

# The City of Sandstone

## A COMPREHENSIVE PLAN



# A COMPREHENSIVE PLAN FOR THE CITY OF SANDSTONE 2002

## **City Council Members**

Andy Spartz, Mayor  
Lisa Gafkjen  
Geoff Hilty  
Charlene Petry  
Mike Tallman  
Sam Griffith, City Administrator

## **Planning Commission Members**

Steve Richardson, Chair  
Elsa Ames  
Tom Gafkjen  
Randy Riley  
Don Shavor  
Rene Stadin  
Dorothy Stockamp  
Lisa Gafkjen, Council Liaison  
Sam Griffith, Staff

## **Planning Consultants**

East Central Regional Development Commission  
100 Park Street South, Mora, MN 55051  
Sara Jayne Treiber                      Sarah Morton  
Project Planner                          GIS Specialist

# TABLE OF CONTENTS

<b>Introduction .....</b>	<b>1</b>
<b>Purpose</b>	
<b>Previous Plans</b>	
<b>Scope of the Plan</b>	
<b>City Background .....</b>	<b>3</b>
<b>Location</b>	
<b>Population Trends</b>	
<b>Climate</b>	
<b>Housing</b>	
<b>History</b>	
<b>Physical Environment</b>	
<b>Soils</b>	
<b>Income and Employment</b>	
<b>Existing Land Use .....</b>	<b>13</b>
<b>Base Maps</b>	
<b>Land Use Planning Areas .....</b>	<b>17</b>
<b>Introduction</b>	
<b>Planning Area #2</b>	
<b>Planning Area #4</b>	
<b>Planning Area #1</b>	
<b>Planning Area #3</b>	
<b>Planning Area #5</b>	
<b>Goals and Policies .....</b>	<b>30</b>
<b>Housing</b>	
<b>Natural Environment</b>	
<b>General Land Use and Community Growth</b>	
<b>Transportation</b>	
<b>General Commercial and CBD</b>	
<b>Community Facilities and Services</b>	

---



# INTRODUCTION

---

# INTRODUCTION

## **Purpose ...**

The purpose of this plan is to guide the City Planning Commission and the City Council in making decisions on the growth of Sandstone with the establishment of goals and policies. These goals and policies are in essence a yardstick that provides a uniform set of measurements on which to judge development proposals. This plan gives a sense of direction for change and establishes a community development concept that will have meaning for the residents of Sandstone. Because the City has decided to continue its involvement in this planning process, it indicates that the citizens of the community are interested in continuing to take an active role in positively influencing the changes that are naturally occurring in Sandstone. However, planning is an ongoing process and the Planning Commission and City Council will be asked to make many land use decisions in the future. These should be based, in large part, on the information, goals, and policies contained within this document. While no plan should be considered final or inflexible, it should be adhered to as much as possible or it will soon become meaningless. This information is important when decisions are made for sewer, water, streets, and other public services. It is also important that the citizens know what is planned for their community and can then make land purchase decisions accordingly. The tools that are available in the form of zoning and subdivision control give a degree of public input into development decisions that can dramatically improve the future environment. If fully utilized by decision makers, this plan and available management tools will combine to serve as practical working guides to achieve economically efficient, aesthetically-pleasing, and environmentally sound development of Sandstone.

This Comprehensive Plan has a variety of uses. Elected and Appointed Officials and Staff use it as the basis for decisions regarding land development infrastructure improvements, acquisition and utilization of public land, capital improvements planning, orderly annexation, natural resources protection and the establishment of regulatory changes. Property owners can use it to determine potential uses of property, to establish reasonable land values, and to make property improvements. Developers can use the plan when acquiring property for development, and establishing major street alignments in newly developing areas.

## **Previous Plans ...**

This report is a continuation of the on-going planning process in Sandstone. It supercedes all previous plans up to and including the 1995 Sandstone Comprehensive Plan. The City has used this planning process as an opportunity to evaluate the existing growth and development policies and to evaluate previous planning efforts in order to update and reinforce past decisions that are still valid. A major premise of this plan, therefore, is to utilize portions of previous community plans whenever applicable.

## **Scope of the Plan ...**

Plans that anticipate too far into the future are necessarily broad in scope and will not provide the guidance needed for day-to-day decisions. The Comprehensive Plan should look first at making Sandstone a better place to live, work and play for the people who live there now. This plan is based on a 10-year

planning period with a limited range of recommended actions. It addresses issues that need to be resolved now or in the near future. As new issues arise, the plan should be amended accordingly.

**Authority to Plan ...**

Municipal planning is authorized under Minnesota State Statute 462.351—462.358 which include the authority to plan, the definition of planning terms, community-based planning, organization for planning, as well as the preparation, adoption and amendment of the comprehensive municipal plan and zoning and subdivision authority. The statement of policy from the legislature includes.. "Municipal planning will assist in developing lands more wisely to serve citizens more effectively, will make the provision of public services less costly, and will achieve a more secure tax base." The City of Sandstone complies with this legislature in its ability, authority and need to plan.



# CITY BACKGROUND

---

# CITY BACKGROUND

## Location ...

The City of Sandstone is located approximately 70 miles from both Duluth and St. Cloud and 80 miles north of the Twin Cities. It is situated amid the banks of the wild and scenic Kettle River in east central Pine County. Major transportation routes include Interstate 35 running to Duluth in the north and south to the Twin Cities, and to Highway 23 running southwest to St. Cloud. The Kettle River with its tributaries, Skunk and Wolf Creeks, represent a significant and valuable natural resource to both the City of Sandstone and the State of Minnesota. It was designated a Wild and Scenic river in 1975, and provides a considerable recreation and tourism value to the community.



Sandstone is located within the region know as "7E" consisting of the counties of Kanabec, Isanti, Chisago, Mille Lacs, and Pine. The region covers 3,400 square miles in area and has a population of approximately 136,000. It is one of the faster growing regions in the State because of its proximity to the Twin Cities area. Chisago and Isanti Counties continue and are projected to sustain high rates of growth and a spillover effect is expected to the other three counties, including Pine where Sandstone is located.

## History ...

Sandstone has a colorful history which it shares with many of its sister cities in Northern Minnesota. The early attractions of the area were vast virgin stands of white pine, abundant fur bearing animals, waterpower from the Kettle River, and a ledge of exposed buff sandstone extending along the Kettle. The first work at opening the stone quarries was started in August 1885. The community continued to grow and in March 1889, the settlement was incorporated and became the Village of Sandstone.



In September 1894, Sandstone was completely destroyed by the Great Hinckley Fire and an estimated quarter of the population lost their lives. Records are scarce during the period of reconstruction, however, by 1910, Sandstone had reached a population of 1810. Quarrying began diminishing with the advent of alternative building methods. Logging also declined as the remaining stands of pine were cut. As these industries declined in importance, Sandstone lost population and the function of the city changed to a retail and service center for the surrounding agricultural areas. By 1950, the population was reduced to 1,097. Since that time, however, the City has seen consistent increase in its population.

**Population Trends ...**

Table #1 below shows population trends from 1910 through the most recent 2000 Census for Sandstone. These population trends reveal much about the local and national history, as well as economic trends. For example, the quarries of Sandstone were in full operation in the early part of the century, employing a significant number of men in 1910. As other manufactured building materials became readily available, the quarrying operation declined and population fell to some 1200 residents by 1920 and Sandstone continued to lose population through the 1930's as well. Some of this decline is probably attributable to declining farm prices and the Depression of the 1930's. Farm population gradually grew as the demand for the world wide food supply increased prior to World War II and farm products again became profitable. By the 1950's, increasing farm mechanization and consolidation created a population decline, although as the farm economy stabilized, the population trend again moved upward.

As a whole, non-metropolitan areas of Minnesota grew between 1970 -1980. This growth was fueled primarily by individuals and families who chose to live in a rural setting close to the amenities available in most metropolitan areas; and by the aging of baby boomers (persons born between 1946 -1964) into their household formation years. During the 1980's the rural resurgence of the 1970s ended and the loss of population accelerated in most rural areas. Despite this general pattern, Sandstone, Pine County, and the surrounding townships continued to grow during the 1980's, but at a much slower rate than in the 1970's.

Recent growth in the last census decade can be attributable to the region as a whole, which experienced a 36.5 growth in the a 20-year period. (Sandstone's census count includes the inmate population at the Federal Correctional Institution). Much of this growth can be attributable to the proximity of the Twin Cities Metro area, as well as the significant increase in job commuting and the lack of available housing in the metro region. The spillover effect is being felt as far north as Pine County, especially those communities located along I-35.

Since 1980, Sandstone's population has increased by 743 persons. Pine County's total population has gradually increased by 6,659 since 1980, the larger amount of this growth occurring within the last census decade. The surrounding townships, Sandstone and Dell Grove, have also experienced growth over the last 20 years, adding 185 and 149 respectively to their populations.

<u>Year</u>	<u>Population</u>	<u>Year</u>	<u>Population</u>	<u>Year</u>	<u>Population</u>
1910	1818	1940	1559	1970	1641
1920	1200	1950	1097	1980	1594
1930	1083	1960	1552	1990	2057
				2000	2337

**Table #1: Sandstone Population**  
 Source: MN Planning, 2000 Census Data, State Demographer's Office

As Table #2 on page 5 indicates, almost a quarter of Sandstone's population is 65+, a figure that is well over the average of both Pine County and the state. As well, their population of younger individuals 10-15 years is significantly lower than the surrounding Pine County. Many older Americans live on fixed incomes, which can significantly impact the ability of the city government to raise the necessary funding to complete city projects and replace necessary infrastructure, etc. Moreover, those improvements usually do not add significant value to their lives. The graphs on the left also indicate a significantly higher percentage of households with individuals over age 65, and a lower percentage of homes with children in them. Pine County, itself, is above the state

Table #2: 2000 Population by Sex and Age Source: MN Planning, 2000 Census Data, State Demographer's Office						
	Sandstone All Persons Number	Percentage	Pine County All Persons Number	Percentage	Minnesota All Persons Number	Percentage
Total	1,549	100.0	26,530	100.0	4,375,099	100.0
Under 9 yrs	229	14.8	3,237	12.2	682,640	15.6
10-25 yrs	281	18.1	5,569	30.0	926,952	21.2
25-34 yrs	195	12.5	3,024	11.4	779,743	17.8
35-44 yrs	203	13.1	4,378	16.5	666,084	15.2
45-59 yrs	204	13.2	4,963	18.7	601,526	13.7
60-84 yrs	322	20.8	4,893	18.4	649,319	14.8
85 yrs +	115	7.4	466	1.8	68,835	1.6
Median Age	38.1	—	38.4	—	32.4	—

average of 12.1% for persons 65 or older (see the map on page 6) and this number is expected to grow throughout the next census decade.

**Physical Environment ...**

West central Pine County is within the Central Lowland physiographic province

of the country. This province was formed as relatively recent series of glaciers advanced and retreated. The topography is undulating or gently rolling and the drainage pattern has yet to become complete. This fact is reflected by the high level of occurrence of peat bogs and poorly drained soils in much of the County.

Sandstone lies within the drainage basin of the St. Croix River, a tributary of the Mississippi. Skunk and Wolf creeks flow directly into the Kettle River and provide the drainage of the Sandstone area. Some of these creeks may present a flood hazard within the Sandstone planning jurisdiction. The Kettle River itself flows rapidly through a steep-sided narrow valley and does not present a flood hazard to Sandstone. In 1975, it was designated a Wild and Scenic River and Scenic river land use and zoning districts were designated along both the Kettle River and Wolf Creek to preserve and protect these water's adjacent its floodplain, terraces and bluffs.

Table #4: 2000 Households by Type Source: MN Planning, 2000 Census Data, State Demographer's Office						
	Sandstone Households Number	Percentage	Pine County Households Number	Percentage	Minnesota Households Number	Percentage
Total Households	580	100.0	9,939	100.0	1,647,853	100.0
Family Households	359	61.9	6,918	69.6	1,130,683	68.6
— With own children under 18 years	176	30.3	3,096	31.2	572,060	34.7
Householder living alone	186	32.1	2,498	25.1	413,531	25.1
— Hsholder 65 yrs +	95	16.4	1,082	10.9	167,001	10.1
Hsholds w/ individuals under 18 yrs	187	32.2	3,344	33.6	595,064	36.1
Hsolds w/ individuals 65 yrs +	190	32.8	2,760	27.8	372,603	22.6

Today, the river has a significant recreational value for the region. The river is heavily fished, canoed, and at the Banning Rapids area (north of Sandstone), kayakers practice for Olympic tryouts. Two state parks, two state forests, a unit of the federal wildlife refuge, a state game refuge, one city park

(Robinson Park), an Urban Wildlife Sanctuary and a federal correctional institution all border the river.

**Vegetation ...**

The topography within the City is level to gently rolling with native vegetation consisting of mixed hardwoods and white pine on heavier soils, white pine and Norway pine on the loose red soils and jack pine in the very sandy soils. The original forest areas were virtually free of underbrush. The marshes and wetlands supported spruce, tamarack and mixed hardwoods. Where the native forest was cut and burned, regrowth consists primarily of aspen, white birch and some oak. There is thick undergrowth of briars and hazel.

**Climate ...**

The climate of Pine County is continental, characterized by severe winters and warm summers. Table #5 gives average temperatures for the four seasons.

**Soils ...**

Good information on soils is essential to making appropriate development decisions for any given area. The following Map on page 8 and Table #6 contain soil information for the soil types found within the Sandstone planning and zoning jurisdiction. To ensure proper use and understanding of them, the terms used are defined as follows:

**Slight Limitation**

Soils that have properties favorable for the stated use. The degree of limitation is minor and can be overcome easily

**Moderate Limitation**

Soils which have properties moderately favorable for the state use. The degree of limitation can be overcome or modified by special planning and design maintenance.

**Severe Limitation**

Soils that have one or more properties unfavorable for the rated used, such as steep slopes, bedrock near the surface, flooding hazard, high shrink-swell potential, a seasonable high water table, or low bearing strength. This degree of limitation generally acquires major soil reclamation, special design, or intensive maintenance.

**Septic Drainfields**

Subsurface systems of tiles or perforated pipe that distribute effluent form a septic tank into natural soil. The soil properties considered are those which affect both absorption of effluent and construction and operation of the system.

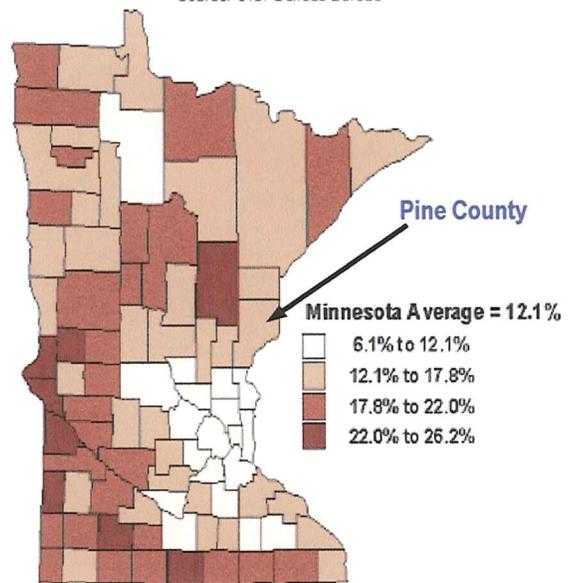
**Shall Excavations**

Excavations that required digging or trenching to a depth of less than six (6) feet such as pipelines, sewer lines, phone and power lines, basements, open ditches,

**Population 65 and Over**

2000

Source: U.S. Census Bureau



Source: MN Planning, 2000 Census Data

**Table #5: Average Temperatures for Sandstone**  
Source: State Climatology Office, MN DNR

Year	Jan—Mar	Apr—June	July—Sept	Oct—Dec
1995	28.9	63.4	75.6	34.4
1996	21.5	61.3	76.5	35.9
1997	27.0	63.7	73.3	39.8
1998	32.2	68.9	78.0	42.5
1999	30.5	66.0	75.0	43.6
2000	33.0	65.9	74.6	34.8
2001	26.6	65.0	76.7	45.7

	cemeteries, etc.
<u>Dwellings/Small Commercial Bldgs</u>	Buildings not more than three (3) stories high and are supported by foundation footings placed in undisturbed soil.
<u>Local Roads &amp; Streets</u>	All weather surface expected to carry year-round automobile traffic.
<u>Frost Action</u>	Potential of the soil to form ice lenses.
<u>Flooding</u>	Frequency of flooding
<u>Depth to bedrock/Water Table</u>	Indicates the depth to seasonally high water table and to the bedrock formation.

A number such as 21 with no letter after the number identifies the soil type and a slope of 0-2% (A slope). 21B is the B slope (2-6%). 21C is the C slope (6-12%) and 21D is the D slope (12-18%).

It should be noted that other detailed information is available from Soil Conservation Service interpretive soil studies. While the information provided in this document relates directly to development activities, other specialized information is available from SCS that can be of great benefit to both individuals and public bodies at little or no cost. It should also be noted that a severe constraint does not always preclude development for a specific use. For example, severe constraints to roads and streets can be mitigated through the use of suitable roadbed fill material. When there are specific questions regarding the mitigation of constraints, SCS should be contacted.

### Housing ...

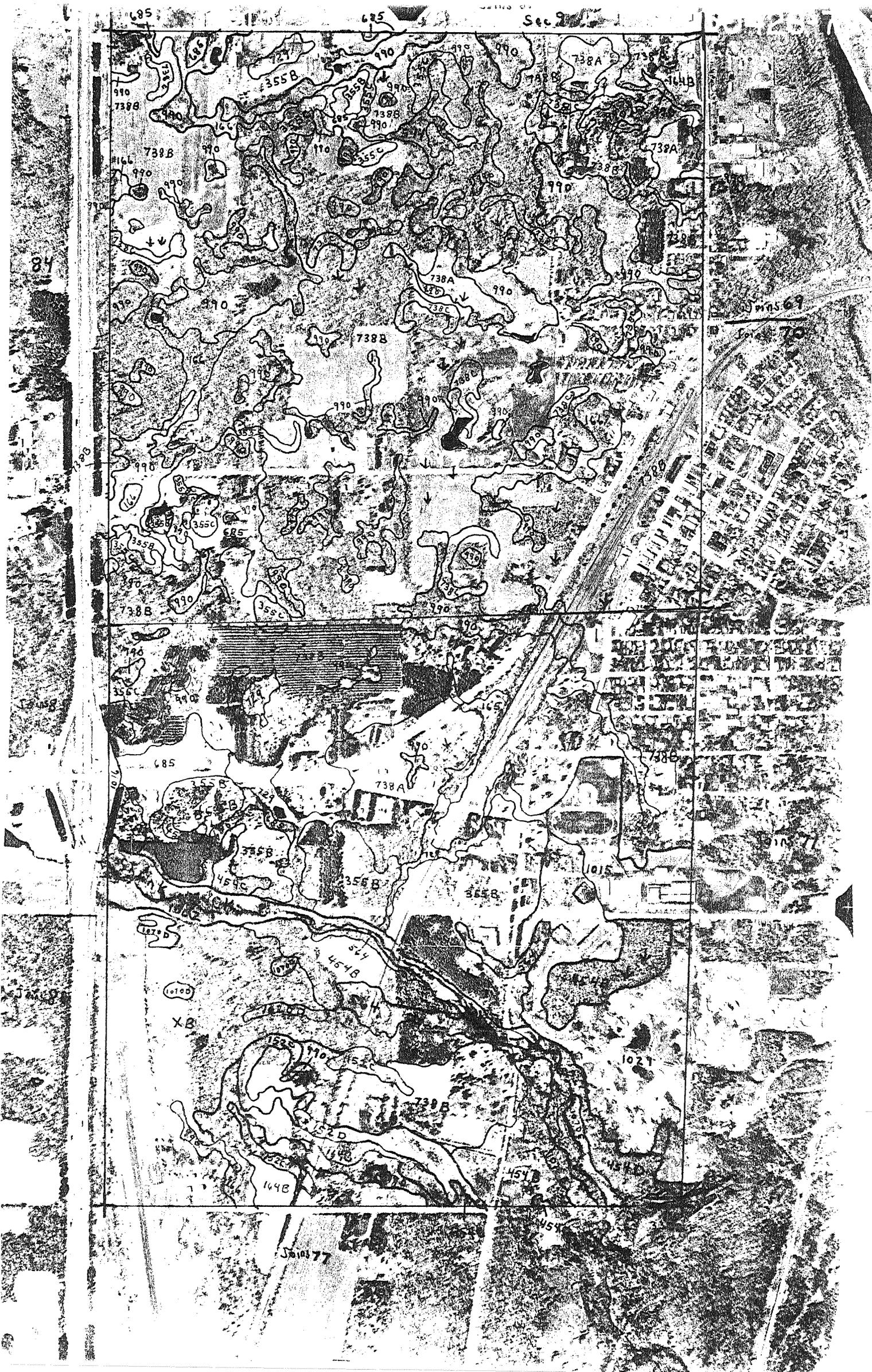
The availability and quality of housing are important determinants of the community's quality of life. If housing is in short supply, costs will rise dramatically and many families will be forced to live in substandard or overcrowded homes. Families who cannot afford adequate housing are forced to make a variety of sacrifices in their living standards in order to obtain shelter. These sacrifices are often in food, medical care, and education as well as housing quality.

Region 7E has been experiencing rapid growth in the number and cost of homes being built. The lack of affordable housing in the metro region, the increased ability to commute farther distances, and overall good economy has caused a rapid inflation of housing construction. First-time homebuyers, i.e. either recently married couples, or those with smaller children, cannot afford available housing within the Metro Area and are forced to seek affordable housing on the fringe Metro Area.

On the flip side, many older couples are selling their Metro-area homes and moving to the northern part of the state, including Pine County, where they are able to obtain lakefront acreage for significantly less cost than in the Metro area. This segment of the population has a larger amounts of disposable income as their children are grown-up and the corresponding expenses have dropped.

The cost of a monthly mortgage is illustrated in the mortgage table on the next page. These statistics are taken from the 1990 census information, as 2000 census information on mortgages will not be available until fall, 2002.

# Soil Map for City of Sandstone



**Table # 6: Soil Types**  
**Source: 1979 City of Sandstone Comprehensive Plan**

	Ahmeek (738 A, B, C)	Chetek (155)	Mora (164)	Ronneby (166)	Freeon (264)	Freer(266)	Cloquet (355)	Duluth (504)	Twig (990)
Septic	*	12 M 15 *	-*	-*	-M	-*	<8 S >8 M 15 *	-*	-*
Shallow Excavations	<8 S >8 M 15 *	12 M 12 *	-M	-*	-M	-*	-*C	<8 S >8 M 15 *	-*
Dwellings w/ o basements	<8 M >8 M 15 *	<6 S >6 M 12 *	-M	-M	-M	-*	<8 S >8 M 15 *	<8 S >8 M 15 *	-*
Dwellings w/ basements	<8 S >8 M 15 *	<6 S >6 M 12 *	-S	-*	-M	-*	<8 S >8 M 15 *	<8 S >8 M 15 *	-*
Small Commercial Bldgs	<4 M >4 M 8 *	0	4 M M	-M	8 M 8 *	-*	<4 S >4 M 8 *	<4 M >4 M 8 *	-*
Local Rd & Sts.	<8 M >8 M 15 *	<6 S >6 M	-*	-*	-M	-*	<8 S >8 M 15 *	15 M 15 *	-*
Lawns, Ldgscp, golf fairways	0	0	S	-M	0	-M	0	0	0
High Water table (ft)	> 6 ft.	> 5 ft.	2-3 ft.	1.5 ft.- 3.0 ft	1-3 ft.	1-3 ft.	> 6 ft.	> 6 ft.	0-2 ft.
Bedrock (in)	> 60 in.	> 5 ft.	> 60 in.	> 60 in.	> 60 in.	> 60 in.	> 60 in.	> 60 in.	> 60 in.

**LEGEND**

- 8 - percent slope, i.e. 8 = 8%, 4 = 4%, etc.
  - < - less than
  - > - greater than
  - S - slight limitation
  - M - moderate limitation
  - \* - severe limitation
  - 0 - information not available or rated
  - C - Cave-in hazard on excavations and trenches
- - All slopes have the same limitation i.e.
  - \* means all slopes have severe limitations.

**Income and Employment ...**

The median family income in Sandstone was \$43,684 in 1999. The table on page 10 illustrates the comparison of median income for the City of Sandstone, Pine County and the State of Minnesota. Sandstone is well below the median income for the State, but slightly higher than for Pine County.

Table #13 shows the breakdown of income for 1999 (2000 Census data is unavailable at this time) for Sandstone and how it compares with the region and state. The largest percentage of Sandstone

Additionally, Sandstone's population is aging, and this will have significant impact on the type of housing that will be needed in the future. The "Baby Boomers" will reach age 65 approximately in the year 2010 and will have a number of implications on work force, education, economy, health services, and especially housing. This shift in age distribution indicates that demand should increase for smaller homes and apartments as well as senior housing, assisted living, apartments, condos and town homes – homes that require little maintenance both inside and out. As the 2000 Census indicates, more households in Sandstone contain residents 65+ than contain residents with children under 18. According to estimates from the State Demographer's Office, household projections for Pine County estimate that between 1990 and 2020, households containing 65+ adults will increase by almost 50%, while households containing married couples with children will decrease by over 20% (See Table below) Sandstone already shows a higher percentage of Seniors 65+ than for Pine County, and we can expect this trend to increase unless either concentrated planning to attract young families is done on the part of the City of Sandstone or Pine County, or something drastic occurs at a national level to deflect these trends.

Monthly Cost	Units	Percent
\$199 or less	4	4.2
\$200 to \$299	15	15.8
\$300 to \$399	16	16.8
\$400 to \$499	26	27.4
\$500 to \$599	8	8.4
\$600 to \$699	4	4.2
\$700 or more	22	23.2
<b>Total</b>	<b>95</b>	<b>100.0</b>
Median Monthly cost	—	448
Avg Monthly Costs	—	496

1990 Census Information

On the flip side of these demographic trends, an increase in the aging population will also increase the number of single-family homes available, as these older people move into multi-density, lower maintenance homes.

Household Type	1990*	1995	2000	2005	2010	2015	2020	1990-2020 % change
Married-Couple Hsholds	4,724	4,470	4,520	4,650	4,790	4,940	5,030	6.48
Married Couples w/ Children	2,188	1,940	1,850	1,770	1,730	1,760	1,740	-20.48
Other Family Hsholds	790	830	870	940	990	1,010	1,040	31.65
Other Families w/ Children	481	490	510	550	570	600	610	26.82
Live Alone, 65+ yrs	1,013	1,090	1,160	1,230	1,300	1,370	1,510	9.06
Other Nonfamily Hsholds	231	250	290	310	320	320	320	38.53
<b>TOTAL HSHOLDS</b>	<b>7,577</b>	<b>7,510</b>	<b>7,800</b>	<b>8,170</b>	<b>8,500</b>	<b>8,760</b>	<b>9,010</b>	<b>18.91</b>

persons have income between \$35,000 and \$49,999; if compared to Pine County and the State, this is below their largest percentage of income — \$50,000 to \$74,999. This number may correlate to the larger percentage of persons 65+, as their income tends to be lower and somewhat fixed. At any rate, a larger percentage of lower-income residents, while not *significantly* lower than the surrounding region, can have far-reaching implications for the city with regard to financial capabilities, the ability to maintain and improve infrastructure and the ability to

absorb development or redevelopment costs.

The major employers for Sandstone include

the Federal Correctional Institute (FCI), county government, and the East Central School District, as well as the Grand Casino located in Hinckley. Table #13 shows the occupational breakdown for residents living in Sandstone. Sales, office and service-related jobs seem to contain the largest percentage of residents who are

<b>Table #12: 2000 Household Income</b>			
<b>Source: MN Planning, 2000 Census Data, State Demographer's Office</b>			
	<b>Sandstone</b>	<b>Pine County</b>	<b>Minnesota</b>
<b>Median Household Income</b>	\$40,265	\$37,379	\$47,111
<b>Median Family Income</b>	\$43,684	\$44,058	\$56,874
<b>Per Capita Income</b>	\$18,053	\$17,445	\$23,198

employed. While both these categories contain high percentages for the state, Sandstone employment data differs from the overall state. Their largest category is in service-related jobs, a category that at the State level ranks among the smallest percentages. These job occupations are not the highest-paying jobs available to the workforce, another contributing factor to the smaller income demographics.

<b>Table #13: Income in 1999</b>						
<b>Source: MN Planning, State Demographer's Office</b>						
<b>Households</b>	<b>Sandstone All Persons Number</b>	<b>Percentage</b>	<b>Pine County All Persons Number</b>	<b>Percentage</b>	<b>Minnesota All Persons Number</b>	<b>Percentage</b>
<b>All Households</b>	551	100.0	9,908	100.0	1,896,209	100.0
<b>Less than \$10,000</b>	58	10.5	973	9.8	127,955	6.7
<b>\$10,000 to \$14,999</b>	39	7.1	682	6.9	102,205	5.4
<b>\$15,000 to \$24,999</b>	82	14.9	1,590	16.0	216,089	11.4
<b>\$25,000 to \$34,999</b>	55	10.0	1,374	13.9	234,300	12.4
<b>\$35,000 to \$49,999</b>	132	24.0	1,883	19.0	322,529	17.0
<b>\$50,000 to \$74,999</b>	110	20.0	2,141	21.6	424,867	22.4
<b>\$75,000 to \$99,999</b>	41	7.4	747	7.5	228,834	12.1
<b>\$100,000 to \$149,999</b>	28	5.1	378	3.8	156,565	8.3
<b>\$150,000 to \$199,999</b>	1	0.2	76	0.8	40,734	2.1
<b>\$200,000 or more</b>	5	0.9	64	0.6	42,131	2.2

The workforce trends show jobs

**Table #13: Employment Occupation**  
**Source: MN Planning, 2000 Census Data, State Demographer's Office**

	Sandstone Number	Sandstone Percentage	Minnesota Number	Minnesota Percentage
<b>Employed Civilian Population 16 Yrs+</b>	641	100.0	2,580,046	100.0
<b>Management, professional &amp; related</b>	173	27.0	923,768	35.8
<b>Service</b>	214	33.4	354,147	13.7
<b>Sales &amp; Office</b>	113	17.6	683,389	26.5
<b>Farming, fishing &amp; forestry</b>	3	0.5	17,674	0.7
<b>Construction, extraction &amp; maintenance</b>	37	5.8	217,294	8.4
<b>Production, transportation, &amp; material moving</b>	101	15.8	383,773	14.9

as becoming more technical in nature. Increased production does not always translate into more jobs. More and more employees are working in administrative and management positions rather than production and manufacturing positions. Moreover, the majority of employees and employers working and doing business at Sandstone do not live in Sandstone. Most live within a 40-50 mile radius, extending north to Duluth and south to Pine City. This is also true for the residents living in Sandstone. Recent census figures indicate that a growing portion of Region 7E residents are commuting to work, some to the Twin Cities Metro area and some to other communities within the region. According to a recent labor force assessment by the Department of Trade and Economic Development (DTED), 49% of the those interviewed for this study in Kanabec, Mille Lacs and Pine Counties commute a distance of more than 15 minutes (392 randomly chosen households in Mille Lacs, Kanabec and Pine Counties were interviewed by phone, a statistically accurate sampling). Moreover, the assessment shows the majority of commuters are unwilling to take much less than their current hourly wage to commute less time daily. Trends such as these are not forecasted to dissipate, forcing city staff and economic development experts to think more regionally when attracting business and industry. Sandstone will need to consider many of these factors when planning for future development and business recruitment.



# EXISTING LAND USE

---

## EXISTING LAND USE (BASE MAPS)

Base map #1 on page 14 shows the existing land use within the City of Sandstone. Included within the map are the Kettle Wild and Scenic River District, Shorelands District and Floodplain areas. With Sandstone, there is one river, Kettle River, and two creeks, Skunk Creek and Wolf Creek. With the exception of Wolf Creek, each of these has an associated floodplain as identified on the 1983 Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM). Wolf Creek is best described as a steep-sided gorge and therefore, has no associated floodplain. The floodplain along the Kettle River is located on the adjacent shoreland between the steep bluffs that define the river corridor.

The other two districts are superimposed upon all other zoning districts. The Kettle Wild and Scenic River District (S-1) is classified as a natural environment and is intended to protect and preserve portions of adjoining floodplains that are reasonably required to carry and discharge a regional flood and are subject to inundations by regional floods. The Shoreland District (S-2) applies to the shorelands of public waters within or partly within the City excluding the Kettle River (covered under the S-1 District). Shoreland is defined as all land located within 1,000 feet of the normal high water mark of a lake, pond, or flowage and all land within 300 feet of Skunk Creek and Wolf Creek or the landward extent of a floodplain or such river or stream whichever is greater.

Tax-exempt land includes Public and Semi-Public, Recreation, Parks and Open Space, Schools and Churches, Railroads, Streets, and Highways right-of-ways, the FCI, Sandstone Municipal Airport, the Hospital, and Cemetery. Currently, these categories total approximately 2302 acres or 66% of all the land in the City. However, both schools are currently in the process of moving outside the City limits of Sandstone. Additionally, the former Sandstone Municipal Airport has been closed and this property is scheduled to be developed by either the City or a private entity. This will reduce the amount of tax-exempt property.

Residential land use represents about 7.6% of the total utilized land area. About 385 single-family homes are found within the City. Most of these homes are located on small lots. A few are located on large lots. Multiple-family residential represents only about .5% of all residential land. About 111 multi-family units are found in the 14 acres for an overall density of about 12 units per acre. These higher density sites are dispersed throughout the City with a slightly higher concentration in the City's southern half (south of Third Street).

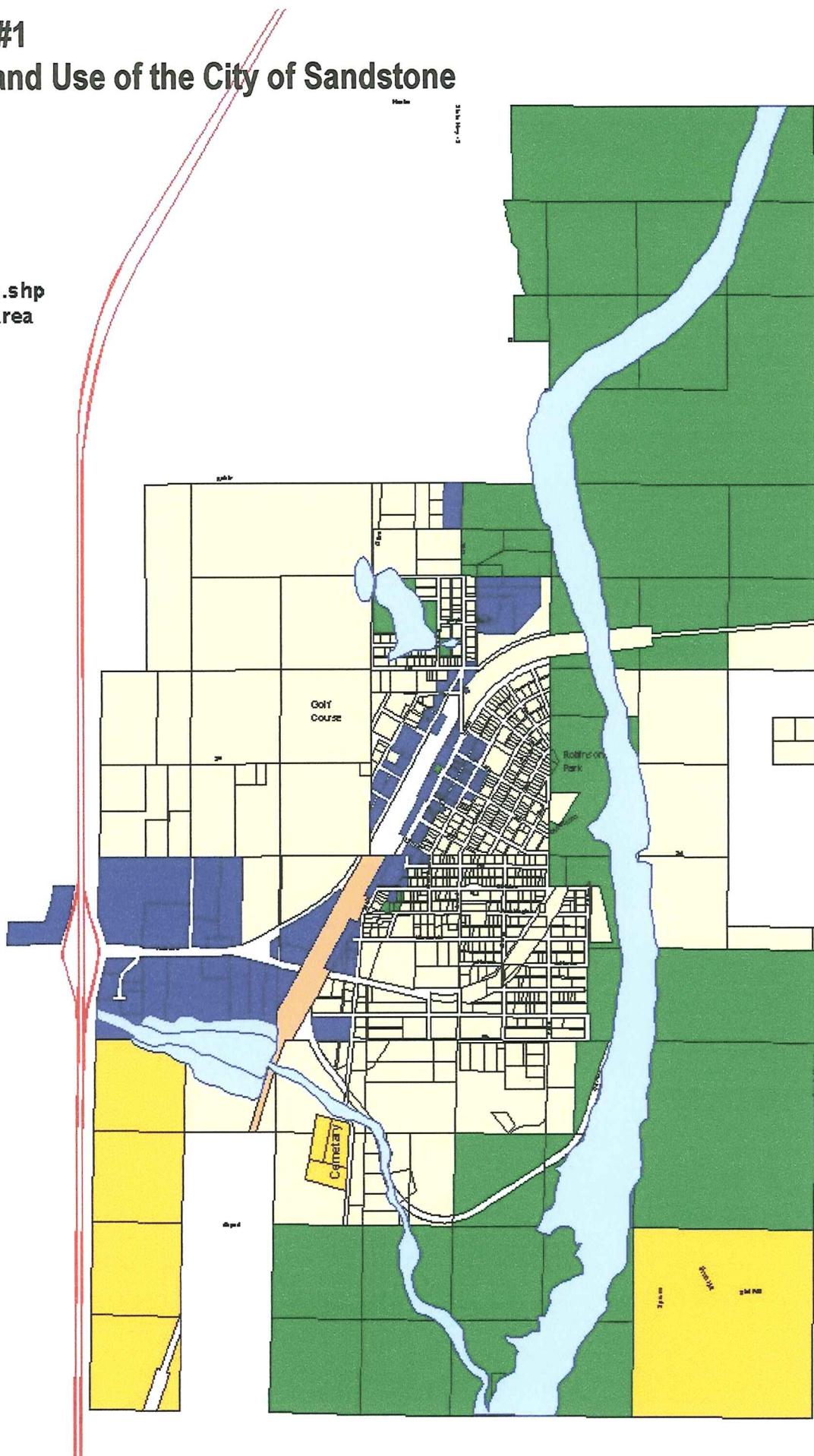
Commercial uses are clustered in four primary areas: (a) The Downtown Business District bordered by Main Street, Commercial Avenue, between Sixth Street and First Street North; (b) Along Trunk Highway 23 between West Sixth Street and Third Street; (c) At the intersection of Trunk Highway 23 and Trunk Highway 123 and continuing east along Trunk Highway 123 just past the railroad tracks; and (4) The north side of Trunk Highway 23 east and west of the I-35 interchange.

Base Map #2 on page 15 includes existing sanitary sewer system and Base Map #3 on page 16 includes existing water distribution system.

# Base Map #1

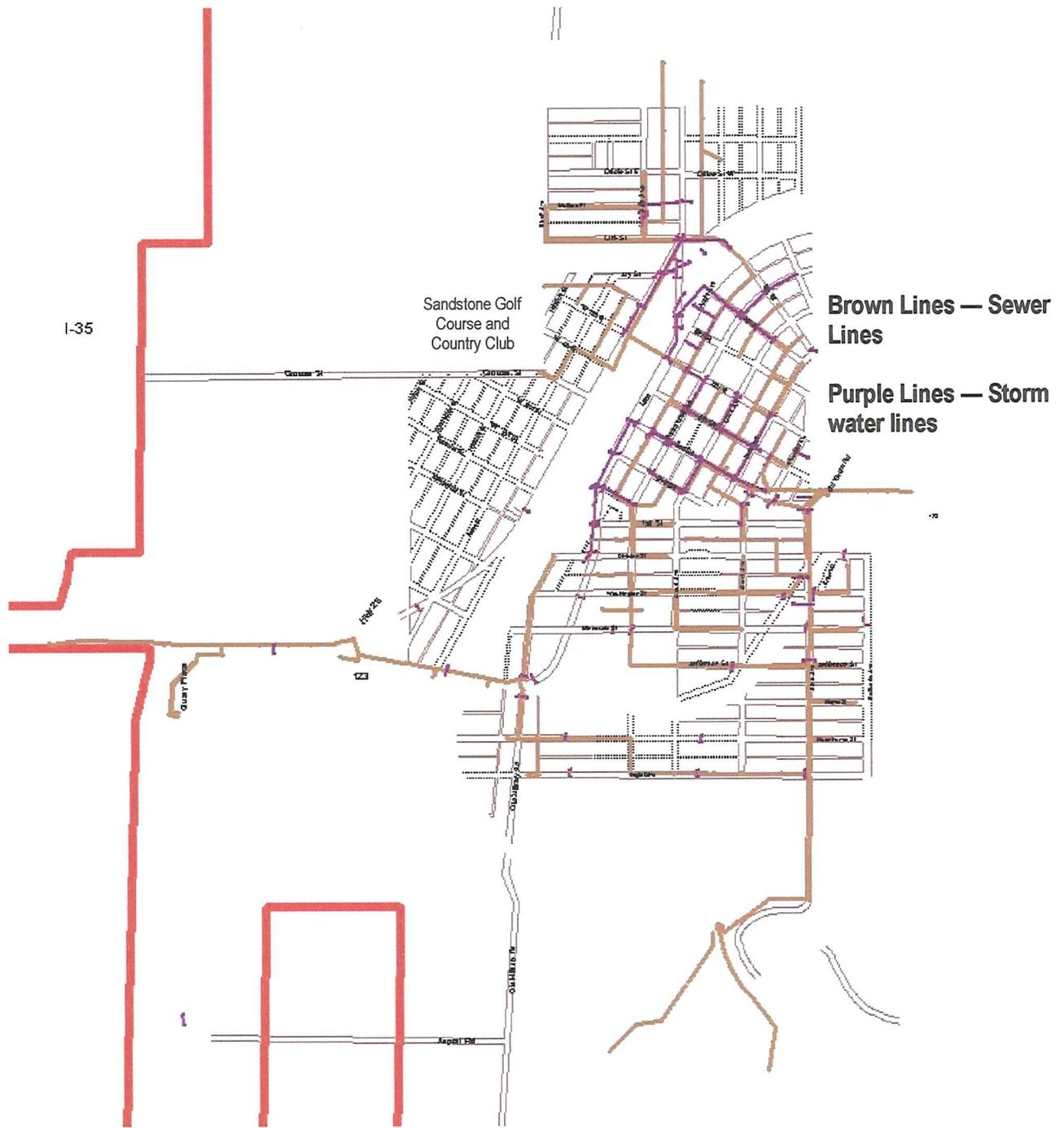
## Existing Land Use of the City of Sandstone

-  I-35
-  Pinepc.shp
-  Floodarea
- Parcels**
-  COM
-  OTH
-  PARK
-  RAIL
-  RES
-  ROW



# Base Map #2

## Existing Sanitary Sewer System and Storm water System







# LAND USE PLANNING AREAS

---

# LAND USE PLANNING STUDY AREAS

## Introduction ...

When the Planning Commission met to review the existing Comprehensive Plan, land use, and zoning districts, they identified a number of needs for the community. These included offering additional multi-family housing, developing industrial land, and increasing single-family homes. At that time, several factors were fueling the need to re-examine the goals and priorities of the city ...

- (a) The school district was in the process of building a new facility outside of the city limits, leaving two large buildings vacant.
- (b) The Golf Course Advisory Commission was reviewing the possibility of expanding the Golf Course to include an additional nine holes.
- (c) The Sandstone Municipal Airport was closed, leaving approximately 160 acres available for development.
- (d.) The State of Minnesota had recently overhauled the property tax structure with the intention of decreasing taxes on business and commercial entities. The overall effect has had a negative impact on tax increment financing districts. And, because of current severe budget shortfalls, the State may be forced to decrease funding aid to municipalities, all of which has the effect of decreasing the amount of dollars Sandstone can receive from the residents living there, both short-term and possibly long-term.

Because of these factors, the Planning Commission and City Staff identified a strong need to broaden the tax base and attract new business and industry to reduce the tax burden on existing taxpayers. Much of the land within the City is public land, which offers an opportunity to attract tourists and is a valuable resource recognized by the City and the State. However, the smaller percentage of non-public land needs to become a high priority to achieve the overall goals listed above.

It is the intention of these planning areas to direct the public decision making process in a manner consistent with preserving environmentally sensitive, historic or aesthetic virtues within the community, while keeping the expenditure of public funds to a minimum. Indeed, it is a principal concern of the planning process to guard the public interest by insuring development is both properly located to minimize cost and also to insure the proper timing of development. To this end, portions of the City has been divided into five planning areas, designed to provide the city with a "guidebook" on land use development and policies. In each of these planning areas, there are several zoning districts; however, the planning area should be viewed as an entire area, and within the context of the land use already existing within the city or land use policies identified in this document. Additionally, these planning areas do not include considerations for property ownership patterns. These planning areas include:

- 1.) The area surrounding the existing golf course and the land to the north and east of these properties
- 2.) The area immediately west of the I-35 interchange and north of Trunk Highway 23
- 3.) The property located on the now-closed Sandstone Municipal Airport, as well as land adjacent
- 4.) The Downtown Business District and the Elementary School building known as "the Rock"
- 5.) The property on which the current High School is located

While new development is always a focus for planning documents, it should be stated very clearly that infill of existing land in the community would be an easy, readily available method to accommodate additional new development with little or no public cost and should be encouraged to the extent possible by both the Planning Commission and City Council. This “in-fill” development is not only cost effective, but will help to revitalize the older parts of the community.

### Planning Area # 1

**The area surrounding the existing golf course and the land to the north and east of these properties.**

#### Area Description ...

This planning area is bordered to the north by the city limits of Sandstone, to the west by the city limits and the I-35 exchange, to the east by Birch Avenue and the Golf Course and to the south by Grouse Street. (See map) Land use already existing includes the Municipal Golf Course and single-family and large-lot residential.



Existing Sandstone Golf Course

#### Physical Characteristics...

Predominant features of this area include largely undeveloped land, with gently rolling slope and groups of trees. On it's most western border, sits the I-35 freeway. The soils in this area are Ahmeek (738) and Ronneby (166), soils, which provide some development constraints regarding septic systems and basements.

#### Public Services ...

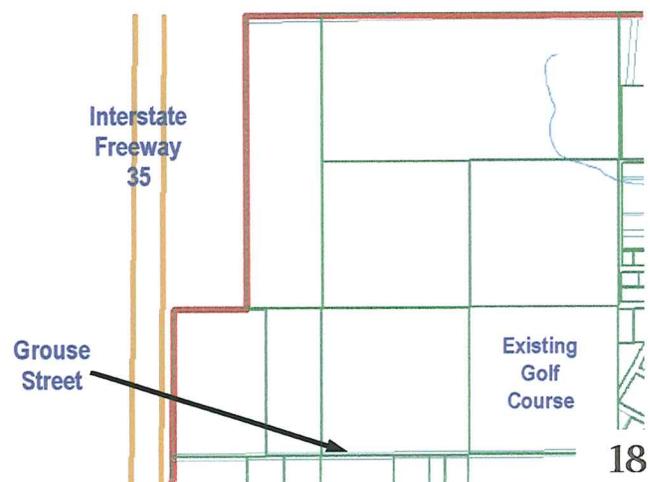
Most of this area is not serviced by municipal water and sewer. In the northern portion of this section, municipal water and sewer ends at the golf course. Street access is provided by gravel roads in the southern section and hard-surfaced roads provide entrance to the Golf Course. Sewer and water capacities are not adequate for additional residential development.

#### Considerations...

Should the Golf Course Commission decide to enlarge the existing golf course to add an additional nine holes, portions of this area could become very attractive to residential development. The topography is attractive and lends itself well to a “less restrictive” use of the features. As well, the proximity to the I-35 exchange adds another attractive feature to those residents who commute.

One major obstacle for this area is the lack of

### PLANNING AREA #1



municipal utilities and the excessive cost for the City to bring water and sewer to the far northernmost portions of the area. Until southern area are developed and municipal water and sewer are provided there, the cost to provide them north and west of the golf course could be excessive.



Proposed Golf Course expansion area, 80 acres immediately adjacent to the west and north

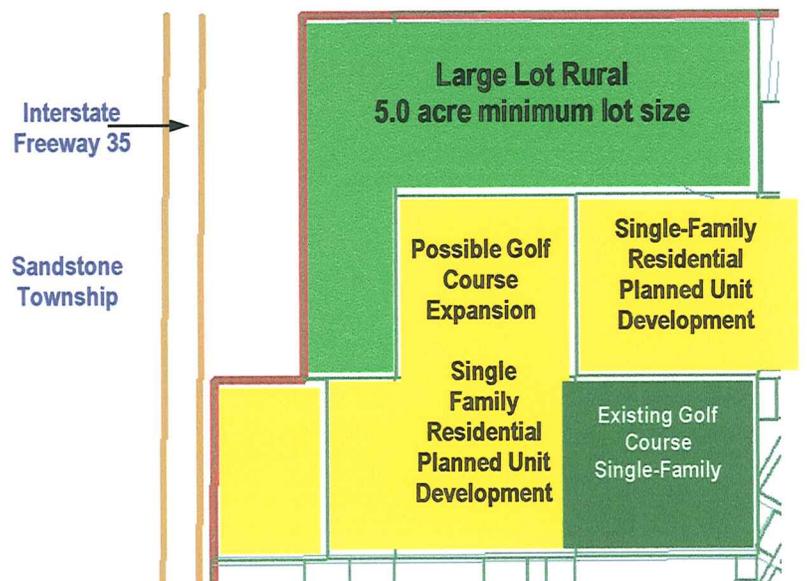
Recommendations ...

The Planning Commission identified a need to offer additional single-family housing options to attract younger families and to complement proposed industrial job creation. Accordingly, this area would lend itself well to single-family residential development using a planned unit development strategy, especially around the golf course. This will allow for the best use of the topography and complement the expansion of the golf course while minimizing municipal utility costs. The proximity of the golf course adds to the attractiveness of this area. However, it will be necessary for the City to provide infrastructure to this area. Some of this cost may be shifted to a potential developer; however, a larger portion of the cost will be the City's responsibility and should be planned for accordingly.

Due to the cost of bringing utilities to the northernmost section, that portion should remain larger lots (five acres minimum) with private sewer and water.

In the future, should Sandstone need to develop additional residential housing on city-sized lots and the utilities were already extended to those sections, this area may become a viable single-family residential area

**PROPOSED LAND USE FOR PLANNING AREA #1**



**Planning Area #2**

**This area is located immediately south of planning area #1 and north of Highway 23**

Area Description ...

This area is located north of Highway 23, its western boundary is the city limits across the freeway I-35 and its eastern boundary follows the curve of Highway 23. Its northern boundary is the properties located directly south of planning area #1.

Also included in this planning area is property currently located within Sandstone Township adjacent to the western boundary of the City of Sandstone. This property, while not located within the boundaries of

the city, could be a place of possible expansion should the need warrant, and should be included within this document for planning purposes

Existing land use planning includes Highway Service Business, some large lot rural areas, and high and medium density residential. Existing structures include a clinic, a utility company's maintenance and storage building, some housing, and a small apartment complex. Single family homes exist along Grouse Street.

Physical Characteristics...

Land within this area slopes gently toward Skunk Creek to the south, and is mixed with second growth tree cover. Soil types within this area include Twig (990), Ahmeek (738), and Cloquet (355) which can cause some slight to moderate limitations in excavating basements for dwellings or commercial structures. Some areas may be more difficult, as the soil type "990" illustrates on page 9.



Public Services ...

Currently City utilities extend along Highway 23 to both sides of properties immediately adjacent to the highway. Otherwise, there is no public infrastructure within this planning area and no utilities exist for the homes along Grouse Street. The highway is maintained by the Minnesota Department of Transportation (MN/DOT), while Grouse Street, a gravel road, is maintained by the City of Sandstone.

Considerations...

While parts of this planning area have public utilities and quality roads, the northern section does not currently have utilities. Therefore, utilities must be extended to those sections. The city needs to consider constructing an additional well and water tower in this area if development continues. Additionally, the clinic is located along Highway 23 in this area; Sandstone's hospital has been considering expanding or relocating, and combining both these facilities in one location may be an efficient plan. Finally, a church has recently purchased 40 acres in the far eastern section of this planning area. It may be possible for the City to purchase 2-5 acres on which to construct a well and water tower to support development.

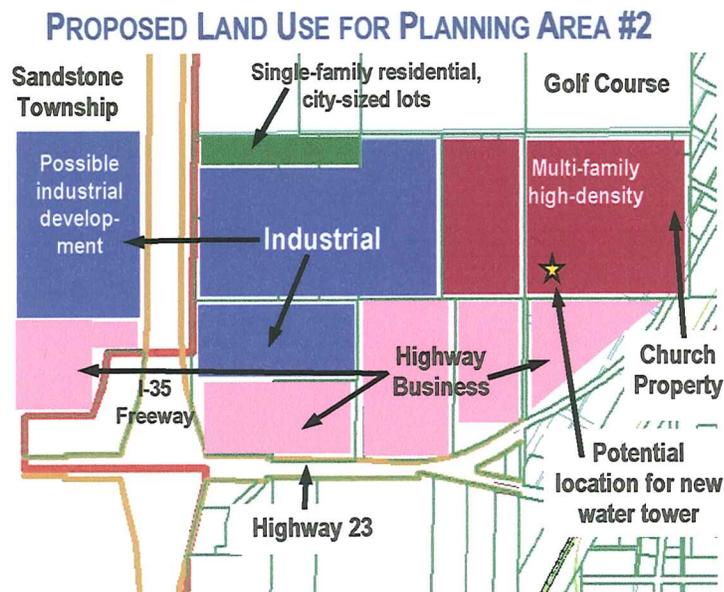
Recommendations ...

This planning area would lend itself well to a mixed-use area -- a combination of highway business, industrial, and high-density residential. This designation would then incorporate the existing businesses that front Highway 23 and use the high-density



Property located across the Interstate Freeway 35 in Sandstone Township

residential as a buffer between the industrial and single-family residential. In order to increase the amount of industrial property, the land immediately north of the existing businesses along Highway 23 should be rezoned to light industrial and a 70 acre industrial park created. Strict screening and buffering requirements should be developed for potential industries interested in locating there. Additionally, the industrial park land will need to be acquired, essential infrastructure improvements need to be added, and the whole property will need an aggressive marketing plan to fill the lots. Access to the industrial park should be off Highway 23 and funneled into the park from the south to avoid sending larger vehicles through areas that are essentially residential in nature.



One caveat for this plan, however, concerns the property directly south of the Highway 23 -- the old airport property. In the next planning section, Section #3, this area will be discussed; however, this property is recommended to be zoned industrial. If the current proposal, a motor sports park, is rejected by the City Council, this property would become a more attractive area for an industrial park. It can provide a larger area for development, approximately 200 acres, and has better access to the transportation routes necessary to industrial businesses. Should this be the case, the property mentioned in the previous paragraph should be developed as higher-density housing units in the southern portion and gradually become single-family residential in the northern portion. One exception is the property located immediately adjacent to the freeway, approximately 20 acres, which would be more attractive to commercial development as the best use of that property.

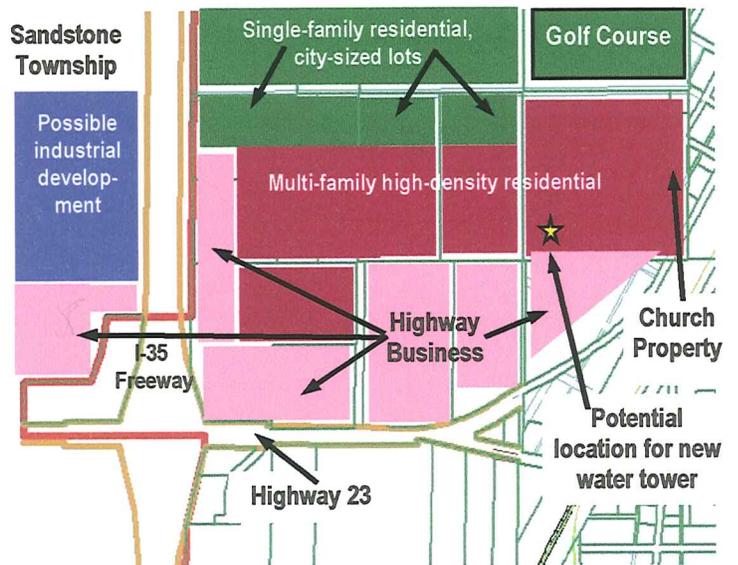
The southern section of this planning area, abutting the Highway, should remain highway business. Existing businesses blend well with this planning recommendation and also provide a good buffer for the industrial land located immediately north of them. Wherever possible, accesses off Highway 23 should be combined to alleviate traffic concerns and a traffic plan may need to be developed to improve access.

Adjoining the industrial park should be a small section of high-density residential. Higher-density housing is a good buffer between lower-density residential housing and business/industrial areas.

Finally, a thin section running along the golf course road should remain a single-family residential area with smaller lots (i.e. 100 x 150 square feet). Single-family residential housing already exists there and an existing street services those residents. This strip would have access from the golf course road, and would need to be heavily screened from the industrial park area south of it.

Although the City has no plans at this time to acquire land outside the city limits, it is prudent to plan for future expansion. The most obvious and economical opportunity lies with acquiring land to the west of Sandstone on the other side of Interstate 35. This area should be developed with a combination of highway business and industrial development. Commercial businesses will naturally gravitate toward the areas close to access points offering higher visibility. The area adjacent to these sections should be developed as industrial, to supplement existing industrial acreage. Easy access to the freeway is an attractive feature for industrial development; conversely, while location *near* good transportation routes is important to residents who commute, residential development located *next* to a busy freeway with billboards, traffic and harsh lighting is not an attractive feature. Should additional residential development become a necessity, the City of Sandstone should look to other areas to fulfill this need. However, as utilities end at the freeway exchange within the city limits, the cost of additional utilities and infrastructure to this area will need to be calculated and combined with the cost and availability of purchasing the land. These costs will need to be weighed against need and practicality.

### ALTERNATIVE PROPOSED LAND USE FOR PLANNING AREA #2



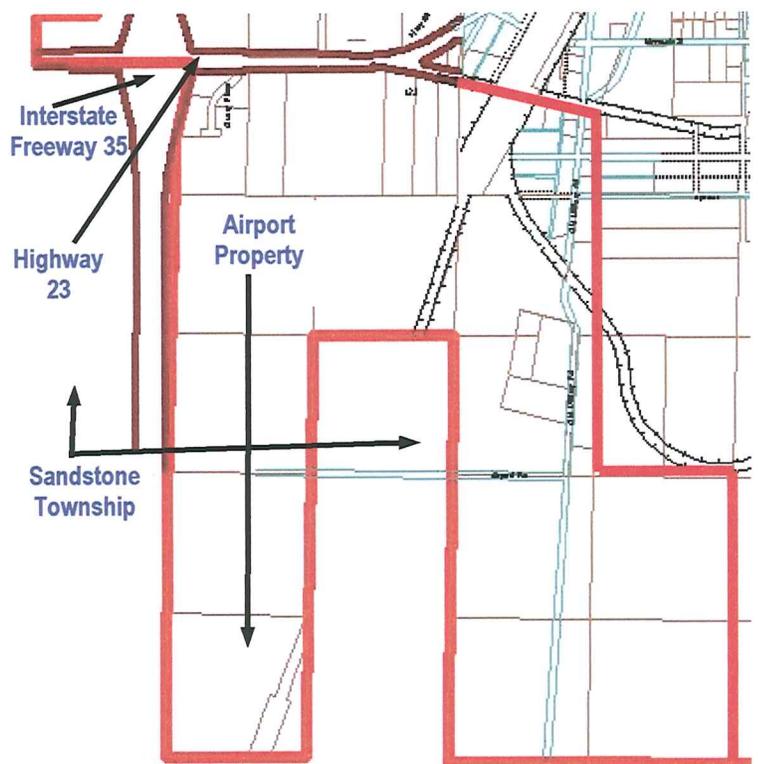
### Planning Area #3

The area south of Highway 23 and abutting the Interstate 35 freeway

#### Area Description ...

This area includes the recently-closed airport property and its surrounding areas. Northern boundary is Highway 23 off the freeway exchange. Southern boundary is the city limits (for discussion purposes, this also includes some land located in Sandstone Township). Eastern boundary is the both Interstate freeway 35 and the Sandstone City limits, but also including, again, some extraterritorial land on the east side of the freeway. Western boundaries is a portion of the KREEC (Kettle River Environmental and Education Center) property. Current land use in

### PLANNING AREA #3



this area includes a recently closed airport that is owned by the city, some highway commercial businesses, and some residential homes, located close to the highway, as well as a cemetery, railroad tracks and Skunk Creek.



The airport was recently closed. It is owned by the City of Sandstone.

#### Physical Characteristics...

This property includes the Skunk Creek shoreland. It is gently rolling. Soil types include Ahmeek (738), Mora (164) and Ronneby (166), some of which may present some problems for basements in dwellings and commercial structures, as well as for local streets.

#### Public Services ...

This area has very little in public infrastructure improvements. Public infrastructure exist solely in the immediate northern edge of planning area adjacent to Highway 23. Access to this area is served by a shared city and township road that is not capable of withstanding heavy traffic flows. Moreover, it crosses the railroad tracks at an angle, which makes the road a hazard to traffic.



Shared city and township road, off Old Military Road, currently, the only access onto the airport property

#### Considerations...

At the time of this update, a proposal for a motor sports park has been presented to the City Council. This proposal would include all of the airport property and some of the property located north of the airport with the developer providing access to the property off of Highway 23. The City is currently in the process of completing an Economic Impact Assessment, and a Noise Impact Study; a feasibility study has already been completed ascertaining the cost of infrastructure development. As this process is still ongoing, the Planning Commission was forced to assess the land use planning of this area based on the possibility of a motor sports park

development and also, the possibility of the reverse situation.

The property has infrastructure improvement needs, as well as a need for proper access. Because the property is abutting the Skunk Creek floodplain and shoreland districts, developing an access road and getting infrastructure to the site is more difficult.

Additionally, abutted on three sides, is a small strip that remains within Sandstone Township boundaries. This property, approximately 120 acres, must be considered because any development will directly impact this area. On the east side of this planning area is the KREEC (Kettle River Environmental and Education Center) property, which needs to remain in its present state for another seven years. There is limited use of the property due to restrictions placed there by the DNR.

Recommendations ...

It is recommended that, park development or no, the property should remain industrial in nature. This would accommodate both the possibility of a motor sports park or the development of an industrial park.

Should the City Council decide to accept the motor sports park proposal, the property abutting the airport property should be zoned industrial with commercial uses as a conditional use.

Transportation and access routes will become especially important, as this type of proposal will generate larger volumes of traffic; as well, the ancillary businesses that should develop will also add to the traffic volumes on Highway 23 and the freeway exchange. In addition, the property located across the freeway in Sandstone Township will become a consideration and the City should work closely with the township on the best route to minimize the impact of any development on both the city and township residents. The township property west of the railroad tracks and east of the airport property should be considered as partly industrial and/or commercial and partly as RV camping.



Skunk Creek, which runs within this planning

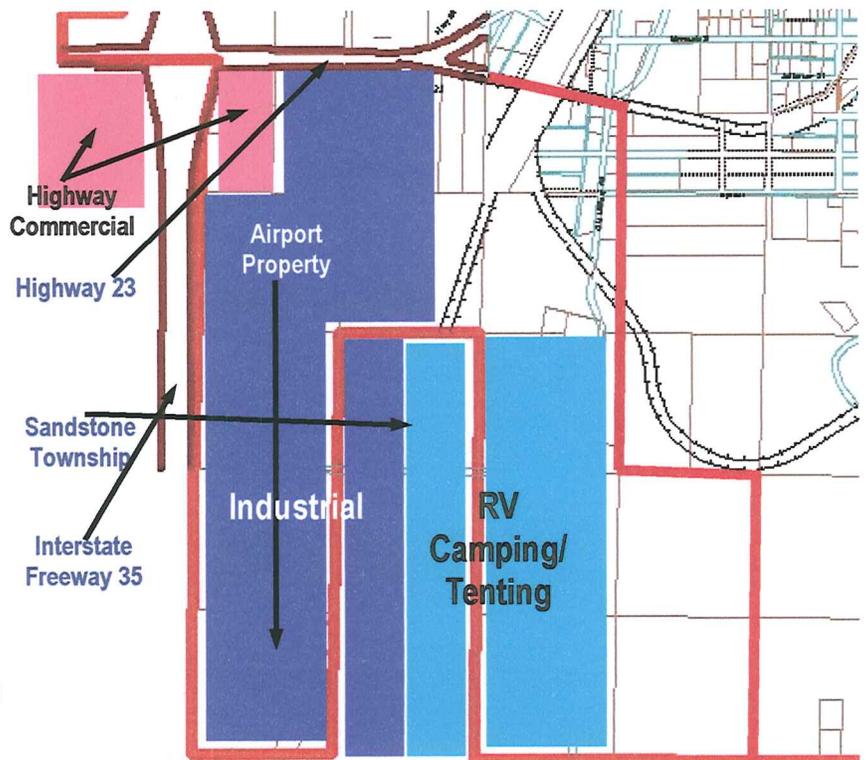


Kettle River Environmental and Education Center (KREEC) property

Should the motor sports park not develop, this planning area is especially suitable for industrial development. Potential access (crossing Skunk

**PROPOSED LAND USE FOR PLANNING AREA #3**

Creek) is better, the entire property area is larger, and it is more distinct and separate from low-density residential areas. Moreover, a vast majority of this property is already owned by the city, a factor that will significantly decrease the development cost of creating an industrial park. This area could total around 200 acres, a substantial industrial park. However, without a developer, the city will bear the burden of improving the infrastructure and creating an alternative entrance to the park. This could be a sizeable cost and the city will need to explore all options to finance these improvements. Additionally, with that kind of expenditure,



the city will need to develop an aggressive marketing plan to fill the lots. A clear and aggressive plan for the creation, development and marketing of this industrial property would reduce expenditures of time and taxpayer money, provide clear direction for staff, and focus city resources on this project.

When this industrial park area is filled, the city may want to consider developing additional industrial land in the area across the freeway, currently located in Sandstone Township. The area north of Highway 23, but not immediately adjacent to the highway may provide additional space for industrial growth. Again, the city will need to work closely with Sandstone Township, to jointly plan and provide for orderly annexation of enough land to adequately accommodate new industrial growth, while minimizing the cost of additional infrastructure, roads, etc.

The KREEC property still seems ideally suited for RV parking and possibly camping. Sandstone attracts outdoor enthusiasts and recreation seekers. Offering alternative forms of temporary housing to meet the needs of these travelers can bring dollars into the local economy while still minimizing the impact of the tourism on the local residents.

Should this planning area become an industrial park, the recommended industrial area in planning area #2 (see map in that section), would become superfluous and would serve better as residential uses, especially multi-family high-density. However, the cost of infrastructure and utility improvements may be more considerable to the city without the industrial area to absorb some of this cost. One alternative may be to actively seek a developer for the property, who would be willing to absorb some of the costs of residential development. An additional concept to explore may be that of a Planned Unit Development (PUD) in this section, similar to the two PUD sections north of that area. However, at this point, it is recommended that the area be zoned partially single-family residential, partially multi-family residential, and the far eastern portion developed as commercial, as detailed in planning area #2. (see map on page 22)

## Planning Area #4

### The Downtown area including the Historic Elementary School.

#### Area Description ...

The downtown area northern boundary is 6<sup>th</sup> Street, bordered on the west by Main Street and the railroad tracks, on the southern end by Division Street. The entire district is approximately a block and a half deep with some variation in bordering. The elementary school is located between Commercial Street and Court Avenue and 5<sup>th</sup> Street and 7<sup>th</sup> Street, occupying approximately two blocks.



### Physical Characteristics...

This area is very compact surrounded by residential uses and a large railroad property. Some on-street parking exists, as well as designated parking areas. The buildings are a combination of older, more historic buildings, and newer infill buildings. Main Street is an especially wide street accommodating a right turn lane as well as on-street parking. Additionally, attempts have been made to improve the appearance of downtown with streetscape improvements and open space/park improvements. Types of businesses include service businesses, i.e. restaurants, banks, insurance, real estate, etc., some retail including specialty shops, a grocery store, building supplies, etc., and the Post Office, Library, City offices, and a number of non-profit offices or clubs.



The downtown area of Sandstone

### Public Services ...

This area has a long history and was probably some of the first areas to be provided with city infrastructure, utilities, etc. As such, this area is fully serviced by city utilities and requires few, if any infrastructure improvements.



The historic elementary school known as "the Rock". This building is listed on the National Register of Historic Places.

### Considerations...

Downtown revitalization has become an especially important issue for communities across the United States. Recognizing its historical and social importance, many communities are focusing resources and attention on improving and restoring their downtown areas.

Some downtown buildings are in a gradual decline due to neglect and age. The cost to bring some of these buildings up to code will be expensive. Some are not ADA compliant, may need electrical and wiring improvements, and may have fire code and safety issues.

The old elementary school, known as "The Rock", was named to the National Register of Historic Places in 1979. Built of sandstone, it represents a significant portion of the history of Sandstone. However, with the relocation of the East Central School District, this building will be left vacant. Close to the downtown, it occupies almost two blocks surrounded by essentially residential homes. The question of reuse for this building after the school district relocates in School year 2003 will be a major concern for the community.

### Recommendations ...

The downtown area of Sandstone represents a significant historical asset to the community. However, the question remains -- what is the City's role in revitalizing this area? City resources remain limited. However, a strong and vibrant downtown brings many positives to the community.



single-family residential neighborhoods, with the exception of the northern boundary of the ball fields, which is located across the street from a private school and a church. This area is located not far from the several gravel pits, which may limit expansion.

Public Services ...

Because the school is currently located on this property, city utilities and infrastructure fully service most of this area. There are approximately five homes located along the east end of Eagle Drive that are also served by city water and sewer and Eagle Drive is a blacktop road maintained by the city.



Parking lot adjacent to the high school building.

Considerations...



Property that currently has the East Central High School. It is slated to be vacated by summer, 2003.

Due to the building construction, the school district has determined it more practicable to construct a new building on other property. Redevelopment of this property will then either include demolition or repair and reconstruction of the building. Some air emission issues may need to be solved before the building can be usable. Or, demolition and completely new construction may be the least expensive option for the property.

Another consideration in the redevelopment of the property is the drainage area that runs through the property. Regardless of development, the city will need to develop a right-of-way or permanent easement for this drainage, which may impact the use of the property. Holding ponds would need to be established to hold run-off from any development before entering the drainage system.

Recommendations ...

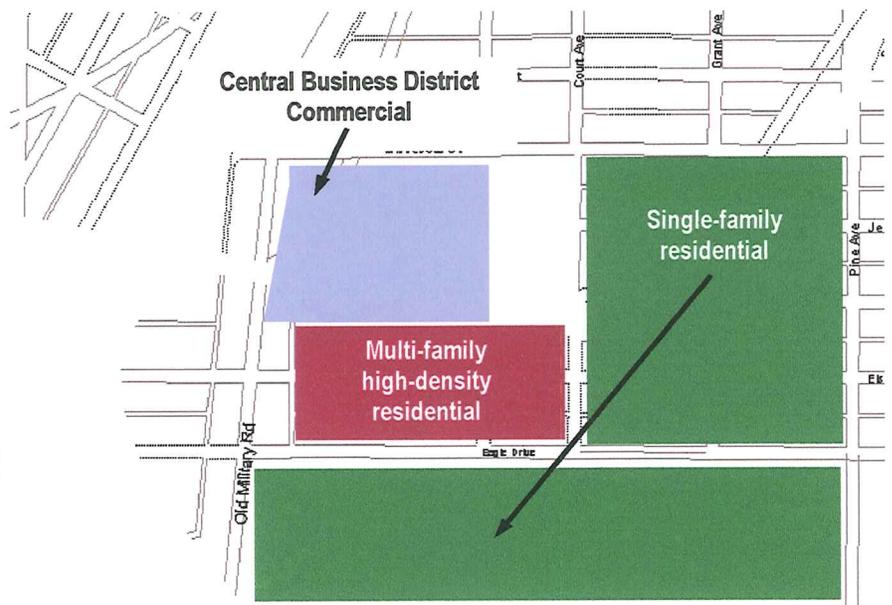
This property should be developed as a combination of multi-family high-density residential and downtown business commercial. Because this property can be sold in one piece, it could be readily adaptable and priced attractively to a residential developer. The residential portion would include the area where the high school building is located, the parking lot, and the bus barns. An additional possibility would be a planned unit development with multi-family residential as its base. This would get the best use of the property and allow its natural features to dictate the development. Additionally, the area across the street, Eagle Drive, will be attractive to single-family residential development. The infrastructure is in place.

The area comprising the ball fields should become an additional downtown commercial business area. The higher visibility of this area will make it more attractive to commercial development. Care would be needed in its design to ensure adequate off-street parking and enough room for a storm-water retention area. Access traffic should, however be funneled wherever possible off Highway 23 to avoid excess parking in the

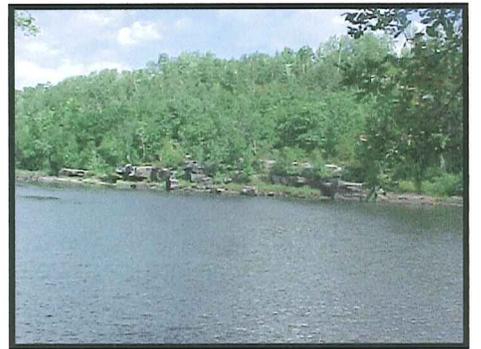
residential areas and to keep commercial traffic off residential streets.

The area immediately to the east of the high school property is land that is not particularly suitable for any other development except possibly single-family residential. The soil is hard and rocky and it will be difficult to provide city utilities and infrastructure. As it is already zoned single-family residential, it is recommended that this area remain that designation, minimizing costs to the city.

## PROPOSED LAND USE FOR PLANNING AREA #5



Directly south of the high school property, south of Eagle Drive, there is property that is slowly being developed as single-family residential and recreational land. Utilities are already installed to the high school and would be relatively inexpensive to connect. Eagle Drive has already been improved, and this area is within walking distance of the downtown area and city parks. With all this in mind, it is recommended that this area remain single-family residential and the city encourage the development of additional residential homes.



# GOALS AND POLICIES

---

## GOALS AND POLICIES ...

Central to every planning process is a policy framework. General community plan goals need to be identified and become the basis for policy formulation. Some of these goals will be specific and others general in nature; they will become the standards and ideals which the Planning Commission and City Council will use during the course of the business of land use planning and zoning.

### Housing ...

***Goal. Assure that Sandstone residents have access to safe and affordable housing in good neighborhoods and encourage the development of housing that meets the needs of all community members.***

- **Policy Directive #1** The Planning Commission and City Council will consistently direct new housing developments in Sandstone to areas which can be efficiently provided with public services to keep public and private costs to a minimum.
- **Policy Directive #2** The City of Sandstone will encourage alternative housing types such as townhouses, condominiums, cooperatives and a full range of apartments.
- **Policy Directive #3** The City will give a high priority to maintaining, improving and where needed, providing public services such as water, streets, street lighting, parks, etc. in established residential areas.
- **Policy Directive #4** The City will encourage energy efficient subdivision lot orientation, housing design and construction techniques. Moreover the City will work to ensure that all new housing, including rental housing and low-income housing, adheres to high standards of planning, design and construction.
- **Policy Directive #5** The City will coordinate local housing programs with Regional housing plans and implementation efforts.
- **Policy Directive #6** Use multi-family, high-density housing units as buffers and transitional areas between low-density residential areas and higher use areas such as commercial or industrial.
- **Policy Directive #7** The City will study the land use within the city limits to determine the best alternatives for providing for a location for a mobile home park.
- **Policy Directive #8** The City of Sandstone will encourage in-fill development and renovation of existing homes as a viable alternative to creating more affordable, safe homes for Sandstone residents.

***Goal. Eliminate substandard housing.***

- **Policy Directive #1** Improve the available housing through federal and state housing rehabilitation programs. The City will continue to actively seek state and federal grants and loans for housing rehabilitation and energy conservation. And, the City will work to establish incentives such as federal and state housing rehabilitation funds to encourage housing rehabilitation and energy conservation.
- **Policy Directive #2** Encourage rehabilitation or where necessary, redevelopment of substandard units, using available state and federal programs, as well as private development or public action, and

work to discourage concentrating low and moderate-income housing in one area of the City.

- **Policy Directive #3** Where unable to rehabilitate housing, remove substandard units incapable of being improved to prevent the spread of deterioration and blight.
- **Policy Direction #4** The City will more vigorously enforce existing housing maintenance codes.

## **General Commercial and Central Business District ...**

***Goal. The City will work to maintain and improve the downtown district as the local diversified commercial and service center.***

- **Policy Directive #1** The Planning Commission will encourage local business organizations to become involved in the planning process whenever there is an issue which will have an impact the downtown area.
- **Policy Directive #2** The City will work with local groups to establish a cohesive, unified image of the downtown area, emphasizing the historical nature of the downtown buildings and encouraging business owners to remodel, rehabilitate and enhance building exteriors through financial incentives and established building codes.
- **Policy Directive #3** Encourage new retail and service development within the CBD and cooperate with existing business groups in determining the types of goods and services that the community identifies as important and necessary.
- **Policy Directive #4** Develop strategies to stimulate the redevelopment of under-utilized sites and the development of vacant land and buildings within the CBD. Additionally, the City will work to provide appropriate zoning and public improvements consistent with maintaining and improving the viability of the downtown commercial center.
- **Policy Directive #5** Enact and uniformly enforce a commercial maintenance code to ensure proper upkeep and constant improvement of the buildings in the CBD.

***Goal. Concentrate future commercial development within the CBD and other existing commercial districts within the City.***

- **Policy Directive #1** Provide and protect adequate land area so future commercial expansion will have space to locate in or near existing commercial areas.
- **Policy Directive #2** Through zoning and efficient land use planning, encourage commercial development, both existing and future, to develop and expand in areas designated as suitable for commercial growth.
- **Policy Directive #3** Adequately screen or buffer service and commercial uses from adjacent residential development. Discourage through traffic from traveling through commercial/service centers. Instead, require commercial/service centers to be served by major streets.
- 

***Goal. Encourage industrial businesses to locate on the west side of the City close to the Interstate 35 freeway interchange.***

- **Policy Directive #1** Require industrial uses to have easy access to major streets, highways and rail facilities. Discourage industrial-oriented traffic from using local residential streets.
- **Policy Directive #2** Ensure that adequate services, off-street parking, and off-street loading facilities are available prior to all new industrial development. Require industrial uses to effectively screen parking, loading and storage or other activities from view.

***Goal. Support the Sandstone Economic Development Authority (SEDA), the Pine Economic Development Corporation (PEDC), the local Chamber of Commerce, other economic development and business development organizations, local builders, business owners and residents in a wide-range of economic development issues.***

- **Policy Directive #1** Assist and cooperate with local, regional and state organizations to promote existing businesses and attract new business and employment opportunities for the local work force.
- **Policy Directive #2** Solicit commercial and industrial businesses that fill gaps in services and products available, as well as providing new high-paying jobs for the residents of Sandstone.
- **Policy Directive #3** Encourage commercial and recreational development that will enhance the City's tourist industry and create opportunities for all-season tourist attractions.
- **Policy Directive #4** Work with other county, city and local community organizations to provide and enhance special area events and attractions.
- **Policy Directive #5** Develop financial incentives and programs to facilitate achieving the economic development objectives.

## **Natural Environment ...**

***Goal. The City will work to protect, preserve and enhance the natural environment.***

- **Policy Directive #1** Require all development to be located to preserve the natural features of the site, avoid areas of environmental sensitivity and minimize negative impacts and alteration of natural features.
- **Policy Directive #2** Preserve as open space environmentally sensitive areas.
- **Policy Directive #3** Work in cooperation with federal, state and local agencies involved in environmental issues.
- **Policy Directive #4** Where appropriate, encourage the natural treatment of storm water by requiring on-site (off-site if appropriate) storm water detention basins for all new development.
- **Policy Directive #5** Require gravel pits to be restored to a usable, safe and appropriate end condition.
- **Policy Directive #6** Work to maintain Urban Wildlife Sanctuary designation and encourage public participation.

***Goal. Utilize the numerous state and local environmentally related facilities as a primary tourism marketing strategy.***

- **Policy Directive #1** Continue to work with the facility managers of the DNR, Banning State Park, Audobon Center of the Northwoods, Rice Lake National Wildlife Refuge, Sandstone Wildlife Refuge in their efforts to preserve and maintain these natural areas and cooperate in marketing efforts to promote the City's unique attributes and attractions.
- **Policy Directive #2** Develop and maintain local facilities and trails that compliment facilities and trails operated by other agencies and/or groups, including Sandstone Junction Trail.

## **Community Facilities and Services ...**

***Goal. Continue to be a full service City.***

- **Policy Directive #1** Continue to participate with other governmental jurisdictions concerning infrastructure planning and development.
- **Policy Directive #2** Work with Sandstone Township to jointly plan and coordinate land uses where the jurisdictions border.
- **Policy Directive #3** Encourage water conservation to help ensure an adequate, equitable and affordable water supply for City residents.
- **Policy Directive #4** Ensure proper control of development and/or redevelopment of public and semi-public institutions within the community. In the event of reuse, analyze the need for maintaining closed facilities as public uses.
- **Policy Directive #5** Maintain all government buildings and structures at the highest standards to serve as examples for private development.
- **Policy Directive #6** Achieve full utilization of investments in public facilities and services prior to making new public investments.
- **Policy Directive #7** Continue to improve street safety through the appropriate use of street lighting, address/street numbering and sign controls.

***Goal. Continue to participate in the design (capacity and aesthetics), maintenance and placement of utilities.***

- **Policy Directive #1** Coordinate and cooperate with Pine County, the surrounding townships and public utility companies in providing municipal services and facilities to areas where possible future City jurisdiction may occur.
- **Policy Directive #2** Limit development in areas not serviced by public sewer and water. Where such development presently exists enforce state regulations and standards for on-site sewage systems.
- **Policy Directive #3** Allow certain types of development to occur within the corporate limits that will

not require certain City services (water and/or sewer).

- **Policy Directive #4** Uniformly locate easements for utility systems, provide easy access for maintenance and repair service vehicles and allow for minimal disruption of other activities or areas.
- **Policy Directive #5** Constantly monitor and maintain all utility systems to assure a safe and high quality standard of service. Maintain separate sanitary and storm sewer systems.
- **Policy Directive #6** Minimize the impact of required utility facilities and services upon surrounding uses. Encourage the installation of all new utility services to be located underground where feasible.
- **Policy Directive #7** Discourage extensions of sewers into areas where development should not occur, such as floodplains and scenic river easements. Provide for the in-sequence extension of infrastructure which will induce development in areas designated within the City.
- **Policy Directive #8** Plan and anticipate long-range future infrastructure needs to accommodate current and/or new development.

***Goal. Provide for and maintain parks, recreation, open space and trails that meet the needs of all the residents of the City.***

- **Policy Directive #1** Develop and improve the City's parks and open space areas to meet the changing needs of the community, taking advantage of natural community features, in particular, the numerous parks, recreation and open space lands that surround the City and the Kettle River area.
- **Policy Directive #2** Plan for, develop and coordinate open space facilities and/or trails within all new development and any redevelopment within the community.
- **Policy Directive #3** Require that plans for each new residential subdivision include provisions for the reservation of sufficient open space to serve the needs of the anticipated population, either through park dedication or cash-in-lieu of land.
- **Policy Directive #4** Create programs and incentives that continue a high level of maintenance and improvements of the City's existing park, recreational, open space and trail facilities as per the ADA.
- **Policy Directive #5** Continue to actively solicit citizen participation in planning and maintaining the existing recreation system and future recreational needs.
- **Policy Directive #6** The Kettle River is recognized as a significant state and national resource and the most important local environmental feature. The City of Sandstone will actively pursue state and federal assistance to protect the Kettle River for the benefit of the public and community.
- **Policy Directive #7** Design and construct park and recreation facilities to best serve the intended purpose by encouraging screening or buffering open space areas for the safety and protection of the user, provide safe and convenient pedestrian and bicycle facilities in conjunction with street improvement projects, and prohibit active park and recreation related structures from occurring within wetlands, floodplains and other natural features that perform important functions.

## General Land Use and Community Growth ...

***Goal. Encourage clustering of similar compatible land uses with the intent to prohibit incompatible or scattered uses from occurring or expanding. This will result in more efficient use of land and group uses having similar service and access requirements.***

- **Policy Directive #1** Rezone and enforce the “non-conforming” use regulations.
- **Policy Directive #2** Work with owners of the existing incompatible uses to make the operations as acceptable as possible or to relocated them to more appropriate sites.
- **Policy Directive #3** Require all new business or industrial uses to obtain site plan approval before allowing a new use to begin to encourage development that is sensitive to the surrounding properties.
- **Policy Directive #4** Accompany any intensification of land use activity and development with appropriate and corresponding increases in related support and service facilities.

***Goal. Develop or redevelop properties that utilize existing City streets and utilities. This “in-fill” development is not only cost-effective, but will help to revitalize the older parts of the community.***

- **Policy Directive #1** Provide incentives for in-fill development and removal of substandard buildings.
- **Policy Directive #2** Provide City assistance in consolidating land.
- **Policy Directive #3** Encourage in-fill development that demonstrates compatibility with and sensitivity to existing neighborhood characteristics, in terms of quality, density, building height, placement, scale and architectural character.
- **Policy Directive #4** Encourage in-fill development to occur where vacant or underutilized land exists within the City’s boundaries.
- **Policy Directive #5** Undertake redevelopment only on a well-planned, orderly and controlled basis.

***Goal. Develop properties that are logical expansions of existing development and to which existing utilities and streets can be extended logically and economically.***

- **Policy Directive #1** Encourage development in a logical expansion and provide development disincentives for “out-of-sequence” development.
- **Policy Directive #2** Prevent undue scattering of commercial, industrial and residential development. Provide for orderly, guided and contiguous growth and development of remaining undeveloped land within the community through a coordinated program of public service extensions.
- **Policy Directive #3** Encourage transitions between varying types of land use to occur in an orderly fashion which will not create a negative impact on adjoining developments.

***Goal. Take a pro-active approach to annexation by anticipating and planning for future growth and expansion, rather than simply reacting to it.***

- **Policy Directive #1** Prevent potentially detrimental development from occurring adjacent to the community by working towards a land use policy agreement which will provide for the orderly growth and development of land within the two-mile extraterritorial jurisdiction of the City of Sandstone.
- **Policy Directive #2** Require that expansion only occur in those areas of the city that can support or accommodate the logical, economical extension of the present community, existing infrastructure, roadways and access points, avoid natural and man-made development barriers.
- **Policy Directive #3** Require municipal services to be adequate and available to all types of development in annexed areas with the exception of residential development on large parcels capable of providing acceptable on-site sewage treatment systems.
- **Policy Directive #4** Analyze all annexation proposals to assure that the long-term public interest will be served.

## **Transportation ...**

***Goal. Plan and design the streets and highways to preserve their traffic carrying capacity.***

- **Policy Directive #1** Minimize and limit vehicular access onto arterial roadways by utilizing appropriate traffic control devices.
- **Policy Directive #2** Limit direct land access onto major streets, wherever possible.
- **Policy Directive #3** Develop arterials to improve traffic access to the downtown business area.
- **Policy Directive #4** Study ways to improve downtown area access for all modes of transport.

***Goal. Protect the traveling public by designing safe streets and highways and providing needed traffic control devices and enforcement.***

- **Policy Directive #1** Discourage through traffic from penetrating residential areas.
- **Policy Directive #2** Design service roads that parallel major arterials to reduce the number of traffic conflicts, hazards, and resulting accidents. Identify all traffic safety hazards within the Sandstone area and establish a phased program to improve hazardous and poorly designed intersections and access points so as to increase the safety to both motorized and non-motorized traffic.
- **Policy Directive #3** Require proper signing, traffic controls and visibility at railroad crossings.
- **Policy Directive #4** Design arterial highways in the City, so as to prevent unregulated pedestrian and bicycle crossings and protect pedestrian and bicycle movement paralleling vehicular traffic.

***Goal. Maintain, upgrade and reconstruct streets in accordance with contemporary standards.***

- **Policy Directive #1** Plan street improvement projects to include the provision of all necessary facilities for other travel modes, when financially feasible.

- **Policy Directive #2** Develop all additional elements of the street system (sidewalk, lighting, landscaping, etc.) with high design and construction standards, giving due consideration to abutting land uses and overall transportation objectives and policies.
- **Policy Directive #3** Continue a long-term street maintenance and construction program and establish a form petitioning process for such improvements.
- **Policy Directive #4** Install curb and gutter when possible on every street throughout the community.