locally.

● Work more diligently to educate local residents, businesses and industry on the value of our local community.
SECTION 11: SERVICE DELIVERY AND UTILITIES

11.1 Planning Context

The City of Roseau provides a comprehensive water, sanitary sewer, and storm sewer service network throughout the City. Between 90-95% of the City is served by infrastructure that has been put in place since 1995 and should serve the City for over 30 or more years without the necessity of major repairs or replacement.

Roseau receives its water from deep wells on the west side of town. These wells are 100 feet deep and supply 700 gallons per minute, or 1,008,000 gallons per day. This supply is more than adequate to supply the average demand of the City as well as Polaris Industries, Inc. (649,000 gallons per day). The peak demand in the city was 1,000,095. The City of Roseau anticipates continued water consumption declines from Polaris Industries as a result of water reclamation systems implemented in their painting systems. These reclamation efforts were initiated as a result of increased water rates from the City. In 1997 the City of Roseau began operation of an iron removal plant for treating City water. This filter system removes most of the minerals from the city's water, particularly iron and manganese. Prior to the operation of this plant the water hardness in the city was 291 ppm; however, recent water hardness tests showed minimal amounts of minerals in the
City’s water. The City employs two water towers to provide water pressure and storage for the water system, the original tank located on the southwest side of town and a new tank, built in 1991, on the northeast side of town. The new tank brought the total storage capacity of the city to 450,000 gallons. The original water tower is aging and may need replacement in the future depending upon the structural integrity of the tower. The tower should regularly monitored for signs of deterioration.

The City of Roseau has worked to provide a fully looped water system to improve water quality and flow throughout the system. The majority of the community is well looped with the only significant dead end lines being the Roseau Industrial Park, Main Avenue North and 3rd Avenue NE. The entire water system provides adequate fire suppression through a series of hydrants approximately 300’ apart across the community.

Major improvements to the sanitary sewer system since the mid-1990’s, including the installation of a new sanitary sewer interceptor line from Polaris Industries, renovation of the wastewater treatment facilities should allow the wastewater treatment system for the City of Roseau to adequately treat wastewater for the City well into the future. In addition, the reduced effluent flows from Polaris as a result of its water recycling program provide added capacity for wastewater treatment. The existing treatment plant consists of three stabilization ponds which can treat 500,000 gallons of effluent per day. The current effluent flows into the treatment plant average 350,000 gallons per day, with a peak of 400,000 gallons per day. Furthermore, the replacement of nearly all the original clay tile
sanitary sewer piping with PVC piping has significantly reduced the infiltration of ground water into the sanitary sewer system reducing flows and increasing overall capacity of the treatment facilities.

The city’s sanitary system is divided into two gravity feed systems flowing north implementing 8 lift stations. Two main lift stations take effluent from each side of the city (east and west) and pump it to the treatment lagoons approximately 1 mile NE of Roseau. The remaining lift stations extend the gravity system to SE Roseau, Oak Crest, Pamida, Industrial Park and Polaris/SW Roseau.

The City of Roseau utilizes its street system, curb and gutter, catch basins, storm sewer piping and ditch network to transport storm water from the city into the Roseau River. In general, storm drainage is very poor over the natural landscape and without the storm sewer system large areas of water ponding would result. A newly created storm water basin and pump station on the west side of Roseau allows the storm sewer system to remains operational even during high water events in the Roseau River. On the East Side of Roseau water is temporarily stored within the storm sewer lines and pumped with temporary pumps during high water events in the river. The City employs a large gatewell on the west side storm sewer along with various flap gates and screw gates on the east side to prohibit the river from backing into city streets through the storm sewer system.
The City is also protected from storm water flows from the west by the newly constructed West Intercept project that takes all of the water west of Roseau from 2 miles south of Roseau all the way to the Roseau River lake bottom. This project has significantly reduced storm water flows on the west side of Roseau, increasing the capacity of the existing ditches and storm sewer to contain larger rain events.

The City is also improving water quality in the Roseau River through the use of more water retention areas throughout the community. All of the west side stormwater flows through the West Side Retention Basin prior to entering into the Roseau River, this allows sediment from the storm water to settle out prior to going into the river. Additionally to help improve localized flooding and to increase capacity of the existing storm sewers the city has encouraged the use of local development retention basins including: Roseau Courthouse Complex, Roseau Court Townhomes complex, Oak Crest South and Oak Crest West retention areas. The City has implemented preliminary work on a similar east side storm water retention basin. Future project plans for the reconstruction of 5th Avenue NE should include the provisions for a large capacity storm sewer line to the north to a basin.

PUBLIC ENTERPRISES:

Garbage Enterprise-The City of Roseau maintains two garbage trucks for the collection and disposal of residential and commercial garbage throughout the city. Garbage pick up is weekly for residential customers across five routes and a truck runs daily for commercial dumpsters. The municipal garbage enterprise is self-sustaining from a revenue standpoint while still being competitive related to contract haulers. Operational revenues from the garbage enterprise help offset costs of general government. Profits from garbage collection are minimal averaging less than $50,000 per year and are typically retained for the purchase of new garbage collection equipment.
Electric Enterprise-The City of Roseau owns the electrical distribution network in the City of Roseau. The electrical system in the City of Roseau is in very good overall condition with six electrical feeds into the community originating from two electrical substations owned by MinnKota Electric Cooperative, the city’s power system operator, on the city’s east and west sides. A large percentage of the electrical system is new as of the mid-1990’s and power reliability is good with two main electrical feeds into the City of Roseau, one from the east and one from the west.

The city employs an electrical department to manage, maintain and bill for electrical usage by city customers. In addition, the City of Roseau owns a joint interest in the Coyote Power Plant in Beulah, ND with 11 other cities in the Northern Municipal Power Agency. The City of Roseau is able to purchase wholesale power from NMPA to sell to its local customers. The City of Roseau has very competitive rates for electricity compared to similar communities in NW Minnesota. Annually the Roseau Electric Department runs a profit of roughly $500,000 which is used to help offset the costs of general government.

Liquor Store Enterprise-The City of Roseau owns a retail liquor store at the intersection of Hwy 11 and Hwy 89. The liquor store offers for sale many varieties of beer, wine and liquor, in addition to other complementary products and is open six days a week. The Municipal Liquor Store building houses the stock room, floor sales, cooler sales, checkout and administrative office for the liquor store operations. The liquor store is relatively small and limits the amount of stock that the store can maintain at any one time. As a result of the lack of storage area the liquor store is not able to purchase in larger quantities that would result in lower wholesale costs or offer as wide a selection as possible. The Roseau Municipal Liquor Store has sales on par with similar liquor stores within Roseau County, including the Warroad Municipal Liquor Store, and generates roughly $180,000 in annual income to the City.

PUBLIC SAFETY SERVICES

Police Service-The City of Roseau maintains a five officer police force that offers 24-hour/7 day-a-week police coverage and patrol of the city of Roseau. The city maintains 3 police vehicles for patrol and transport. Additionally the city police department maintains an office and equipment to perform various law enforcement actions including: police patrol, emergency response, investigation, apprehension, collections, training, public education and public relations among other duties. The Police Department also works cooperatively with other law enforcement agencies including: Roseau County Sheriff, Roseau County District Court, State Patrol, Border Patrol, Customs Service and Bureau of Criminal Apprehension among others in maintaining law and order in the city.
Fire - The City of Roseau maintains a 28-member volunteer/paid on-call fire department who provide 24-hour/7 day-a-week response to emergency calls in the City of Roseau and surrounding townships. The Roseau Fire Department responds to various emergency calls including fires, accidents, chemical spills and other emergencies. The City maintains a fleet of emergency response vehicles including pumper trucks, tanker trucks, and specialized vehicles for grass fires and emergency rescue operations. All firemen receive proper personal protection equipment and firefighting training as part of their service to the Roseau Fire Department.

11.2 Goals, Policies & Programs

- Continue to provide superior public services for the community by maintaining a regular replacement schedule for aging infrastructure
- Seek to provide all services desired by the community in a cost effective manner
- Balance tax versus fee revenues in city operations so as to not unfairly raise tax revenue through excess fees on other services or vice versa.
- Implement service delivery policies that address property tax or other inequities through such means as differing fee schedules
- Develop an east side storm water storage area and pumping station
- Develop new infrastructure in a logical manner to take advantage of existing capacity
- Investigate areas for collaborative efforts with other agencies when services can be effectively delivered with lower cost with similar quality.
- Develop an acceptable funding model between the City and Townships for fire services that maintains superior fire protection levels while providing for Township input on contract amounts and billing practices
SECTION 12: HAZARD MITIGATION

12.1 Introduction

The Hazard Mitigation Section of the Comprehensive Plan addresses the City’s response to the many potential hazards that threaten it. While it is not realistic to believe that the City can mitigate all potential hazards facing the community. This section attempts to develop a framework for responding to all types of hazards as well as proposing mitigation steps for hazards that have repetitively struck the city, mainly flooding.

12.2 Planning Context

The rural and isolated nature of Roseau and the surrounding area reduces the odds of many potential man-made hazards. Hazards related to large scale auto, rail or air accidents, terrorism and bio-terrorism are all minimal. However, Roseau’s incident response planning and personnel provide a framework for responding to these types of hazards if they were to occur. The City of Roseau maintains an Emergency Operations Plan and has trained critical staff in the National Incident Management/Minnesota Incident Management Programs. The plan and training provide a framework for responding to all types of accidents, hazards and natural disasters to minimize the loss of life and property. Additionally, Roseau County maintains an All Hazard Mitigation Plan in which it has identified potential hazards across the county and identified action plans for addressing these hazards to once again minimize the loss of life and property.

The City of Roseau is particularly susceptible to a number of natural disasters such as severe storms, tornadoes, flash flooding, spring runoff flooding, blizzards, drought and other weather related hazards. Roseau regularly experiences spring runoff flooding and flash floods. In the past 10 years Roseau has experienced approximately 10 flood events requiring some type of protective response from the community. Flooding has resulted in the most damages to the City of Roseau with major floods inundating the city in the early 1900’s, the 1960’s and most recently the late 1990’s and early 2000’s. In 2002 the City of Roseau experienced its flood of record when a June rain event flooded approximately 75% of the built-up areas of the city causing over $100 million in public and private property damages.

12.3 Goals, Policies & Programs

- **Adequate Permanent 100-year Flood Protection for the Entire Roseau Community**—Nearly 75% of the total developed area of the City of Roseau and over 95% of the commercial development lie within the 100-year floodplain. This situation results in numerous negative impacts to the community. First and foremost the flood risk to these properties is very real and potentially devastating, as was witnessed in the 2002 flood.
Second, development of effective flood prevention structures and planning are of the utmost priority for the city’s long term social and economic viability.

- City leaders and administrative staff need to require strict adherence to established floodplain ordinances, rules and regulations and continue to maintain and update as necessary the FIRM and 100-year floodplain mapping in the local floodplain ordinance.

- Continue to strictly enforce the 100-year floodplain and regulations for new and existing developments.

- Implement and/or support the implementation of Short- and Long-Range Flood Mitigations projects throughout the Watershed.

- Complete the construction the Roseau River East Diversion Flood Mitigation Project which removes the City of Roseau from the 100-year floodplain and provides flood fighting capacity up to the 500+ year event.
• Support the completion of the Norland Impoundment Project
• Support the development of the Malung Impoundment Project upstream of Roseau
• Support the development of the Stafford Impoundment Project upstream of Roseau
• Support the efforts of the Roseau River Watershed District to control water flow upstream and downstream of the City of Roseau through various projects and initiatives.
• Maintain a current comprehensive Hazard Mitigation Plan and Emergency Operations Plan and continually assess our readiness to respond to various emergency situation so that damages and loss of life can be mitigated.
• Continue to assess and update the All Hazard Mitigation Plan and Emergency Operations Plan to keep them current
• Work with FEMA, State of Minnesota and Roseau County to address major weaknesses in our preparedness for any specific hazards and update the City’s Emergency Operations Plan regularly to assess the city’s readiness for emergency response and necessary training of critical staff.
• Maintain the City’s Emergency Operations Flow Chart and make sure all parties are properly trained for their roles according to the established NIMS policy
SECTION 13: LOCAL GOVERNANCE

13.1 Introduction

The Governance Chapter of the Comprehensive Plan is a section that addresses community involvement and participation in the city planning process. The Section provides guidance to those carrying out the policies and programs in this Plan. The Section is intended as a vehicle for implementation rather than a Plan "element" in the traditional sense.

The Governance Section begins by describing the framework within which local decisions are made. It profiles the City's governing bodies and major departments as well as the funding sources for municipal activities. This sets the stage for the goals, policies, and programs that follow.

13.2 Framework for Local Decision Making

The City of Roseau was incorporated in 1895. The City of Roseau is incorporated as a Minnesota Statutory City and it derives all of its powers of government from Minnesota Statutes. The City is organized as a Plan A, Mayor-Council system of government. This form of government is considered a "weak" Mayor system, in which the Mayor maintains no power or authority for decision making outside of the full City Council body. The City Council is made up of four council members elected "at-large" from the community and the Mayor who serves as the meeting moderator and votes as an individual member of the council. The City Council only operates as a single body. Individual Council members and the Mayor have no powers to make decisions or provide directives outside of the full Council. The Mayor is elected to a 2-year term and each Council member is elected for a 4-year term.

The City Council meets in regular session on the first Monday of each month and in special session as required or called throughout the year.

The Roseau Municipal Code also authorizes the creation of numerous standing boards who's purpose is to oversee various functions of the city and provide recommendations to the City Council for action. Members to these boards are appointed by the Mayor and approved by the full City Council. These boards include the Economic Development Authority, Convention and Visitors Bureau, Park Board, Arena Board, Planning Commission, Airport Committee and Golf Course Board. These boards meet on a regular basis to manage each assigned function. From time to time the Roseau City Council may appoint an ad-hoc committee to work on a specific issue. These ad-hoc committees are disbanded after the completion of their particular charter. Individual boards and board members do not have any authority to make spending or policy decisions without approval.
of the Roseau City Council. Furthermore, the City Council cannot delegate its discretionary decision making authority to any board or staff member working on behalf of the City of Roseau.

The City employs five department heads who manage the day to day activities of the City under the general direction and authority of the Roseau City Council. These department heads include the Community Development Coordinator, City Superintendent, Chief of Police, Fire Chief and Liquor Store Manager.

The City utilizes a “mission-driven” budget process. Through this process, City services are grouped into functional areas and major activities, each with a defined mission. Each City department identifies its customers and the services it provides to the public and to other City departments. Major components of the budget include the General Fund, Debt Service Fund and Enterprise Funds.

General Fund revenues are generated by property taxes, intergovernmental aides, along with service fees and other miscellaneous revenues and transfers from Enterprise Funds. Expenditures include general City services (such as administration, police, fire, planning, streets, and airport), capital projects and others.

Debt Service Fund revenues are generated by dedicated property tax levies, special assessments and special revenues. Expenditures include the servicing of long-term debt of the City of Roseau for major capital improvements.

Enterprise Fund revenues are generated through service rates for various City services including water, sanitary sewer, garbage collection, and electricity. Expenditures cover the costs of providing these services.

**13.3 Goals, Policies & Programs**

- Effective Opportunities for Public Participation in Local Government Decisions
- Effective communication between appointed City Boards and Staff and City Council
- Effective communication between City and general public
- Effective use of local revenues on City services
SECTION 14: INTERGOVERNMENTAL COOPERATION

14.1 Introduction

The City of Roseau operates in conjunction and cooperation with various local, State and Federal agencies. In order to effectively provide services and governance the City of Roseau must maintain good working relationships with many agencies.

Local Agency Cooperation - The City of Roseau regularly works cooperatively with three local agencies which have overlapping jurisdiction with the City of Roseau including: Roseau Community School District, Roseau River Watershed District and Roseau County. In order to provide cost effective services the City of Roseau has frequently partnered with all of these agencies in the delivery of capital projects and daily services. The City has a long-standing cooperation agreement with the Roseau School in providing recreational facilities and programs for the community. By working together the City and School can reduce duplication of efforts and provide more and better facilities to local citizens at lower overall cost. Similarly the City and County along with the City and Watershed have worked cooperatively in delivering projects. Past projects include: recreational trail construction, flood protection projects, road construction and maintenance services as well as public safety and emergency services.

Federal, State & Regional Agency Cooperation - The City of Roseau works in conjunction with a variety of Federal, State and Regional Authorities such as the HUD, FEMA, EDA, Minnesota DNR, Minnesota Dept. of Employment & Economic Development, Minnesota State Patrol, Minnesota PCA and other similar regulatory agencies in the enforcement of codes, regulations and laws. Many of these state agencies also provide funding and assistance to the City in the implementation of projects and services.

The City also works cooperatively with a number of State and Regional agencies by providing physical space in order for them to perform desired services to the community. For example the City of Roseau provides the State of Minnesota, MnSCU, NW Regional Library District and the Roseau County Museum space in the Roseau City Center for provision of drivers licensing, community education, and public interest projects. The cooperative efforts provide the community services that it would not otherwise be able to receive locally while reducing the overall costs of delivering those services to the other agencies.

The City also works with various Regional Agencies such as the Northwest Regional Development Commission in providing regional planning, initiatives and funding for vital public services for our region as a whole and Roseau in specific.

Minnesota Legislature & Congress - Each year at both the Federal and State level legislation
is enacted that governs and impacts the City of Roseau and its residents. Mandates, regulations and funding from the Minnesota Legislature and Congress have a significant impact on daily operations within the City. It is vital for city representatives to stay informed of legislative initiatives and help to inform local representatives of impacts of new or existing legislation on Roseau and its citizens.

14.2 Goals, Policies & Programs

- Foster strong relationships with all local, regional, state and federal agencies working within the City of Roseau
- Seek effective collaborative efforts in service delivery with outside agencies
- Seek opportunities to reduce cost of service delivery by working with outside agencies
- Be active advocates for the City of Roseau and its residents in state and regional planning efforts
- Be active participants in the development of legislation impacting the community