Pine County

Comprehensive Plan

OFFICE OF REGISTRAR OF TITLES
STATE OF MINNESOTA
COUNTY OF PINE 7093
I hereby certify that the within instrument was filed in this office on the 25th day of February 1993 at 9 o'clock A M.
Edie M. Larson
Registrar of Titles
By Lynnee Behrens
Deputy Registrar of Titles

OFFICE OF COUNTY RECORDER
State of Minnesota } ss
County of Pine
I hereby certify that the within instrument was filed in this office for record February 25 1993 at 9A m. and was duly recorded as Microfilm # 332783
Edie M. Larson
County Recorder
Lynnee Behrens
Deputy

The Pine County Comprehensive Plan has been prepared by the Pine County Planning Commission with technical assistance from the Pine County Zoning Office and Community Planning & Development Associates. This document represents the input of Pine County Citizens, Elected Officials and Planning Commissioners from numerous informational meetings held over the last two years.

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Pine County Comprehensive Plan
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Pine County
Comprehensive Land Use Plan

Introduction

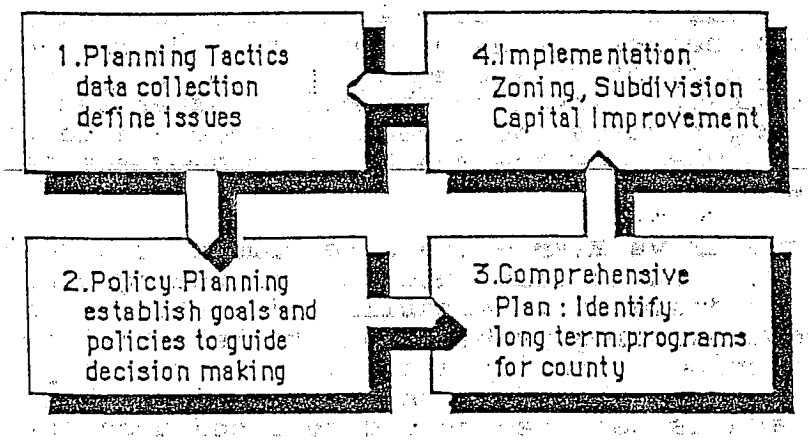
What is Community Planning? Community Planning may be defined as a systematic, comprehensive, continuous, forward-looking process of analysis of a community's constraints for the purpose of formulating and implementing a plan for the achievement of the goals and objectives of the community. (Paraphrased from Chapin, Urban Land Use Planning.)

Planning is continuous in that a community updates and modifies its plans to respond to changing economic, social, and political conditions. This process is also forward-looking in that it involves thinking about the future and anticipates problems and opportunities which may occur. It anticipates that the world of tomorrow can be improved by what we do today.

There are four basic elements which are usually considered in an on-going comprehensive planning program. These are:

1. Identification of planning issues and data collection;
2. Policy planning and establishing goals for decision making;
3. Preparation of a Comprehensive Plan to guide the overall activities of the county; and
4. Direct implementation of the county's plan to such activities as zoning, subdivision regulations, shoreland management, and capital improvement programs.

All of these activities are interrelated and the on-going process of planning is illustrated in the following graphic that demonstrates the flow between all planning elements.



1. **Planning Tactics/Inventory** - This initial planning element is designed to identify where the county has major planning problems, identify the problems and the direction for the overall planning program, and review issues such as land use controls, development conflicts, and governmental relationships. This initial step is intended to define how the county should approach or update an overall planning program and provide a clear definition of direction. This element is the prefix of all efforts and would define a variety of problems and issues such as:

   - urban and rural development conflicts;
   - health hazards associated with substandard development;
   - development controls conflicting between cities; townships, county, and the state;
   - economic development issues;
   - the overall need for development controls; and
   - identification of a defined work program for future implementation.

   As part of the general planning inventory, it is necessary that the county understand the current land use patterns, development trends, population characteristics, economic trends, and growth factors affecting the county and the future planning programs to be developed.

   Pine County has two (2) reports which comprise this element:

   1) Planning Tactics, October, 1990 and
   2) Township and Demographic Inventory, December, 1991.

2. **Policy Planning** - The Policy Planning Activity is designed to set forth goals and objectives of the county. This activity defines the type of development desired by the county and provides a clear statement of goals, objectives, and policies on how the county should approach decisions. The importance of this element cannot be overstated since the policies of this element become the major basis for future decision making and the guiding of development. The policy plan should be structured to identify the major issues set forth in the planning tactics and inventory stage and identify as specific, as possible, how the county is to approach the variety of issues.

3. **Comprehensive Plan** - The development of a county-wide Comprehensive Plan is based upon the preceding planning elements. A plan is designed to establish, in detail, what must be done to correct existing problems and to help realize an improved, well functioning community and environment. Comprehensive Plans may vary considerably from one county to another. Whatever approach is selected should be based upon the goals and priorities of the county and also reflect the county's commitment of time and resources to achieve the Comprehensive

Plan. The policy plan and the comprehensive plan activities are vital in the future implementation of the county's development regulations. All future development regulations should be based upon the stated goals of the Comprehensive Plan. This provides the county with a sound legal framework for the implementation and enforcement of future ordinances.

4. Planning Implementation - Actual planning implementation is the means by which the county regulates development within the county. The implementation means are typically more renown than planning itself with the enforcement of such tools as zoning and subdivision ordinances. It is not unusual for communities to by-pass steps 1, 2, and 3 and proceed directly into the adoption of implementation tools without the overall directive established in a Comprehensive Plan. Implementation tools would typically involve zoning ordinances, subdivision ordinances, shoreland management regulations, capital improvement programs, and the utilization of federal and state aid programs.

   Development of the implementation tools is not the conclusion of an overall planning program. Rather, a continual re-evaluation of the issues and data which formulated the initial plans should be undertaken. The planning process should be on-going and continuous to offer a flexible process which is adaptable to change through the periodic examination of problems and changing opportunities which are facing the county. This process will provide Pine County with the most flexible program which is responsive to the needs of the residents of the county.

Pine County has participated in numerous planning studies over the past twenty years which have led to various planning documents and land use regulations. This current effort is part of the "re-evaluation" process which will further define the future needs of the county. A key goal of this plan is to establish clear goals and policies for the county and townships to implement and make this plan a workable document. Some of the past planning activities have included:

1971 - Comprehensive Guide Plan - Pine County (not adopted);
1972 - Comprehensive Water & Sewer Plan - Pine County;
1974 - Upper St. Croix Resource Management Plan - Minnesota Department of Natural Resources;
1978 - Pine County Comprehensive Plan (Update) - Pine County;
1978 - The Kettle River - A Wild and Scenic River Study - Minnesota Department of Natural Resources; and
1984 - Plan for the Management of Pine County's Tax Forfeited Lands - Pine County Land Department.

This "updated" plan attempts to reflect the valid elements of past plans and establish valid goals, policies, and implementation programs for the county to consider in implementing this plan.

Historical Overview

Long before the coming of the white man, the region now including Pine County was well known to northern Indian tribes whose villages dotted the shores of the area's many lakes and streams. Known by the Indians for centuries, these same waterways were also used by the first explorers and traders who entered the area.

Among the earliest white men to enter the region were fur traders of the British Northwest Company. As early as 1804 a semi-permanent "wintering post" was built on the banks of the Snake River. This fur post has been reconstructed by the Minnesota Historical Society. Pine County's role in the fur trade of the late eighteenth and early nineteenth centuries represented the first organized economic activity to be carried on in the region.

By 1850, the demand for furs had slackened and the supply had decreased. New types of economic activity in the forms of agriculture and lumbering became dominant. As timber cruisers searched along the St. Croix and its tributaries, they found tremendous stands of white pine which could be used to furnish lumber to build homes for the thousands of settlers who were seeking to establish themselves on the middle western frontier. Millions of board feet of lumber were cut and floated downstream to the mills along the lower St. Croix River. Most of Pine County's early development came as a result of lumbering.

Between 1870 and 1872, Pine County was given a boost by the construction of the Northern Pacific Railroad. The boom was cut short by the financial panic of 1873, and it was nearly 1880 when settlement and lumbering began in earnest.

The decades of the 1880's and 1890's saw Pine County pushed to the peak of its economic development. The county's towns and villages were founded during this period as sawmilling centers or supply depots for the multitude of logging camps operating in the vicinity. Annual log drives also took millions of feet of white pine logs downstream to the huge sawmills of the lower St. Croix and Mississippi Rivers. Logging railroads criss-crossed the county and many small communities such as Rock Creek and Rutledge had as many as five sawmills.

In 1894 a great forest fire devastated much of Pine County, but complete towns were rebuilt from the ashes. By 1905 nearly all of the county's pine forests had been cut off or destroyed by fire. Often forest land was deliberately burned by farmers who believed it would be better suited for agricultural purposes. Many of these farmers were immigrants from Scandinavian countries.

Even as lumbering was at its peak in Pine County, a demand for building stone led to the opening of several quarries along the Kettle and Snake Rivers. Large quarrying operations were carried

on for a number of years before the use of structural steel became popular.

Copper mining was also attempted in several places. Remains of one such attempt can still be seen near the Snake River at Chengwatana where nearly $300,000 was spent trying to develop a vein.

By World War I, however, agriculture had fully emerged as the backbone of the county's economy although the region's lakes have long been popular vacation spots for Twin Cities residents. Only in recent years have new types of industry and partial realization of the region's recreational potential begun to change and move economic activity in new directions. Completion of the interstate freeway through the county, for example, has meant the bypassing of all towns, but several local communities, such as Hinckley, have taken advantage of the freeway and provided new auto service stations, restaurants and motels which cater to travelers.

During the 1960s and 1970s, Pine County reached an important crossroads in its long and significant historical development. Growth between World War I and World War II slowed and stagnanted. Since the beginning of World War II, the county's population steadily diminished from over 21,000 to under 17,000. Since 1970 an upturn has occurred. Continued growth is anticipated.

The absence of growth and economic "progress" during recent decades has not necessarily been bad. While other places throughout Minnesota, and the nation as well, have grown bigger and attracted large industrial developments, they have not necessarily become better places in which to live and work. Pine County, on the other hand, has emerged during the 1970s and 1980s as a place where residents and visitors alike can still feel a strong sense of identity with the countryside.

Pine County is already feeling the pressure of growth and development being placed upon it by the rapidly expanding Twin Cities Metropolitan Area. Many Pine County residents already commute daily to work in Minneapolis or St. Paul, and the county is experiencing pressures to develop housing subdivisions and mobile home parks adjacent to Interstate Highway 35 in Pine County. The purchase of county lands by Twin City firms for use as industrial dumps cause considerable discord, but has recently been controlled by the Pine County Solid Waste Management Plan and Ordinance. Thousands of additional acres have been sold to absentee landlords for recreational purposes with no controls over the placement of unsightly camping vehicles or construction of shacks. Much of the County's valuable lakeshore is developed with cabins and permanent homes. The designation of the St. Croix as a Federal Wild River focuses nationwide attention on Pine County as a tourist and recreational area. The Kettle has been designated a State Wild and Scenic River, and the Snake is under study.

How will Pine County meet the challenges?

The answer, for the most part, is up to the local residents to decide. There is little doubt that Pine County will continue to change during the 1990s, just as change has occurred for the past century. In 1858, for example, no one thought that the county's vast white pine forest would ever be cut off. By 1900 they were virtually gone.

While it is impossible to predict exactly the type of changes that will occur in the future, much can be done to guide these inevitable changes. But before guidelines can be set, the people of Pine County must first decide that they want to guide change within their county. They also must decide for themselves what kinds of changes and development they wish to have occur.

If the people of Pine County wish to respect those amenities which make for pleasant and healthful living, efficient use of public facilities and services, responsible housing and industrial development, and reasonable taxation, then they are going to have to choose a path that will require imagination, planning and cooperation on the part of many people.

Some people may have to sacrifice short-term profits in order to promote greater long-range gains. In the past, restrictions were not needed because of old-time living conditions and transportation and the impact of development was not considered critical. In our modern world, however, uncontrolled development could easily destroy the very qualities that make Pine County attractive in the first place.

Reasonable restrictions may be needed on the way land is used, where buildings are located and how services are provided. Subdivision controls and shoreland zoning appear to be presently useful. County-wide zoning and other controls may be desirable in the future.

Over time, planned growth can actually be less expensive because of better land utilization and lower utility and public service costs. The greatest savings, however, cannot be measured in dollars. These savings are those factors that result in an improved environment for both Pine County's residents and visitors alike.

Although widespread throughout the county, farming is especially predominant in the lower one-half. The number of farms and the acres of land in agricultural use are steadily declining.

Extensive seasonal development has occurred in Pine County. Popular lakes include Grindstone, Big Pine, Long, Bass, Passenger, Sturgeon, Island, Sand, Pokegama and Cross lakes. Crowded conditions exist in several areas. Careful consideration must be given to the problems of overcrowding, pollution, and public access development.

Only traces of land in the unincorporated portion are developed commercially. Most of the commercial activity in Pine County is carried on within its communities.

Large blocks of prime land exist in nearly every portion of the county. Much of this land adjoins parcels already in active uses and could easily be developed in a variety of ways as conditions warrant.

Hunting and other recreational uses, as well as timber production, are important uses for so-called secondary lands, much of which adjoin low lying areas or follow stream courses.

Very large areas of marginal lands are found in northeastern Pine County as well as elsewhere throughout other regions. Marginal lands are important for timber and recreational uses. Wildlife habitat areas are most likely found within this classification as are hunting, hiking, and more recently, snowmobiling activities. Much of these marginal lands could be preserved as open spaces. Some are now in State Parks, State Forests, and other publicly owned tracts.

* The historical overview is a reprint of material that was part of Pine County's Comprehensive Plan adopted in 1978.

County-wide Population and Development Trends

Population

Population figures for a given geographic area can generally be linked to economic forces. With Pine County, forces affecting its population began with the timber industry, then a change toward agriculture, and more recently becoming service oriented, thus becoming a growth area. Since the last Comprehensive Plan, at the end of a steady period of decline, Pine County has been experiencing a period of growth and developmental pressures. A significant portion of the developmental growth seems to be originating from seasonal residents. The natural features of the county make desirable spots to build a second home, either for summer residency or for a hunting season base.

The 1940 census recorded the county's highest population count at 21,478 persons. From there the county lost its population base through the 1970 census, in which 16,821 persons were counted. In 1980, the county experienced an 18% increase to 19,871 residents. The initial count for the 1990 census shows another increase of 7% to 21,264, nearly a record high.

Age factoring of the 1990 population shows several changes in the makeup of Pine County's population. As is the case nationwide, Pine County's population is aging. The median age of residents increased from 31.1 years to 34.5 years old between 1980 and 1990. In 1980, 34% of the persons were aged 19 or younger. By 1990, less than 31% of the persons were aged 19 or less. In 1980, 15.2% of the population was aged 65 or older, compared to 15.7% of those in 1990. The biggest change was in the age group 30-39. In 1980, 11.6% of the county's population fell in this age group, while in 1990 it was 15.7%. A corresponding but smaller increase also occurred in the 40-49 age group.

Population projections are made by the State Demographer's office. The demographer has projected a 15% increase in Pine County's population for the 1990s decade and an 11.75% increase in its population between the years of 2000 and 2010.

The true growth story. Developmental practices occurring throughout the county illustrate a widespread desire for rural housing. The increases in the number of housing units located in the county have far outstripped the impacts of population growth. From 1970 to 1990, the percent change in the number of housing units was +79%. In 1970, the number of housing units was 7,102. By 1980, a period of quick growth, an increase of 45% was seen, for a total of 10,299 units. The initial 1990 census numbers indicate another large increase in housing units which now stands at 13,738 units, or an increase of nearly 24%.

Township Population for Pine County
1970 to 1990

Township	1970	1980	1990	# Change 1970-1990
Arlone	232	281	284	+ 52
Arna	93	86	85	- 8
Barry	333	436	527	+ 194
Birch Creek	297	283	230	- 67
Bremen	145	169	147	+ 2
Brook Park	325	362	373	+ 48
Bruno	161	134	138	- 23
Chengwatana	377	557	597	+ 220
Clover	91	151	163	+ 72
Crosby	61	86	71	+ 10
Danforth	65	67	65	-----
Dell Grove	449	550	600	+ 151
Finlayson	334	441	401	+ 67
Fleming	50	66	91	+ 41
Hinckley	501	628	683	+ 182
Kerrick	272	270	290	+ 18
* Kettle River	427	569	519	+ 92
Mission Creek	437	411	500	+ 63
Munch	136	155	161	+ 25
New Dosey	67	88	53	- 14
Nickerson	147	121	141	- 6
Norman	190	197	165	- 25
Ogema	104	157	264	+ 160
Park	51	60	32	- 19
Partridge	399	503	485	+ 86
Pine City	797	876	950	+ 153
Pine Lake	356	440	469	+ 113
Pokegama	1091	1611	1847	+ 756
Royalton	560	688	773	+ 213
Sandstone	429	580	582	+ 153
* Sturgeon Lake	470	607	645	+ 175
Wilma	100	124	52	- 48
Windemere	511	915	972	+ 461

* Population figures for Kettle River and Sturgeon Lake Townships include residents of the Cities of Rutledge and Sturgeon Lake

City Population for Pine County
1970 to 1990

City	1970	1980	1990	# Change 1970-1990
Askov	287	350	343	+ 56
Brook Park	113	93	125	+ 12
Bruno	130	130	89	- 41
Denham	56	48	36	- 20
Finlayson	192	202	242	+ 50
Henriette	56	61	78	+ 22
Hinckley	885	963	946	+ 61
Kerrick	114	79	56	- 58
Pine City	2143	2489	2618	+ 470
Rock Creek	815	890	1040	+ 225
Rutledge	---	---	152	---- *
Sandstone	1641	1594	2057	+ 416
Sturgeon Lake	---	---	230	---- *
Willow River	331	303	284	- 47

* Census figures included these communities with the adjoining townships.

Number of Households for Pine County
1970 to 1990

Township	1970	1980	1990	# Change 1970-1990
Arlone	66	85	105	+ 39
Arna	36	38	34	- 2
Barry	86	154	172	+ 86
Birch Creek	90	92	86	- 4
Bremen	52	56	58	+ 6
Brook Park	87	112	136	+ 49
Bruno	---	47	54	---
Chengwatona	106	175	188	+ 82
Clover	26	47	58	+ 32
Crosby	19	28	27	+ 8
Danforth	17	21	27	+ 10
Dell Grove	146	190	215	+ 69
Finlayson	97	145	145	+ 48
Fleming	13	18	31	+ 18
Hinckley	144	195	229	+ 85
Kerrick	81	95	105	+ 24
* Kettle River	259	195	202	- 57
Mission Creek	124	140	173	+ 49
Munch	37	49	64	+ 27
New Dosey	28	39	28	----
Nickerson	40	43	50	+ 10
Norman	59	66	67	+ 8
Ogema	31	49	61	+ 30
Park	17	18	11	- 6
Partridge	114	149	162	+ 48
Pine City	219	285	324	+ 105
Pine Lake	117	147	170	+ 53
Pokegama	310	530	663	+ 353
Royalton	167	208	267	+ 100
Sandstone	136	182	194	+ 58
* Sturgeon Lake	136	188	206	+ 70
Wilma	13	25	22	+ 9
Windemere	173	338	384	+ 211

* The household numbers for Kettle River and Sturgeon Lake Townships include those of Rutledge and Sturgeon Lake cities also. Households are year around dwellings only.

Number of Households for Pine County
1970 to 1990

City	1970	1980	1990	# Change 1970-1990
Askov	129	158	160	+ 31
Brook Park	46	42	51	+ 5
Bruno	---	41	37	----
Denham	17	16	15	- 2
Finlayson	69	92	103	+ 34
Henriette	20	20	30	+ 10
Hinckley	343	404	422	+ 79
Kerrick	31	26	22	- 9
Pine City	757	1013	1097	+ 340
Rock Creek	233	282	319	+ 86
Rutledge	---	---	61	----
Sandstone	390	478	480	+ 90
Sturgeon Lake	---	---	92	----
Willow River	---	130	123	----

Number of Housing Units
and their Median Value
for Pine County and the Townships
for 1990

	Number of Housing Units	Median Housing Value
Pine County	11,738	$44,900
Arlone Township	180	42,500
Arna	141	32,500
Barry	233	52,700
Birch Creek	141	30,000
Bremen	161	35,000
Brook Park	197	42,500
Bruno	117	33,300
Chengwatana	440	56,100
Clover	62	32,500
Crosby	65	62,500
Danforth	67	37,500
Dell Grove	400	52,300
Finlayson	204	38,000
Fleming	107	30,000
Hinckley	279	44,200
Kerrick	202	32,500
Kettle River	370	37,500
Mission Creek	221	32,900
Munch	143	38,300
New Dosey	169	30,000
Nickerson	117	40,000
Norman	129	37,500
Ogema	146	53,300
Park	44	42,500
Partridge	212	42,500
Pine City	515	57,600
Pine Lake	461	51,500
Pokegama	1,288	63,500
Royalton	345	46,400
Sandstone	275	51,800
Sturgeon Lake	275	41,900
Wilma	83	47,500
Windemere	1,226	65,500

Population and housing unit increases taken together indicate a new growth pattern for the county. A new type of residency pattern is being felt, that of the seasonal resident. This may indicate some of the reason for the county's economic shift toward the retail and service sectors. (See economic factors section.)

Where is the county's population growth occurring? Basically, it's taking place in the southern half of the county. The areas of most intense growth were in:

1. Pokegama Township
2. Windemere Township
3. Pine City
4. Sandstone City.

The more modest growth areas were in the townships of:

1. Barry
2. Chengwatana
3. Dell Grove
4. Hinckley
5. Ogema
6. Pine City Township
7. Royalton
8. Sandstone

One additional factor about population and how it affects the county is the relative size of households. Historically, the trend toward smaller average household size continues. In 1970, the average household size was 3.1 persons. This dropped to 2.9 in 1980 and to 2.8 persons in 1990. What this means is that the demand for housing increases more quickly than a cursory understanding of population growth alone would indicate. For example, the following table estimates the number of additional households the county may have, based upon population predictions and continued reductions in household sizes.

Year	Population	Households	Average Household	Additional Households
1980	19,871	6,851	2.9	--
1990	21,264	7,577	2.8	726
2000	25,127	9,306	2.7	1,712
2010	28,079	10,799	2.6	1,494

As can be seen, should the population growth continue and the average household size decrease, demands for housing in the next twenty years could exceed 3,000 units. This does not account for the additional demands in seasonal housing. What is interesting to note about this process is while the population increases, combined with the decrease in average household size, there was an indicated need for an additional 726 housing units by 1990. The actual increase in housing units was 2,439. The majority of housing demand and growth has originated from outside the county.

Continued growth pressure will likely be felt most severely in the southern half of the county and along the I-35 corridor. It will also be concentrated in areas with such natural amenities as lakes, rivers, creeks, and in areas of interesting topography.

Housing Stock

Due to a strong building boom in the 1970s, the 1980 census found less than 44% of the county's total housing stock was built prior to 1940. When one factors in the strong building market in the 1980s and considers only the age of the housing stock, it would appear the county is in a good position regarding its housing quality. However, additional factors should be considered. For example, the median value of the owner occupied housing stock in 1980 was $34,900 and ranked 50th out of 87 counties. By 1990, this median value increased by nearly 29% to $44,900 and ranked 47th out of 87 counties. The vacancy rate, which would seem to be extremely high, is an indication of the large number of seasonal residents who have built second homes in the county. In 1980, a vacancy rate of 13.6% is seen. By 1990, that rate increased to nearly 38%. This rate means 5,161 housing units in the county are vacant. The vast majority of this large number is most probably seasonal residences.

Other factors affecting housing values and their quality are utilities. In 1980, a little more than 30% of the housing units in the county were linked to public sewer. The remainder disposed of sewage via a septic system or some other method. The source of water for most of the housing in the county was individual wells. More than 60% have a drilled well, another 7% have a dug well. Only 28% of the homes were hooked to a public or private supply system. The impacts of this trend are that it is typically more difficult to secure a mortgage on housing with its own utilities than one with public utilities.

The most common form of housing was the single family home. The second most common was the mobile home or trailer. The most prevalent form of occupancy status in 1990 was home ownership. More than 82% of the occupied homes were by owners. Nearly 18% were rented. Median gross rent was $227 per month.

During the twenty years between 1970 and 1990, the most intense housing growth occurred in the townships of Pokegama and Windemere and in the City of Pine City. Less intense growth was seen in the southern townships and Rock Creek City; in the townships surrounding the Cities of Hinckley and Sandstone; and in the townships of Kettle River and Sturgeon Lake. Regarding future housing development patterns, continued development is seen in these same areas. However, as a result of the Hinckley Casino development, more intense housing development will likely occur in this particular area.

Economy

The most recent data regarding economic conditions around the state shows the number of jobs increasing for Pine County at a quicker rate than for Region 7E. However, the increase in average income is continuing to slide. The data below is compiled by the PIC (Private Industry Council) and is the best estimate of the labor force size and unemployment. The averages for 1991 are based upon data for January through July, 1991.

Pine County Labor Force

	1990	1991
Labor Force (yearly ave.)	10,491	10,965
Unemployment (yearly ave.)	883	1,103
As a %	8.4%	10%

Based upon the information above, while the labor force is increasing, so is the unemployment rate. However, to be a fair comparison, the first seven months of 1990 should be averaged and then a comparison made. When this is done, the unemployment rate for 1990 was 9.2% and the average labor force stood at 10,324. Therefore, in a comparison of the first seven months of 1990 with those of 1991, the average labor force rose by 641 persons but, the unemployment rate rose by .8% or by 158 persons.

Another source of data to use as an indicator of an area's economic health is the Employment and Wage data collected by the Minnesota Department of Jobs and Training. The data is selected from quarterly tax reports submitted by employers covered under the Minnesota unemployment compensation tax law. Approximately 97% of the total non-agricultural wage and salary employment in the county is included in this data set. Eight categories of workers excluded from coverage are:

1. the self-employed;
2. farms with less than four employees in 20 weeks;
3. all railroad transportation employment;
4. insurance and real estate salespeople who work only on commission basis;
5. students working for the school while a full-time student;
6. those employed by a church or synagogue for religious work;
7. minor children, spouse and parents working for owner of a business; and
8. elected officials at the Federal, State and Local levels of government.

Listed below is a breakout of the covered industries in the county. The average employment and average weekly wage per employee is also included.

Industry	Average Employment	Average Weekly Wage
TOTAL - All Industries	4,997	$294.48
Agriculture-Forestry-Fishing-Mining	133	271.22
Construction	155	533.72
General Building Contractors	29	285.27
Heavy Construction, Except Building	41	369.33
Special Trade Contractors	86	695.87
Manufacturing	401	351.15
Durable Goods	338	370.75
Non-durable Goods	63	245.45
Transportation & Public Utilities	159	428.76
Local Transit, Trucking & Warehousing	68	317.17
Communications, Elec., Gas & Sanitary	91	512.46
Trade	1,582	186.91
Wholesale Trade	172	271.26
Durable Goods	35	359.83
Non-durable goods	137	248.85
Retail Trade	1,411	176.67
Building Materials & Garden Supplies	51	226.02
General Merchandise Stores	91	139.16
Food Stores	229	160.18
Auto Dealers & Service Stations	215	319.10
Apparel Stores, Home-furnishings Stores	15	121.95
Eating & Drinking Places	709	138.30
Miscellaneous Retail	101	196.60
Finance, Insurance and Real Estate	168	361.76
Depository Institutions	114	353.85
Insurance Carriers & Agents	25	392.07
Real Estate	28	366.68
Services	731	204.18
Hotels Lodging, Personal Services	52	216.70
Business Services	17	171.18

Industry	Average Employment	Average Weekly Wage
Auto Repair & Other Misc. Repair, Motion Pictures, Amusement & Recreation	49	138.78
Health Services	359	228.57
Legal Services	15	473.33
Educational Services, Social Services	142	209.93
Museums & Zoos, Membership Organizations	87	83.31
Engineering & Management, Private Households	10	198.33
Government	1,668	382.55
Federal	311	516.62
State	174	477.66
Local	1,183	333.32

This appears to follow a continuing trend in the county, a drop in county income relative to the remainder of the state. For example, in 1969 the per capita income for Pine County was $2,183. This ranked the county 69th among Minnesota counties. In 1983, per capita income increased to $6,173. However, the county's ranking among Minnesota counties dropped to 79th. The Bureau of Economic Analysis released the most recent income data for 1987. Pine County residents per capita rose to $10,086 but its relative ranking dropped to 83rd in the state. Evidently, while the county is experiencing a healthy growth in the number of jobs, the wage scales are low.

In reference to the material included in the appendix under employment data, the county has gained jobs in the covered employment sectors from 1989 to 1990. Over the last three quarters of both 1989 and 1990, Pine County's average employment increased by 147 jobs or 3% and the average weekly wage increased by $6.64 or less than 3%. For comparison purposes, Region 7E saw an increase of 797 jobs or 2.6% from 1989 to 1990. The average weekly wage in 7E increased by $16.22 or a little more than 5%. Therefore, Pine County is experiencing job growth in the covered employment sector which exceeds the job growth of Region 7E. However, the increase in the weekly wage rates for the county increased at half the rate seen in the region.

Unemployment in the county is high, relative to the rest of Minnesota. From 1980 to 1988, Pine County's rank in the state rose from having the 15th highest unemployment rate to the 9th highest.

Unemployment Rates

Year	County Rate	County Rank #	Region 7E	State
1980	10.3%	15	8.6%	5.9%
1981	9.1%	14	7.9%	5.5%
1982	11.5%	15	10.4%	7.8%
1983	12.3%	14	10.5%	8.2%
1984	11.0%	14	8.6%	6.3%
1985	10.5%	15	8.8%	6.0%
1986	9.5%	12	7.6%	5.3%
1987	9.6%	11	7.7%	5.4%
1988	7.8%	9	6.0%	4.0%

The most recent unemployment data illustrates the continuing trend. For October, 1990, the county's unemployment rate was 6.6%. Region 7E's rate was 5.8% and for the state, it was 4.2%. Despite the job growth, a strong element of unemployment persists, suggesting that population and labor force growth exceeds the county's job growth rate.

The 1980 census has the most complete identification of what industry Pine County residents work in:

Industry	Persons	%
Farming, Fisheries, Forestry, Mining	1,011	14.3
Construction	557	7.9
Manufacturing of Goods	1,118	15.8
Transportation	269	3.8
Communication and Public Utilities	139	2.0
Wholesale Trade	179	2.5
Retail	1,179	16.6
Finance, Insurance and Real Estate	206	2.9
Business and Repair Service	147	2.1
Personal, Entertainment, Recreation Service	224	3.2
Professional and Related Services:		
Health Services	635	9.0
Education Services	717	10.1
Other Professional and Related Services	207	2.9
Public Administration	496	7.0
Total Employed Persons	7,084	

* The 1990 Census data about employment is not available until early 1992.

The top three employment sectors were services, retail, and manufactured goods (durable and non-durable goods combined).

Based upon the County Business Patterns data, the number of establishments increased in the following areas from 1980 to 1986:

* The 1986 data is the most recent available.

	Number Increased
Eating and Drinking Places	9
Miscellaneous Retail	8
Health Services	4
Personal Services	5
Membership Organizations	9 +

Increases in employees were seen in:

	Number Increased
Eating and Drinking Places	66
Health Services	64
Whole Trade - non-durable	57
Miscellaneous Retail	43
Auto Dealers & Service Stations	25

Again, based upon a different employment information source, job growth in the county is occurring in the service and retail sectors. While these are typically low paying jobs, it is also a high growth job market. This is not only a trend in the county, but for the state as well.

Agriculture, which has been an important economic sector for the county, remains so. In 1982, $34 million of agriculture goods were sold. Nearly 90% of that was livestock related goods. The other 10% was crop related products. In 1988, the value of agriculture goods produced and sold was $36 million. Livestock related goods accounted for nearly $33 million of the total. While crop production for sale does not appear to be a vital component of the economic sector, much of the production is likely destined for the more critical livestock crop. Preservation of the county's prime agricultural lands should be a concern and goal.

In light of the service and retail sectors importance and growth trends, tourism plays an ever important part in the economic mix. Based upon data compiled by the U.S. Travel Center, the estimated travel expenditures within Pine County during 1988 were $28 million. From this, $.8 million in payroll was generated, which represents 440 jobs and $180,000 in local tax receipts. These estimates are based upon data gathered by the State Revenue Department. The information is again generated from tax receipts

sent in from tourism related businesses such as hotels/motels, restaurants, service stations and others. The data is analyzed through a statistical software package which then generates the estimates listed above. Since the numbers are just estimates, they should only be used as indicators of what may be occurring in the county rather than used as fact.

Land Use

Pine County's outdoor recreation resources are among its greatest assets. Few counties in Minnesota can offer the traveling tourist or vacationer the variety of recreational experiences that can be found here. Even though little is currently being done to promote tourism and protect valuable recreation assets, Pine County is in a position to become one of the state's leading outdoor recreation areas. Resources include three major rivers, two state parks, five state forests, many historic sites, lakes, streams, and other attractions.

A large portion of Pine County lies in public ownership. More than 26% of the county area is owned and managed publicly, either the Federal, State, or County level. A little less than 10,700 acres are owned and managed under a variety of federal agencies. More than 181,500 acres are owned and managed under a variety of state agencies. Finally, nearly 50,000 acres are owned and managed by the county, the majority by the Pine County Land Department. To determine where the public ownership is, refer to the most current plat map.

Most of the public ownership is in the two state parks, the five state forests, the St. Croix National Wild River, Tribal lands, and county managed forest lands. This type of land use generates seasonal tourist traffic, including campers, canoeing, hiking, trail use, hunting, among many others.

Major Rivers

Perhaps the county's most prestigious recreational asset is the St. Croix National Wild River. The Upper St. Croix, much of which borders Pine County, has been designated as part of the National Wild and Scenic River System under a cooperative plan developed by the U.s. Department of Interior, the State of Minnesota and Wisconsin and Northern State Power Company. The Kettle River is also a Wild and Scenic River. Both are designated canoe routes and have a variety of campgrounds and public access points. The western portion of the Snake River is designated as a "Transitional Stream while the eastern portion is classified as "Forested." These DNR designations are actually definitions as to land use along the banks of the river. The transition portion is a mixture of cultivated, pasture, and forested lands, along with considerable development. The forested section traverses through mainly forested areas and is sparsely populated.

State Parks

St. Croix State Park is one of the oldest, largest and most popular in Minnesota. This 34,000 acre facility borders the St. Croix Wild River. As the county's major leisure time destination, it attracts over a quarter-million visitors annually.

Banning State Park incorporates the famous Hell's Gate portion of the Kettle River as well as the old ghost town site of Banning. Banning Park attracts increasing numbers of visitors as its attractions become known.

State Forests

Five state forests are located in Pine County ranging from the 640 acre D.A.R. Memorial Forest northeast of Askov to the large Nemadji State Forest containing 90,240 acres within the extreme northeastern corner of the county and extending into Carlton County. Other state forest are the General C.C. Andrews between Willow River and Sturgeon Lake, the St. Croix in the north area of the state park and the Chenwatana located south of St. Croix State Park bounded on three sides by the Kettle, St. Croix and Snake Rivers.

Recreational Trails

Old logging railroad grades, abandoned roads, and abandoned rail lines often serve well as multi-purpose hiking, horseback riding, snowshoeing and cross country skiing routes. Horseback riding is a big attraction in Pine County as expressed by several active saddle clubs. It should be more widely promoted with particular reference to Twin City riders who would undoubtedly respond enthusiastically if the county's riding facilities were better known.

Pine County already has an extensive network of mapped snowmobile trails. Much of the county is regarded as a snowmobiler's paradise. This popular wintertime activity contributes significantly to the county's "off-season" economy.

Our "aqua-highways" or canoe routes are among the state's finest. The river system of the county provides a variety of water types for those with canoeing skills ranging from "novice" to "expert." The county contains major sections of the Kettle, Snake and St. Croix Rivers.

Hunting and Fishing

These sports will continue to be among the most popular

recreational activities engaged in by county residents and visitors alike. Large areas of Pine County are suitable habitat for many species of game and fowl. Summer fishing and ice fishing have long been among the most popular activities.

Historic Sites

The North West Company Post has been reconstructed by the Minnesota Historical Society at the original site on the Snake River one and one-half mile west of Pine City. This small wintering post now looks like it might have in 1804 during the height of the fur trade period.

Several prehistoric sites in the county include the Stumne Mounds along the south side of the Snake River and the Vach prehistoric sites located between Pokegama Lake and the Snake River. Other sites of interest include lumber camps, logging dams, trading posts, Indian mounds, copper mines, and trails.

Lakes and Wetlands

Pine County has nearly 8,600 acres of water. Sixty-four (64) lakes have had contour maps developed. The lakes in the county which are most significant are listed below:

Lake	Size (acres)	Shore Length (miles)	Maximum Depth (ft.)
Pokegama	1,621	10.6	25
Sturgeon Lake	1,456	8.0	40
Cross	1,013	11.3	31
Island	582	6.3	40
Sand	575	6.9	47
Grindstone	520	4.8	153
Oak	444	3.7	18
Big Pine	398	5.4	25
Upper Pine	216	3.3	15
Bass Lake	206	3.4	20

SOURCE: Minnesota State Planning Agency, DataNet, 1991.

These lakes not only are subject to recreational use but also development pressures. Below is listed these same lakes and a comparison of the number of seasonal and permanent homes located along their shores in 1967 and again for 1982.

Lake		Seasonal Homes	Permanent Homes	Total
Pokegama	- 1967	178	50	228
	- 1982	273	135	408
# Change		+ 95	+ 85	+180
Sturgeon Lake	- 1967	84	22	106
	- 1982	181	54	235
# Change		+ 97	+ 32	+129
Cross	- 1967	202	57	259
	- 1982	226	159	385
# Change		+ 24	+102	+126
Island	- 1967	67	37	104
	- 1982	141	77	218
# Change		+ 74	+ 40	+114
Sand	- 1967	115	32	147
	- 1982	175	93	268
# Change		+ 60	+ 61	+121
Grindstone	- 1967	59	18	77
	- 1982	58	21	79
# Change		- 1	+ 3	+ 2
Oak	- 1967	7	9	16
	- 1982	38	12	50
# Change		+ 31	+ 3	+ 34
Big Pine	- 1967	81	19	100
	- 1982	123	35	158
# Change		+ 42	+ 16	+ 58
Upper Pine	- 1967	7	1	8
	- 1982	34	4	38
# Change		+ 27	+ 3	+ 30
Bass	- 1967	34	13	47
	- 1982	62	14	76
# Change		+ 28	+ 1	+ 29

Pokegama has the greatest number of homes located along its shores. It also experienced the largest increase in numbers of housing units during the time period of 1967 to 1982. Cross Lake saw the largest increase in permanent homes, while Sturgeon Lake saw the largest increase in seasonal homes.

Pine County also has a significant level of wetland area. In 1984, the county had 279,000 acres of wetlands, the ninth most in

the state.

Transportation

The heart of any economic system is an area's transportation system. Pine County is one of the larger counties in Minnesota and, therefore, contains a sizeable roadway system. The Minnesota Department of Transportation compiles data on the number of roadway miles contained in the counties. The following is a listing of Pine County's roadway system:

All Roadway Systems	Miles	% of Total	Miles Per Sq. Mi. Land Area	Miles Per Capita
Trunk Highway	171.434	9.7%	0.12	.008
County State Aid	473.272	26.9%	0.33	.022
County Roads	221.790	12.6%	0.16	.010
Municipal Street	105.492	6.0%	0.07	.005
Township Roads	790.567	44.9%	0.56	.037
Subtotal	1,762.555	100.0%	1.25	.083
Sq. Mile Land Area =	1,414		1990 Population =	21,264

SOURCE: Pine County Highway Department, 1991

With this, nearly 1,800 miles of roadway comes the enormous task of maintenance and replacement. The county's five year construction plan includes reshaping of nearly 45 miles of roadway, paving or overlaying more than 75 miles of roadway, some curb and gutter work, and repair of some bridges and their approaches. The estimated cost of this work is nearly $16.5 million. Refer to the transportation data in the appendix for the specific project numbers.

Despite the seemingly ambitious maintenance plan referenced above, a need does exist for the county to become a leader in requiring road standards. Without such standards, poor roadway systems are designed and built in rural subdivisions. These poor systems become nearly impassable during spring thaws or during heavy rains or snows. Emergency vehicles have had difficulties in reaching residents in some of these rural subdivisions due to narrow roads, poor construction materials, illogical numbering systems, or too few turn-around areas.

Traffic Volume Counts

A comparison of average daily traffic volume counts between 1984 and 1989 shows the daily traffic volumes have increased on much of the county's roadway system. The traffic entering and exiting the county on the south end of I-35 is at 11,800 units per day, up 4,500 units from 1984. At the north end of I-35, 9,000 units are entering or exiting the county in 1989, up 3,100 units from 1984.

Traffic volumes have increased in most of the southern half of the county. The roads, in particular that are carrying more daily traffic in 1989 then found in 1984, include State Trunk Highways 70 from I-35 east to Wisconsin; 107 from the City of Henriette south into Kanabec County; and 48 from the City of Hinckley east into Wisconsin. County State aid highways of note carrying larger traffic volumes include #8 from Pine City east to County Road 117; #14 from 4 1/2 miles west of I-35 to one mile west of Chengwatana State Forest; #18 from the City of Hinckley west into Kanabec County; and most of the roads serving the Pokegama Lake Area.

Traffic count comparisons are a little different in the northern half of the county. While some roadways also show increases, many show small or no increase from 1984 to 1989. Two county state aid highways do show marked increases in traffic county though. County aid highway #28 from the City of Sandstone west to Kanabec County and #48 from southeast of Oak Lake west to I-35 show significant increases.

The county has within it a rail line which enters along the western border of Brook Park Township. The line is joined just west of the City of Brook Park from another line which enters the county along the western border of Royalton Township. From Brook Park, the rail line runs northeast through the cities of Hinckley, Sandstone, Askov, Bruno, Kerrick, and then exits into Carlton County from Nickerson Township. The rail operator is Burlington Northern.

Township Zoning Activities

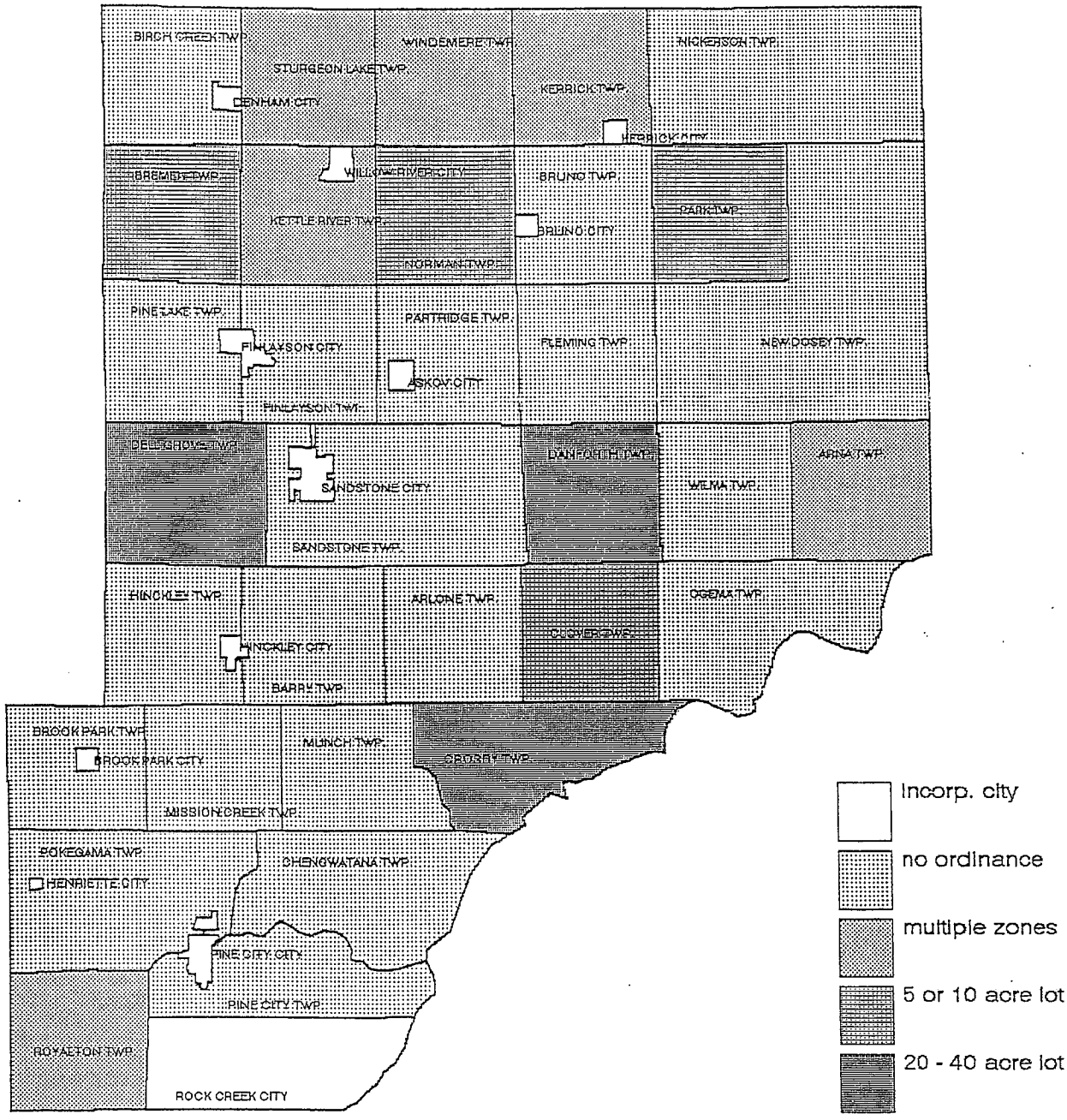
Thirteen of Pine County's townships have some type of Zoning Ordinance in force. The degree of regulation varies considerably from township to township. Arna township, for instance, has three separate zoning districts. The minimum lot sizes go from 1/2 acre to 10 acres. It has specified minimum lot widths, setback requirements, a shoreland reference, sanitary reference, adopted road standards, and has an official zoning map. On the other end of the spectrum is Crosby Township. The level of development is two lots allowed within 40 acres and has two districts. None of the other regulations found in Arna Township's Zoning Ordinance are contained in Crosby's ordinance. However, since most of Crosby Township is either state park or other public lands, a sophisticated Zoning Ordinance is not needed. The remaining township zoning ordinances fall somewhere between Arna's and Crosby's.

The geographical location of townships which have zoning is scattered, although half are found in the northern third of the county. Two townships with zoning, Crosby and Royalton, are in the southern one-third of the county; four townships, Arna, Clover, Danforth, and Dell Grove, are within the central one-third; and the remaining seven (Bremen, Kerrick, Kettle River, Norman, Park, Sturgeon Lake, and Windemere, are in the northern third.

Other restrictive actions taken by townships in terms of development have been included: initiation of a building moratorium; subdivision moratium's ranging from all land splits to allowing only exemption certificates. Most townships are waiting for a direction to be established by the County.

For a quick reference, as to specific Township Zoning Regulations, refer to the Township Zoning Summary Table on page 29.

Lot Size Requirements in Pine County Townships with Zoning



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If a township has multiple zones, lot size requirements vary by district. Refer to the following table for sizes. In Crosby township, no minimum size requirement exists. However, a limit of two lots per 40 acres is in force.

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Pine County Township Zoning Summary Table

Township	Zone	Min. Lot Size	Min. Lot Width	Set-back Regs.	Shore-land Refer.	Sani-tary Refer.	Zon-ing Map	No. of Dist.	Road Stds.
Arna Township	A	.5 acre	y	y					
	B	5 acre	y	y	y	y^4	y	3	y
	C	10 acre	y	y					
Bremen		10 acre	n	y	y	y^4	y	2	n
Clover		5 acre	y	y	n	y^2	n	1	y
Crosby		none-2 within 40 acre	n	n	n	n	n	2	n
Danforth		40 acre	y	y	n	y^2	n	2	n
Dell Grove		20 acre	y	y	n	y^1	n	-	n
Kerrick	A&B	20,000 sq. ft.	y	n	n	n	y	4	y
Township	D	15,000 sq. ft.	y	n					
Kettle River	A-O	5 acre	y	y					
	5	river-5 acre	y	y	y	n	y	2	n
Township		lake-2.5 acre	y	y					
Norman		10 acre	y	y	y	n	y	2	n
Park		5 acre	y	y	n	y^2	y	2	n
Royalton	A-O/ A-R	10 acre	y	y	y	y^1	y	3	n
Township	S	conform to county ordinance	y	y					
Sturgeon Lake	A	20,000 sq. ft.	y		n	y^2	n	2	y
Township	B	15,000 sq. ft.		y					
Windemere	R-1	2.5 acre	y	y	n	y^3	y	6	n
Township	R-2	40,000 s.f.	y	y					
	R-3	20,000 s.f.	y	y					
	C-1	20,000	y	y					
	A-1	5 acre	y	y					
	Forest Mgmt.	5 acre	y	y					

* * * * * * * * * * * * * * * * *
* y^1 - PCA 7080 Refer. *
* y^2 - MN Dept. of Health *
* y^3 - Pine County Health *
* y^4- State 8040 Refer. *
* * * * * * * * * * * * * * * * *

(Status of Township Zoning as of March 24, 1992)

Land Use/Development Issues

The planning issues facing Pine County are numerous and are of concern to governmental officials at the township, city, and county levels. These issues have been detailed in the "Planning Tactics" Report for Pine County (October, 1990, Community Planning & Development Associates.)

Planning and development problems and conflicts are being faced in many portions of Pine County. Some areas have attempted to address those problems by enacting moratoriums as four Townships have done or by extending zoning ordinances within a two miles planning area as Pine City considered. A variety of factors have prompted county, township and city officials to examine the planning process in Pine County. Pine County's location between the Twin Cities Metropolitan area and Duluth has made rural development very attractive for the urban population due to the excellent transportation routes, such as Interstate 35. Pine County is within easy commuting distance of these urban centers and provides a desirable rural living atmosphere. This attractive location has been further enhanced by the availability of inexpensive land and a relative lack of development regulations when compared to the more urban counties. The attractiveness as a rural development area can readily be seen in the large increase in subdivision activities along the Snake River and the enrollment increases in the Pine City Schools.

The county is experiencing a strong influx of migrants from counties with more restrictive growth and development regulations. The inexpensive land in Pine County, together with limited development regulations have resulted in County department heads seeing increased complaints and caseloads, budgets being stretched to serve the demands, and staff is being forced into a reactionary mode rather than a preventative one.

Problems expressed by township officials included:

1. The need for new ordinances:

    a. a county-wide zoning ordinance
    b. a sanitation ordinance
    c. a well and septic ordinance
    d. a need for large lot size

2. Coordination between the County and Townships:

    a. suggestion that townships be brought in on the development process
    b. needed coordination between townships and county officials, for example; in the recording of new lots the County Recorder could use a checklist to ensure that township officials review newly created lots and the lots meet township zoning standards
    c. road maintenance and dedication responsibilities need

to be more clearly specified.

3. Enforcement suggestions of problems:

   a. need county-wide enforcement of zoning ordinance
   b. minimize the number of exemption certificates
   c. some townships are so small and with such minimal budgets that enforcement of township ordinances is not practical
   d. some townships are not enforcing septic regulations which may exist in their zoning ordinance due to a lack of staff and expertise

4. Development problems or suggestions to improve development process:

   a. need to direct development away from remote areas, areas with access problems, and from unsuitable land types
   b. restrictions on some types of shelters now being used as residential households by requiring a minimum size of year 'round habitable structures, which would also allow manufactured homes but restrict the placement of very old mobile homes or recreational vehicles that do not meet the current state standards for manufactured homes
   c. would like to see road dedication and full construction finished before final plat approval and recording
   d. buildable lots in a new subdivision should be required to have electric power stubbed in prior to final plat approval
   e. initiate comprehensive soil survey for Pine County

5. Citizen complaints or ordinance violations:

   a. junk cars a problem
   b. dumping of garbage and trash strewn about
   c. waste tires are improperly disposed of throughout the county

The number of subdivision requests has been steadily increasing in recent years and concerns have arisen regarding the subdivision process and the need to ensure quality residential areas. Subdivision activity increased steadily from 1974 through 1983. This included 32 subdivisions with 10-49 lots each and 21 subdivisions with over 50 lots each.

In 1991 there were a total of 2,530 lots of record scattered throughout the county. These lots range in size from under one (1) acre to parcels larger than 40 acres. These parcels have not been evaluated for site suitability for building construction and numerous "lots-of-record" are known to exist in locations with poor soils, flood plains, inaccessible areas, substandard sizes and unbuildable remnants. The number of lots range from a high of

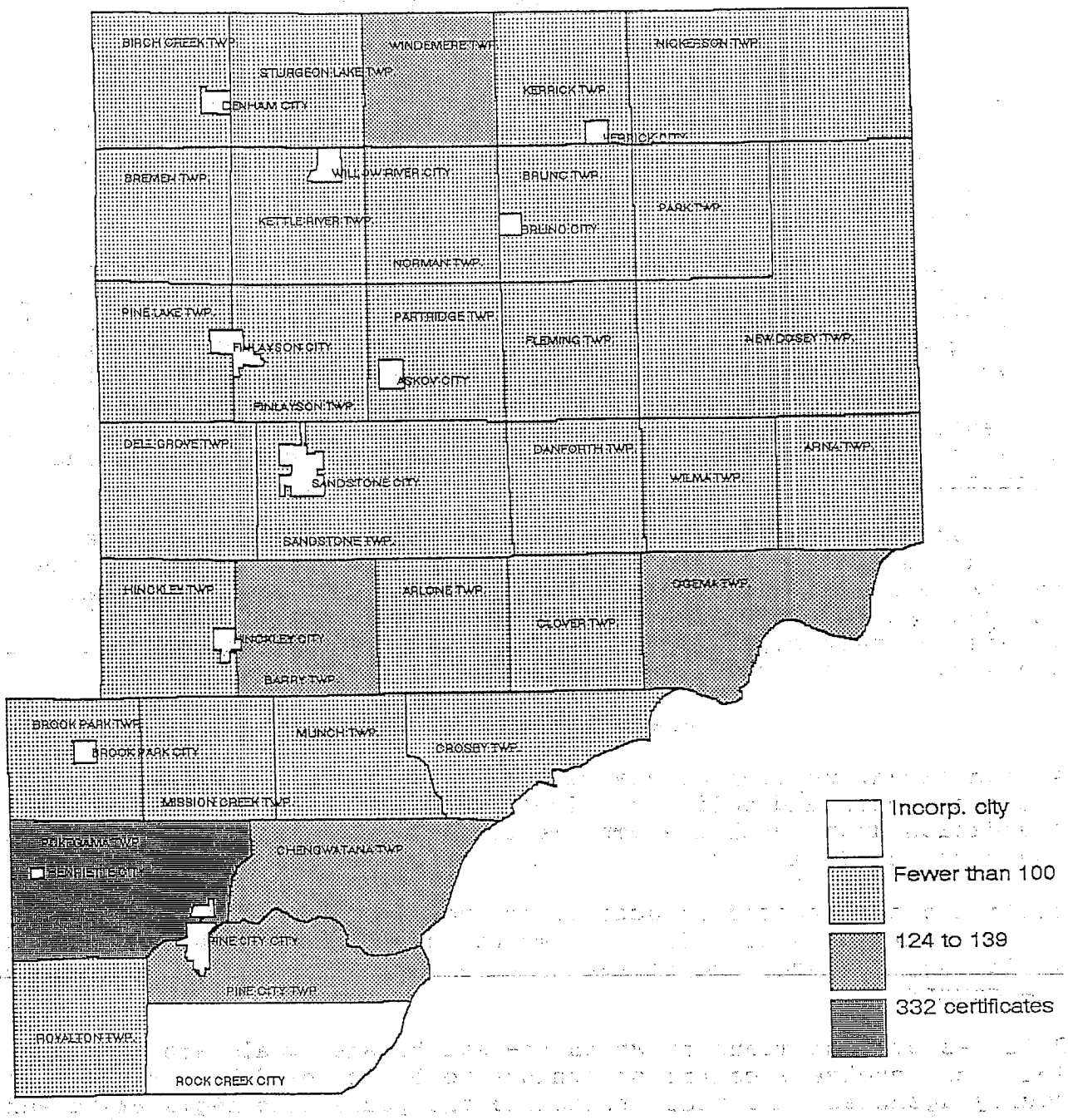
252 in Pine City Township to a low of 0 in Crosby Township. The following table illustrates the total lots by area. Since 1978, the county has experienced a significant number of requests for "exemption certificates." In some townships the request have been minimal while other such as Pokegema have had over 332 certificate requests. The following table provides the number of requests by township since 1978, when the Subdivision Ordinance was adopted.

Exemption Certificate Requests By Township

Arlone	43	Mission Creek	41
Arna	24	Munch	45
Barry	139	New Dosey	67
Birch Creek	30	Nickerson	23
Bremen	80	Norman	29
Brook Park	58	Ogema	127
Bruno	51	Park	3
Chengwatana	124	Partridge	83
Clover	11	Pine City	127
Crosby	11	Pine Lake	90
Danforth	3	Pokegama	332
Dell Grove	90	Royalton	92
Finlayson	83	Sandstone	96
Fleming	37	Sturgeon Lake	22
Hinckley	81	Wilma	19
Kerrick	33	Windmere	129
Kettle River	63		
		TOTAL	2,288

The subdivision activity has raised concerns by township officials and citizens about road standards and dedication; sanitary system standards; water quality; shoreland development impacts; impacts on agriculture and forestry; service requirements by the county, townships, and schools; and the general environmental impacts.

EXEMPTION CERTIFICATES ALLOWED BY TOWNSHIP - 1978 TO 1991



DATANET PLUS MAPPING

An average of 176 Exemption Certificates per year have been allowed in Pine County. Pokegama Township has had the most certificates allowed with 332. Five other townships have had more than 100 certificates allowed in this time period.

Pine County Zoning Office

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Pine County, Minnesota
Comprehensive Plan Update
Planning Goals and Policies

Statement of Purpose

During the past twenty years Pine County has experienced significant changes in its development patterns. Population growth pressures have stimulated residential development in the rural portions of Pine County, especially along its rivers and lakes. The county's bountiful and desirable natural resource areas appeal to the seasonal resident, creating yet another growth pressure. Commercial development pressures are being seen in other portions of the county.

This update of the Pine County Comprehensive Plan is in response to these pressures. The plan has examined the county's existing situation in terms of population, its economy, and the natural resources. The plan, goals, and policies which have been developed should not be viewed as a "static" document. Instead, changes should be incorporated as necessary to reflect social, economic, and political situations as warranted. Flexibility of this plan must be an integral trait, allowing city, township, or county officials to respond creatively to individual situations.

The plan should be reviewed on a regular basis. The individual components comprising the analysis should be looked at during the review period to determine whether policy shifts need to be made. Any changes to the plan should involve broad citizen and local government participation, and be based upon sound planning principles and supported by factual documentation.

Planning Goals and Policies

A significant portion of any planning study is the formulation of a set of goals and policies. These goals and policies provide the foundation upon which the implementation tools reside to guide land use and planning decisions.

Goals are the desired objectives or ends as expressed by the planning process participants. They are meant to ultimately result in the kind of living, working, and recreational environments desired by citizens of the county.

Policies are the means by which the established goals are achieved. Policies involve a course of conduct to be followed by a variety of county agencies, and thus, translate the goals into legislative and administrative action.

All goals and policies must be collectively considered. While an

individual goal or policy may dictate a course of action, it is more likely that several policies should be considered in determining a course of action.

Agriculture

Pine County is essentially a rural county. A significant portion of its economy is rooted in agricultural production. According to the 1991 Minnesota Agriculture Statistics Publication, cash receipts received by Pine County farmers in 1988 and 1989 were $39,556,000 and $42,848,000 respectively. Heaviest concentrations of agricultural activity are found in the southern portion of the county. This area is also receiving urban development pressures which detract from agricultural operations. Forestry activities are dominant in northern Pine County and less agricultural activity exists. This area should promote forestry and recreational activities as primary land use activities. It is in the interest of the county and its communities to maintain existing agricultural and forestland as a permanent and vital part of the local economy.

Goals:

I. To protect and maintain Pine County's agricultural and forestry lands in a manner which will benefit future generations while maintaining the integrity of the resource base.

II. To maintain the economic viability of farming and forestry operations.

III. To encourage and facilitate the wise long-term management of agricultural and forest lands in Pine County, regardless of ownership.

Policies:

1. A county-wide soil survey could be used to identify prime agricultural lands in Pine County.

2. Discourage non-farm development on prime agricultural land through more restrictive zoning. (Example: Larger lot sizes like one (1) non-farm dwelling per 40 acres or subdividing a 40 acre parcel only once.)

3. Initiate a county-wide rating system for evaluating potential farmland conversion. An example would be the Farmland Conversion Impact Rating System in use by USDA whereby one (1) building site could be evaluated against one or more alternative sites.

4. Incompatible land uses such as junk yards, tire dumps, abandoned equipment, and others will be carefully controlled so they do not become a public nuisance.

5. Structures of all types should meet minimum setback requirements at intersections and along right-of-ways.

6. The Pine County Highway Department has a permit process for construction of access points along county roads. The location is checked for proximity to other entrances and to determine the size of culvert required. The purpose of this process is to reduce the possibility of unsafe entrance locations and to allow for adequate drainage in roadside ditches.

7. The county will work with farmers and encourage them to use the agricultural best management practices as guidelines for farming practices to reduce erosion and groundwater contamination.

8. Work with area farmers who operate feedlots to observe MPCA feedlot guidelines to better control pollutant hazards. Carefully control locations of new feedlots to minimize pollution and nuisance problems.

9. As a means of maintaining prime agricultural and forest lands, the county may consider implementing an Agricultural Preservation program as allowed by the Minnesota Agricultural Land Preservation Program.

Recreational and Natural Resource Areas

The forests, lakes, rivers, and wetlands all serve crucial functions in the economic and environmental aspects of the county. Forestry areas help minimize erosion, are a continuous source of energy (firewood) and income (lumber), provide habitat for wildlife, and attract tourists (parks, hunters, seasonal residents). Sportsmen, tourists, and seasonal residents are also attracted to the county's water resource areas.

Goals:

I. To protect and maintain Pine County's natural resource areas in a manner which will benefit future generations and will remain a viable economic benefit to Pine County.

II. To work closely with State agencies, the Pine County Land Department and townships to manage Pine County's resources and enhance recreational opportunities.

Policies:

1. Establish density limits with lot sizes ranging from one (1) to ten (10) acres to reduce rural development which encroaches in remote recreation areas and increases rural service costs. In more urban settings or adjacent to cities, a one (1) acre minimum will be considered.

2. Encourage the use of existing seedling planting and reforestation programs.

3. Observe the forestry best management practices to reduce pollution and erosion and enhance forest production and increase wildlife habitat.

4. Carefully consider development in areas where soils present severe or very severs limitations such as slope exceeding twelve percent (12%), wetlands areas, high water tables, or low permeability.

5. Encourage the County Land Department to continue its current management practices to maintain the forestry resources and enhance recreational opportunities.

6. Encourage expansion of the trail system in the county and utilize abandoned road and rail rights-of-way when possible.

7. The "management recommendations" of the Management of Pine County's Tax Forfeited Lands should be incorporated into development proposals, where applicable, to best manage the natural resources and coordinate road access concerns.

8. The Pine County S.W.C.D. will be encouraged to develop a county-wide Comprehensive Water Management Plan and to undertake the necessary educational programs to protect the water resources of Pine County.

9. In considering development proposals, the county will seek advice from the S.W.C.D. on relevant soil characteristics information and review the continuing need for a county-wide soil survey.

10. In shoreland areas, the County will seek to regulate development densities by requiring a forty-thousand (40,000) square foot minimum lot size or larger.

Residential - Rural and Recreational

Pine County's residential needs consist of rural year 'round and recreational seasonal dwellings. In some areas these will be mixed together and in other areas a clear separation will be necessary. It is the intent of this plan to restrict urban residential growth in farm areas and remote natural resource areas. Generally, residential development should be kept at very low densities in the rural portion of the county to prevent the need for urban services. Residential/recreational development should be carefully regulated through the subdivision review process and enforcement of the Flood Plain and Shoreland Management Ordinances.

Goals:

I. To provide safe, healthful, and aesthetically pleasing residential/recreational development.

II. To promote residential (rural and recreational) development in those areas convenient to facilities, services, and activities for residents.

III. To maintain quality subdivision design and housing quality to protect residential property values.

Policies - Rural Residences:

1. Urban residential development requiring municipal services will be located within or adjacent to existing urbanized areas where necessary urban services and public utilities can be provided and are planned for by the adjoining communities.

2. In rural areas, non-farm residential development will be kept at low densities of approximately One (1) to ten (10) acres. Upon the development of an appropriate land use control, lot sizes of one (1) acre will be considered for areas adjoining a municipality.

3. All rural residential subdivisions must be planned in such a manner as to provide economical service by water, sewer, roads, and other services, and to permit the proper future subdivision of nearby lands.

4. Residential development should occur on existing lots of record when possible to reduce the need for new roads and subdivisions.

5. Mobile homes built before the 1972 Manufactured Housing seal was required and are currently not in use are to be restricted from new year 'round residential occupancy. Pre-1972 units may be considered for occupancy upon approval by the county, after an inspection to determine adequacy. Enforcement of any such provision should occur only at such time as there is a county-wide or State mandated Individual Sanitary Treatment Code. Manufactured homes would then be required to meet each standard.

   Those same units currently being used as a residence will be classified as a non-conforming use and may be occupied until such time as they are removed from the site.

6. The county should work with existing area housing and health agencies to develop a set of guidelines defining what constitutes unsafe and unhealthful housing conditions. County staff may then conduct inspections of reported housing deficiencies and take a pro-active approach to correcting said deficiencies.

Policies - Recreational Residential:

1. Residential subdivisions in residential recreational areas will be permitted to have lot sizes no smaller than one (1) acre (for unsewered areas). All shoreland area densities shall be in compliance with the minimum shoreland development standards.

2. Recreational residential development should occur on existing lots of record, when possible, to reduce the need for new roads and subdivisions.

3. Seasonally occupied manufactured (mobile) homes shall carry a manufacturer's seal. Pre-1972 units may be considered for occupancy upon approval by the county, after an inspection to determine adequacy.

4. Recreational residential development in "remote" areas of the County will be allowed on parcels of five (5) acres or more to maintain the "remote" character of the area and limit densities since fewer public services will be available.

5. An extensive history of platting has occurred within Pine County and a significant number of lots have been created which may or may not meet the one to ten (1 to 10) acre minimum lot size. Any future ordinance shall contain provisions which recognize existing "lots of record" and provide for development providing that a suitable development site exists on each parcel.

Commercial/Industrial

The majority of commercial and industrial land uses should be directed toward urban areas that are served by municipal utilities. Pine County recognizes the need for special industrial and commercial operations which serve agricultural/forestry related uses and recreational areas. Such uses shall be encouraged to be developed and expanded in Pine County. The county also needs to protect its vast array of recreational and natural resources which provides such a significant attraction to the tourism industry. Commercial/ Industrial activities relating to recreational activities are necessary to support the tourism industry in the county and are to be encouraged accordingly.

Goals:

I. To minimize conflict between the commercial and industrial sectors and other uses such as agricultural, forestry, recreational, or residential uses.

II. To ensure that commercial and industrial projects are designed in a manner that is functional, safe and aesthetically pleasing.

III. To promote the commercial tourism activities within the county by protecting those resources which are vital to the tourism/recreation industry.

Policies - Commercial:

1. No area shall be utilized for commercial uses unless it is shown to be properly located and the site is of sufficient size to accommodate the proposed use.

2. Water-oriented commercial uses are to be provided for in future Shoreland Management Guidelines and will recognize commercial uses adjacent to water resources that are functionally dependent on such close proximity.

3. When evaluating commercial proposals, the county will consider the effect of such uses on the traffic patterns within the county and on the existing road system.

4. Commercial uses shall provide proper screening when necessary to protect property values of nearby residential uses and to prevent possible injury and potential intrusion into areas of residential or recreational development.

5. Commercial business signs which do not distract from an area's recreational character will be allowable, general advertising and billboards will be strictly controlled.

6. The county is developing a more diversified commercial base which includes a strong recreation and tourism element. Recognition and protection of this diversified base shall be encouraged but not to the extent of harming the public welfare or intent of the Comprehensive Plan.

7. Determine the location of major commercial facilities on the basis of transportation facilities and regional needs, guided by local input and the ability to service the commercial uses.

8. Encourage commercial uses to locate long frontage or service roads so that convenient and safe access points are provided for customers, employees, and suppliers. Identify major intersections/interchanges for commercial activities and promote development in a manner which also promotes transportation safety. Discourage strip commercial development in favor of planned commercial clusters.

9. Work with other local governments to develop an overall economic development plan and strategy for Pine County to

develop and maintain quality jobs in Pine County.

Policies - Industrial:

1. No area shall be utilized for industrial uses unless it is shown to be properly located and the site is of sufficient size to accommodate the proposed use.

2. Industrial uses in shoreland areas are to be considered individually as conditional uses so as not to present conflicts with recreational and residential uses in the adjoining shoreland areas.

3. When evaluating industrial proposals, the county will consider the effect of such uses on the traffic patterns within the county and on the existing road system.

4. Industrial uses shall provide proper screening when necessary to protect property values of nearby residential uses and to prevent possible injury and potential intrusion into areas of residential or recreational development.

5. Industrial/manufacturing signs which promote a business or area will be allowable. General advertising and billboards will be directed to industrial areas along major highways.

6. The communities in Pine County are developing a more diversified industrial base which includes manufacturing and industrial park development. Recognition and protection of this diversified base shall be encouraged by promoting development in established/planned industrial areas.

7. Determine the location of major industrial facilities on the basis of transportation facilities and regional needs, guided by local input and the ability to service the industrial uses.

8. Encourage industrial uses to locate along frontage or service roads so that convenient and safe access points are provided for customers, employees, and suppliers. Identify major intersections/interchanges for industrial activities and promote development in a manner which also promotes transportation safety. Discourage strip industrial development in favor of planned industrial clusters.

9. Industrial use not suited for industrial parks or those which require a rural location will be provided for and will be located where transportation and environmental concerns can be resolved.

Inter- and Intra-Governmental Coordination

Success in the implementation of a Comprehensive Plan and new ordinances depends upon the various enforcement agencies communicating effectively with each other and with the decision making body. It also requires effective and two-way communications between the county and the cities and townships.

Goals:

I. To establish better working relationships between the county, townships, and cities.

Policies:

1. The County Board should establish a regular meeting time with township officials and city officials, either annually or bi-annually, to discuss problems of ordinance enforcement or methods to address development problems.

2. In areas where current expansion pressures exist, the county should encourage cities and townships to draw-up orderly annexation agreements or to develop joint planning efforts.

3. Encourage each township to identify all roads under its jurisdiction and record an "official" map with the County Recorder. Road names and numbers should follow a county-wide system to aid emergency vehicles.

4. Most townships are not prepared to provide land use enforcement. The county should take a lead and work with townships in land use and development control as well as addressing sanitation and environmental concerns.

5. Establish workable road development standards acceptable by the county and townships which will be incorporated into the Subdivision Ordinance and provide for township control of local roads through the subdivision process.

6. Any road vacations shall receive the attention of the county and affected townships and representation will be encouraged at any vacation hearings.

General Aesthetic Qualities

The county has captured a significant portion of the tourism industry, be it recreational interests, hunting interests, or just the casual tourist. To keep attracting this market segment, the county must concern itself with positive appearances.

Goals:

I. To improve aesthetic appearances of the county.

Policies:

1. Establish a roadside maintenance program involving all levels of government to keep roadsides clean with county departments setting an example of job site litter control.

2. Encourage the clean-up of recreational village lots and other rural residential sites. Base enforcement on a nuisance solid waste ordinance.

3. Establish appearance and materials standards for signs erected in the county.

4. Work with the East Central Solid Waste Commission to establish recycling and education programs in Pine County.

General Land Use and Development Issues

Goals:

I. To develop a Land Use Plan to guide future development in the county.

II. To make improvements to the county's development process so as to be understood by citizens, county officials, and developers.

Policies:

1. Coordinate county policies with the adopted policies of the county's communities and townships for extension of development. Establish urban service areas around cities.

2. Locate transportation facilities in a manner that will minimize ecological and environmental damage.

3. Prohibit extensions of public services into areas where development should not occur due to natural and man-made constraints (flood plains or wetlands, for instance).

4. Establish a development site identification system and a logical residential numbering system to aid emergency services.

5. Adopt uniform road standards specifications for subdivisions

which are supported by the townships and promote future dedication of roads for township maintenance.

6. If a current subdivision develops further, require the expansion to conform to the new development standards for roads, design, and lot standards.

7. A review and comment period should be granted to all pertinent county departments, ie. engineer, attorney, auditor, and SWCD, regarding preliminary plats for all subdivisions.

8. Affected townships are allowed a review and comment period regarding preliminary plats and should be encouraged to respond. Township criteria for future road approval shall also be considered by the affected township.

9. Final plat approval shall be given only after: 1) the construction of all roads is completed and approved by the county engineer and township to ensure proper quality; or 2) a bond/cash deposit is provided which covers a minimum of 150% of construction costs and can be used by the county if all roads are not constructed within two (2) years. (No partial redemptions will be considered.) A two year period for road completion shall also be implemented. No lots will be allowed to be sold until the final plat and all roads are approved.

10. Clear specifications need to be developed regarding the responsibility of new road maintenance. This shall be agreed upon before final plat approval and both county and township approval shall be noted on the final plat. All new roads shall meet the minimum design standards of the county and township. Road design and construction shall be the sole responsibility of the developer.

11. The county should examine the new "Shoreland Management" Ordinance as recommended by the State of Minnesota. In conjunction, the county will continue implementation of the Kettle River Wild and Scenic River Ordinance.

12. The county should continue to insure that residents have access to financing programs and where necessary, adopt programs which help achieve this. (Example: County residents are eligible to purchase flood insurance when the county adopts a Flood Plain Management Ordinance and joins the National Flood Insurance Program (NFIP).

13. Promote as a Best Management Practice the concept of living snow fences by encouraging the establishment of new, as well as preserving existing tree/shrub/vegetative row barriers along all roadways in all land use areas of Pine County where possible. These barriers should not interfere with the road right-of-way.

14. The extraction of minerals can impose a serious environmental concern if uncontrolled. Extractors of minerals shall make

provision for land reclamation. When regulated by state statues for metallic minerals (MSA 93.44-93.51) steps shall be taken to ensure these regulatory compliance concerns. In Shoreland areas, extraction sites shall be carefully evaluated according to the adopted Shoreland Management Standards.

Implementation

The completion of this update of the Pine County Comprehensive Plan represents only the initial step toward developing a comprehensive planning program. From this point, Pine County will focus its efforts toward implementing this plan through the modification and adoption of various land use regulations. Many of these tools have been used on a limited basis in the past. The only county-wide land use ordinance is the Pine County Subdivision Ordinance. The Shoreland Management Ordinance only applies to shoreland areas generally within 300 feet of streams and 1,000 feet of lakes. Numerous townships have initiated individual zoning controls or moratoriums. For the most part, these regulations are not uniform and a coordination of land use efforts is desirable.

The following planning tools have been discussed and considered by Pine County. With Pine County's limited experience in county-wide land use control, it is not intended that all of these program receive immediate implementation. It is likely that some programs be implemented within six (6) months. Other land use and sewage treatment programs may not be fully implemented for three (3) years. The need for each program must be regularly reviewed by the Planning Commission and County Board. In addition, new State mandates and local priorities may determine earlier implementation of certain programs.

Based on the current priorities established by the Planning Commission and County Board, the following programs are to be considered for implementation in Pine County.

1. Solid Waste Management Ordinance
2. Flood Plain Management Ordinance
3. Shoreland Management Ordinance
4. Subdivision Ordinance
5. Sewage Treatment Ordinance
6. County-wide Land Use Ordinance
7. Wetlands Controls
8. Comprehensive Water Management Plan
9. Wild & Scenic River Ordinance Amendments

To provide the citizens, elected and appointed officials with a description of each of the potential programs to be considered, the following general descriptions are provided.

1. Solid Waste Management Ordinance

Pine County is currently a member of the East Central Solid Waste Commission (ECSWC). The ECSWC is made up of the counties of Pine, Chisago, Isanti, Kanabec, and Mille Lacs. Each county has adopted its own Solid Waste Ordinance which implements the solid waste programs in each county. The creation of the ECSWC has eliminated numerous landfills throughout the area and is working to achieve a variety of recycling and reuse programs. In addition, recycling educational programs are also being initiated to inform residents of the benefits of recycling, how and where to recycle, and what products are recyclable. The current recycling effort in Pine County is being coordinated through the Pine County Zoning Office.

2. Flood Plain Management Ordinance

Under state law, the flood plain is considered to be the land adjoining lakes and rivers which is covered by the "100-year" or "regional" flood. This flood is considered to be a flood that has a one percent (1%) chance of occurring in any given year. Floods of this magnitude occurred throughout the state in 1965 and 1969, and in various parts of the state in 1972, 1975, 1978, 1979, and 1987. Using sophisticated engineering and meteorological techniques, it is possible to calculate the magnitude of such a flood along those rivers where long-term flood records have been kept. Various government agencies conduct these studies and, as they become available, local communities are required by state law to adopt Flood Plain Ordinances.

The natural flood plain is an important part of our water system. It affects storm run-off, water quality, vegetative diversity, wildlife habitat and aesthetic qualities of our rivers and lakes.

Any alteration of the flood plain should be carefully evaluated. The intended use should be appropriate to the site selected.

Pine County adopted a Flood Plain Management Ordinance in November, 1991. Without such an ordinance, severe limitations would be placed on property owners seeking flood insurance and mortgage financing for homes and commercial property.

3. Shoreland Management Ordinance

The Minnesota Department of Natural Resources Statewide Shoreland Management Standards affect all lakes greater than

25 acres (10 acres in municipalities) and rivers with a drainage area two (2) square miles or greater. These standards set guidelines for the use and development of shoreland property including: a sanitary code, minimum lot size, minimum water frontage, building setbacks, building heights, and subdivision regulations. The Shoreland Management Act regulates all land within 1,000 feet of a lake and 300 feet of a river and the designated flood plain. Local units of government with priority shorelands are required to adopt these or stricter standards into their Zoning Ordinance. Pine County is in the process of adopting a new Shoreland Management Ordinance in order to comply with these standards.

Lakes

1. Natural Environment Lakes usually have less than 150 total acres and less than 60 acres per mile of shoreline, less than 3 dwellings per mile of shoreline, may have some winter kill of fish, may have shallow, swampy shoreline, and are less than 15 feet deep.

2. Recreational Development Lakes usually have between 60 and 225 acres of water per mile of shoreline, between 3 and 25 dwellings per mile of shoreline, and are over 15 feet deep.

3. General Development Lakes usually have greater than 225 acres of water per mile of shoreline, over 25 dwellings per mile of shoreline, and are over 15 feet deep.

Rivers

1. Remote Rivers are primarily in roadless, forested, sparsely populated areas in the northeast.

2. Forested Rivers are in forested, sparsely to moderately populated areas with some roads located in northeast, southwest and north central areas.

3. Transition Rivers are in a mixture of cultivated, pasture, and forested lands.

4. Tributary Rivers are all other rivers in the Protected Waters Inventory not classified above.

Pine County has all of these lake and river classifications in the county.

4. Subdivision Ordinance

Currently, the Pine County Subdivision Ordinance provides control on plats. However, the standards, procedures, and development requirements appear to be in need of revision.

The process by which townships become responsible for roads and the road standards is of major concern to both the county and townships. These items are to be revised in the ordinance update process.

5. Individual Sewage Treatment Ordinance

The improper design, location, installation, use, and maintenance of individual sewage treatment systems adversely affects the public health, safety, and general welfare by discharge of inadequately treated sewage to surface and groundwaters. These standards provide the minimum standards and criteria for the design, location, installation, use, and maintenance of individual sewage treatment systems, and thus protect the surface and groundwaters of the county and promote the public health and general welfare. These standards are most effective when applied in conjunction with local planning and zoning that considers the density of the systems that are discharging to the groundwater. These standards are not intended to cover systems treating industrial waste or other wastewater that may contain hazardous materials.
Several townships, realtors, and citizen groups have expressed concerns about the need to control sewage treatment systems on a county-wide basis. Recent discussions at the State level are considering mandatory adoption of the statewide sewage treatment standards. Should this occur, the county will be faced with the implementation of these standards. The county should assume a pro-active policy and address these issues before they become mandatory.

6. County-wide Land Use Ordinance

Pine County has relied heavily on township ordinances to control development in areas outside of the shoreland areas. While some townships are very active, others rely on county guidance and assistance. Even then, the standards which apply are uncertain and often times unworkable.

A county-wide ordinance should be of a relatively clear nature and provide broad "conservation" and "agricultural" districts which take into account the economic and political diversity of the county. In the simplest form this may be nothing more than a process requiring "Land Use" permits so that all construction is consistent with the uses desired by the county and township and insure that other sanitary and subdivision requirements are applied.

Development of a county-wide Land Use Ordinance, as envisioned

at this time, would provide for a variety of land use districts. The districts outlined below are intended to illustrate potential uses and lot sizes for each district discussed, these may not reflect the final lot sizes or uses contained in the final land use ordinance. The final determination on lot size, etc., will require further review by the Pine County Planning Commission and County Board.

Conservation District - areas of public ownership in which residential and recreational development would be restricted, public and recreational uses would be encouraged.

Recreational Residential District - identified areas in the northern parts of the county where recreational development is occurring and a lot size of five (5) acres would be adequate.

Limited Agricultural District - areas of mixed agricultural uses and rural residential development is occurring; residential densities would be more limited and a minimum lot size of ten (10) acres would be required.

Rural Residential District - areas where either year-round or seasonal development is allowed to occur and development can be supported by adequate soil conditions or community water and sewer systems. Lot size minimums of two and one-half (2 1/2) acres would be permissible.

Urban Residential District - small unincorporated areas or areas adjoining municipalities where future utility extensions are possible. This district would recognize existing residential densities and would allow for a one (1) acre minimum lot size.

Commercial District - areas outside of shorelands providing for the sale, lease, rental or trade of goods, products and services would be established to meet the needs of area residents, both permanent and seasonal. Minimum lot sizes would depend on specific uses, however, one (1) acre would be considered minimum.

Industrial District - areas outside of shorelands providing for the production, manufacture, warehousing, storage or transfer of goods, products, commodities or other wholesale items would be established. Major industrial developments would be directed toward the county's municipalities. Industrial areas would be designed to provide services to a particular or be related to the development of the county's resource base.

Pine County's relative inexperience in county-wide land use regulation and current township involvement will require an extended time period to resolve the exact role which the county will assume in this matter. The reluctance of some citizens toward land use regulations and specific township

concerns must also be addressed prior to ordinance implementation. The County Planning Commission will continue to engage in these discussions.

7. Wetlands

Recent legislation at the State and Federal levels have strengthened the controls required over wetland areas. Many of these requirements will be phased in over the next several years and many are not yet fully formulated by the enforcing agencies. In light of these ever changing regulations on wetlands, it will be necessary for the County to carefully monitor these new requirements and determine what role will be assumed by County officials. At the present time, no additional wetland protection controls are envisioned by the County Board or Planning Commission.

8. Comprehensive Water Management Plan

A community, whether it is growing, stable, or declining, loses the opportunity to make choices without planning for its water resources. Planning is, first and foremost, a community deciding: 1) what it has; 2) what it needs and wants; and 3) how best to get them.

By examining water issues and deciding on a course of action, a county can anticipate or prevent problems, and address existing problems before costs escalate and options narrow. In addition, a local government that has developed goals and a plan of action is ready to take advantage of state or federal programs and funding sources to carry out needed measures.

A local government that has a comprehensive water plan is better able to make decisions about day-to-day activities that may affect water resources. It is also able to tie together water related activities and programs, such as those for soil and water conservation, health protection, and zoning. This will enable more effective management of these programs for protection of water resources.

Plans are tailored to problems and opportunities identified by citizens and local governments and through the analysis of information collected during the planning process. A county establishes its priorities and plan of action to address its priorities. The state does not require certain predetermined solutions.

People everywhere are concerned about water issues. Developing a locally initiated comprehensive water plan should set a course of action that is better understood and supported by the public than one initiated by the state or federal government. It also insures that important local issues are addressed.

Water planning under the Comprehensive Local Water Management Act is intended to be a local-state partnership. State agencies are willing to provide local governments with information and technical assistance. A good plan can help sort out the roles of local, state, and federal levels in water management. It can also ensure that limited public dollars are spent on high priority matters.

Pine County has initiated the Comprehensive Water Planning process and has assigned responsibility for the plan preparation to the Pine County Soil and Water Conservation District (SWCD). The SWCD is currently working on a plan completion date of late 1992.

9. **Wild and Scenic River Ordinance Amendments**

Pine County currently has a Wild and Scenic River Ordinance in effect on the Kettle River. Reclassification of any river to Wild and Scenic will require future indepth examinations by the county. Review of this activity is not anticipated before 1995.

The protected Wild, Scenic, and Recreational Land Use District cannot include more than 320 acres of land per river mile on both sides of the river. This generally follows the road or property line nearest to an imaginary "line of sight," the approximate distance that a person can see back from the river.

Portions of a designated river may be managed under three (3) different classifications. The Wild River classification is applied to those portions that exist in a free-flowing state (i.e. without significant artificial modification) with excellent water quality and adjacent lands which are essentially primitive. Scenic rivers are those rivers that exist in a free flowing state with adjacent lands which are largely undeveloped. Recreational Rivers are those rivers that may have undergone some impoundment or diversion and that have considerably developed adjacent lands, but are still capable of being protected and preserved.

Pine County currently participates in the Wild and Scenic Rivers Program. The Kettle River is designated as a Wild and Scenic River under the Minnesota program. The Upper St. Croix is a Wild and Scenic River under the federal program guidelines.

Final Considerations

Beyond existing county land use regulations, county plans and

fiscal programs, and state laws, the successful implementation of the Pine County Comprehensive Plan will also rest with its acceptance with other levels of local government in the county. Townships, for example, will play an important role in the implementation of the plan through the decisions they make regarding local land use issues, local road proposals, and other decisions made in the township. Hopefully, the Pine County Plan can act as a framework, providing direction to townships in their planning and capital facilities decisions. In this way, local decisions can reflect county-wide considerations, while at the same time, county plans remain sensitive to, and incorporate, local township priorities.

Effective Date

This Comprehensive Plan shall be in full force and effect from and after its passage and approval as provided by law.

Passed and approved this 9th day of February, 1993, by the Pine County Board of Commissioners.

Lorette Koecher
Chairperson, Board of Commissioners

ATTEST: Lawrence D. Perreault
County Auditor

(Auditor's Seal)

Notice of Intention Published	March 12, 1992
Public Hearing Held	March 24, 1992
Adopted by County Board	February 9, 1993
Publication of Summary Notice	February 25, 1993
Filed with County Recorder	February 25, 1993
Effective Date	March 1, 1993

This instrument was drafted by:
Pine County Zoning Department
Pine County, Minnesota