



Comprehensive Plan

ADOPTED 20 DECEMBER 2017



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CHAPTER ONE: INTRODUCTION

The Comprehensive Plan (The Plan) provides an opportunity to establish a vision for how the community will grow and develop over the next 20 years and is intended to be reflective of the desires of the entire community. It analyzes various topics related to development including land use, housing and neighborhoods, economic development, transportation, utilities, and parks & trails.

A comprehensive plan does not ensure any change by itself. It must be implemented daily by elected officials, commission members, city staff and other community stakeholders. The Plan is intended to inform decision making related to official controls, such as the zoning and subdivision ordinance, as well as guide future investment through the capital improvement plan (CIP). It also communicates to the private sector the intentions of the City as related to growth and development. As such, it is important in shaping the City's future and should be referenced regularly.

HOW TO USE THIS PLAN

The Plan is meant to be a living document, grounded in real challenges and opportunities. It is meant to be revisited often and revised as conditions change. The City will use the continuous input of the public, whether through formal or informal means, to make sure that the vision, goals and policies are still relevant into the future.

Based on the priorities voiced through public input, as well as demographic, physical, social and economic changes affecting the City, the Plan is divided into the following chapters:

2. Community Profile
3. Vision & Goals
4. Land Use Plan
5. Housing
6. Economic Development
7. Parks & Recreation
8. City Services & Social Capital
9. Infrastructure
10. Implementation

Each chapter includes a profile of the current community conditions, a look at the community goal prioritization related to the chapter topic, and a future guide plan for this topic, as well as strategies that the City will pursue.

The Community Profile, Chapter Two, provides detailed background information regarding demographics, housing, economy, environment, transportation, and land use for Sandstone and in some cases surrounding comparable cities and jurisdictions. This information can be used in the context of land use and development decisions, as well as a recording of the current situation so that change can be better understood in the future.

Appointed and elected officials use the City's Plan as a guide when making decisions about land use, housing, transportation, equity, quality of life, and sustainability. Traditionally, decision-makers reference the Comprehensive Plan when deciding zoning amendments; allocating resources for infrastructure investments; preserving and improving parks, open spaces, and trail connections; and enhancing the quality of life for all residents. Overall, the Plan is meant to provide specific guidance for local officials to accomplish the vision set forth through the planning process.

PLANNING HISTORY

The first step in this planning process was to review previous planning efforts undertaken by the City of Sandstone.

Thriving Communities Initiative



The Thriving Communities Initiative was undertaken between 2012 and 2016. It established three task forces which successfully pursued the following agendas:

Quality of Life Task Force

- House Painting/Cleanup
- Neighborhood Night Out
- Ordinance Study

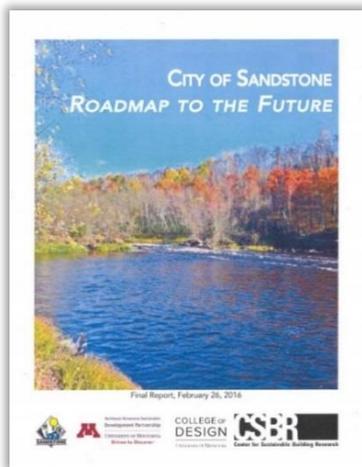
Youth & Future Workforce Task Force

- Create an online presence
- Promote activities for youth

Economic Development Task Force

- Buy Local Program
- Visit Sandstone web portal

City of Sandstone Roadmap to the Future



The *Roadmap to the Future* plan was completed in 2016 with funding from the UMN Northeast Regional Sustainable Development Partnership. The overall goal was to create a resilient community in terms of social, environmental and economic perspectives while preserving and highlighting the city's current environmental and cultural assets. Part branding plan, part asset-based strategic plan, the engagement and recommendations from the Roadmap were carried through into this comprehensive plan development process.

Summary of Recommendations in Roadmap to the Future:

- Embrace the Natural Resource Economy
- Create Clear "Brand" Identity for Sandstone
- Create Places that Foster Culture and Social Connections
- Identify and Improve Connectivity for Pedestrians/Bicycles/ Vehicles Across all Scales
- Revitalize Downtown & Surrounding Areas
- Include Sandstone's Extended Community
- Embrace an Entrepreneurial Mindset and Vision
- Meet Housing Needs of Current and Future Residents
- Develop eco-Industrial Park & I-35 Interchange Development

COMMUNITY HISTORY AND IDENTITY

As indicated in the 2016 Roadmap to the Future, Sandstone has a rich history steeped in its natural resources, which are also part of the City's current identity and an asset to capitalize on in the future. The City is located in Pine County, Minnesota, approximately 70 miles from both Duluth and St. Cloud and 80 miles north of the Twin Cities. It is situated along the Kettle River, an 83.6-mile-long tributary of the St. Croix River in eastern Minnesota. The three main routes to reach the community are Interstate 35, MN. State Highway 18, and MN. State Highway 23.

Originally, the Village of Fortuna was platted by W. A. Porter and incorporated on May 19, 1857, at the junction of the Point Douglas to Superior Military Road and Kettle River. Fortuna served as the county seat for Buchanan County. By 1887, it had 200 residents. Just north, the Village of Sandstone was platted in June 1887 and incorporated on September 28, 1887. On April 14, 1920, the villages of Fortuna and Sandstone merged and re-incorporated as the City of Sandstone.

The City's name in the Ojibwe language is Asini. kaaning, meaning "At the quarrying place" due to the sandstone quarry located at the edge of the City. The town was built-up around the large sandstone quarry. Railroad conglomerate James J. Hill built many of the sandstone structures remaining in the town today.

Sandstone is located on the Kettle River, known for its glacial kettles, and rapids well-loved by kayakers and canoeists. The City has Robinson Park, an historic and natural area that serves as the picnic area for the community, and hosts ice climbing in the winter. The park use preserves the Sandstone Quarry history and is an access point for the Kettle River.

The Sandstone Ice Festival celebrates the winter season and is held annually at Robinson Park with ice climbing, winter camping and snow shoeing activities. In the spring, local paddlers host the Kettle River Paddle Festival, an event for canoeists and kayakers. A down river race and a whitewater rodeo attract paddlers from all over the mid-western United States.

The community is surrounded by Banning State Park, has a connection to the Willard Munger State Trail and is home to the Audubon Center of the North Woods, an environmental education and conference facility located six miles west of town offering programs for schools, adults, colleges, and retreats.

Sandstone Comprehensive Plan Chapter 1: Introduction

In recent years, Sandstone has gained national recognition as the home of the Midwest Country Music Theatre. Performances from this traditional country and western music venue are seen on the RFD-TV satellite network.¹

A federal correctional institution rated for low-security inmates is located in the remote southeast corner of the municipality.

¹ Community History and identity as described on pages 8-9 of the Roadmap to the Future document

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CHAPTER TWO: COMMUNITY PROFILE

Planning for the future of a community requires a comprehensive understanding of what the community looks like today, and the forces that have shaped the social and physical landscape over time. Goals and priorities contained within this plan are based on:

- Analysis of community data and how it's likely to change
- Understanding of the existing resources (natural, cultural & social)
- Establishing a current set of community values

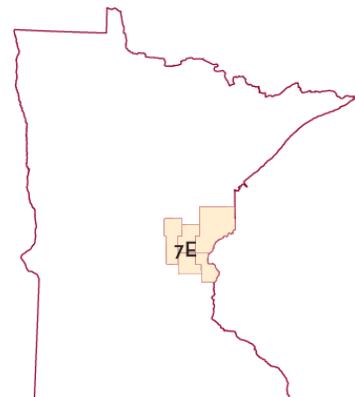
This chapter will provide an overview of Sandstone's natural and demographic profile, including historical trends. This information will be used to make informed projections of how Sandstone is expected to change in the future and the existing resources that may be used in a sustainable manner to achieve goals that reflect community values.

Location

The City of Sandstone is located approximately 70 miles from both Duluth and St. Cloud and 80 miles north of the Twin Cities. It is situated amid the banks of the wild and scenic Kettle River in east central Pine County.

Major transportation routes include Interstate 35 running to Duluth in the north and to the Twin Cities in the south, and also Highway 23 running southwest to St. Cloud. The Kettle River with its tributaries, Skunk and Wolf Creeks, represent a significant and valuable natural resource to both the City of Sandstone and the State of Minnesota. The Kettle was designated a Wild and Scenic river in 1975, and provides considerable recreation and tourism value to the community.

Sandstone is located within the economic development region known as "7E" consisting of the counties of Kanabec, Isanti, Chisago, Mille Lacs, and Pine. The region covers 3,400 square miles in area and in 2015 had a population of approximately 163,416. It is one of the faster growing regions in the State



because of its proximity to the Twin Cities area, growing nearly 20 percent since the year 2000¹. Chisago and Isanti Counties continue and are projected to sustain high rates of growth, and a spillover effect is expected to the other three counties, including Pine where Sandstone is located.

EXISTING NATURAL FEATURES

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

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

Today, the river has a significant recreational value for the region. The river is heavily fished, canoed, and at the Banning Rapids area (north of Sandstone), kayakers practice for Olympic tryouts. Two State parks, two State forests, a unit of the Federal wildlife refuge, a State game refuge, one city park (Robinson Park), an Urban Wildlife Sanctuary and a Federal correctional institution all border the river.

Vegetation

The topography within the City is level to gently rolling with native vegetation consisting of mixed hardwoods and white pine on heavier soils, white pine and Norway pine on the loose red soils, and jack pine in the very sandy soils. The original forest areas were virtually free of underbrush. The marshes and wetlands supported

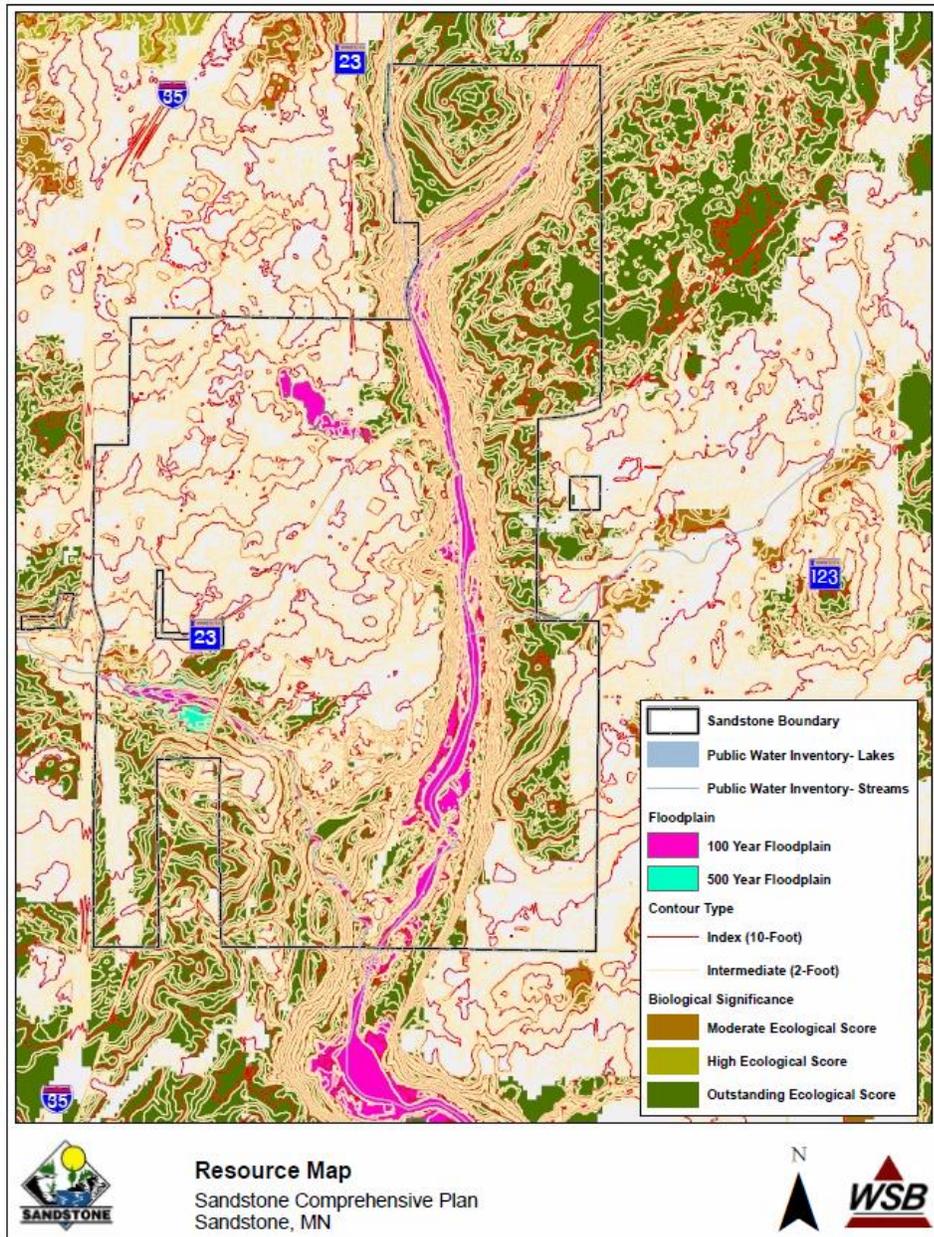
¹ Region 7E 2016 Regional Profile, Department of Employment and Economic Development.

Sandstone Comprehensive Plan Chapter 2: Community Profile

spruce, tamarack and mixed hardwoods. Where the native forest was cut and burned, regrowth consists primarily of aspen, white birch and some oak. There is thick undergrowth of briars and hazel.

The climate of Pine County is continental, characterized by severe winters and warm summers.

The following map illustrates where significant natural features are located within the City. The presence of these features help to define locations where future development should or should not occur.



CULTURAL RESOURCES

The presence of historic sites, venues for the arts, and other places where the public can experience social and educational enrichment help provide the underpinnings that make a city unique -- and Sandstone has many of these. These include not only historic sites and buildings, but also the public library, public & private arts and history organizations, and even businesses like Midwest Country Music Theater. Several structures in Sandstone were built out of the rock quarried from what is now Robinson Park and a few have connections to James J. Hill, a railroad magnate responsible for greatly expanding railways into the U.S. Northwest during the late 19th century. The preservation and rehabilitation to make these places useful in today's world greatly adds to the cultural and economic value of the community and therefore historic preservation programs are often incorporated into a larger community planning endeavor.

The City boasts several properties that are listed on the National Register of Historic Places. There are additional sites that likely would be eligible for this listing. As with other planning efforts, heritage preservation can be pursued through a systematic process, a sequence of activities to identify potential assets, determine level of significance to the community and create a program of action. A concerted preservation planning effort begins with identification of potentially significant sites. The lists which follow are the start of this identification for the community.

Historic Places

The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. *The following properties in Sandstone are listed on the National Register.*

1. Minneapolis Trust Company Commercial Building (402 Main Av)
2. Sandstone School (i.e. "The Rock" or the "Old old school") (501 Court Ave N)
3. Hinckley Fire Relief House (602 Court Av)
4. Robinson Park Quarry (28633 Old Wagon Rd)
5. Kettle River (State Hwy 123) Bridge (Bridge 5718)



The downtown commercial area along Main Street between 2nd and 5th Streets maintains its pre-World War II historical commercial character as do smaller segments of Commercial Avenue in the same blocks. The Main Street buildings in particular are characteristic of late 19th and early 20th century commercial buildings in their size and arrangement which includes front facing display windows and doors, no on-site parking, and zero front and side setbacks. These Main Street buildings continue to face the Railroad where much of the economic activity occurred in early Sandstone. Railroad Park maintains this open space where community activities and special events continue to be held. It is not only individual buildings that have historic significance in this part of town, but the arrangement of the buildings, the open space and continuance of the social, cultural and economic activity that occurs there are contributing factors to the historic nature of the downtown.



The following buildings in particular exhibit the traditional commercial architectural style of this area and therefore should be further researched and evaluated for their level of significance in the community.

6. 306 Main Avenue, The Gas Light/old bank
7. 302 Main Avenue
8. 222 Main Avenue
9. 218 Main Avenue – Hardware Hanks
10. 413 Commercial Avenue – Franklin Store

There are several buildings within this district that are either in poor condition or are newer than what is typically considered for historic designation. Taking a closer look at these buildings through an

evaluation process will help to determine if they warrant community preservation efforts. Given the character of this part of town and the number of historic properties the City should consider creating an historic district. Benefits and requirements for either National Register and local historic district designation should be reviewed.



306 Main Street ²
c. 1974

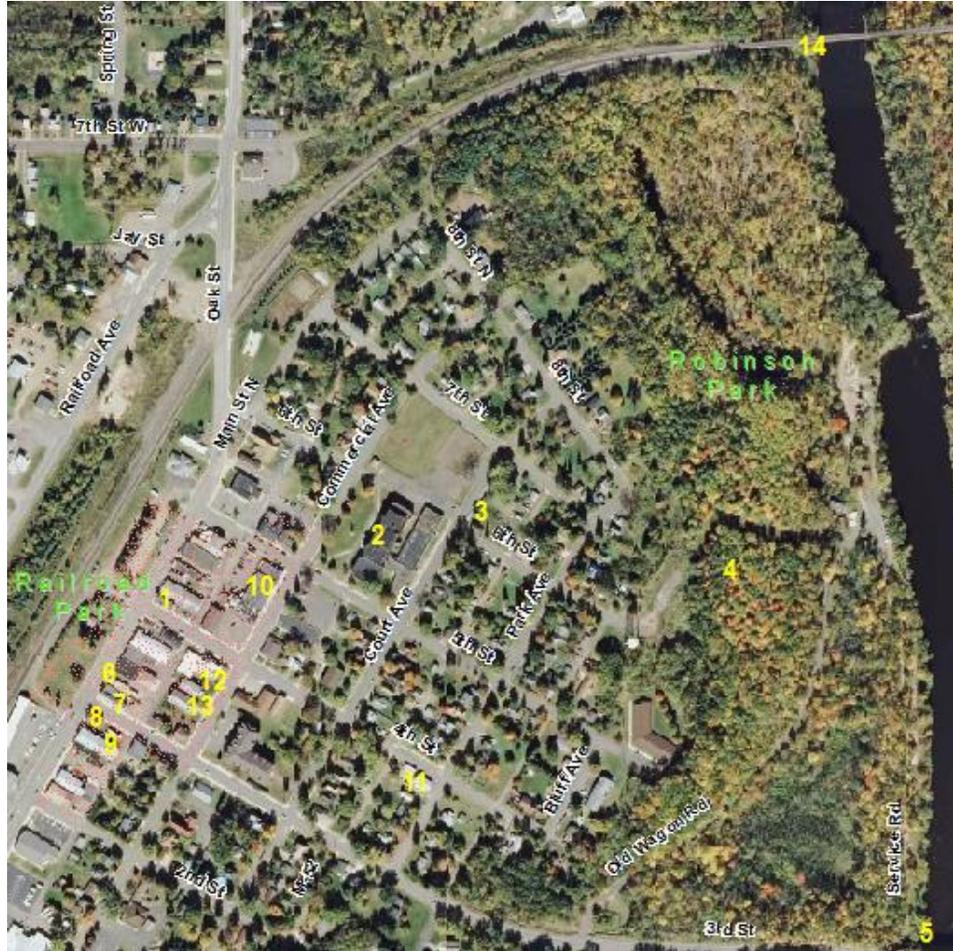
The following listed buildings are not typical of the traditional retail block structures but instead served other commercial, industrial or institutional uses and were important in the early history of the community. Their design and building materials along with their location (close to but not directly on Main Street) help to provide further context as to their important role in the history of the growing City.

- 11. Robinsons Creamery (510 Main)
- 12. Masonic Building (313 Commercial Ave N)
- 13. Midwest Country (309 Commercial Ave N)
- 14. Railroad Bridge (c. 1894?)

313 Commercial Avenue N,
Masonic Building



² Photo from the collections of the Minnesota Historical Society



As with the natural resources present in the community, these cultural resources are just that – resources – that can be used in a sustainable manner to help maintain and grow the community both culturally and economically. At the very least they represent the story of significant occurrences in the community's past and some research and documentation of these resources is part of the process in making solid future development decisions in the City.

321 Park Avenue
Robinson Creamery c. 1974³



³ Photo from the collections of the Minnesota Historical Society

THE PEOPLE WHO LIVE HERE

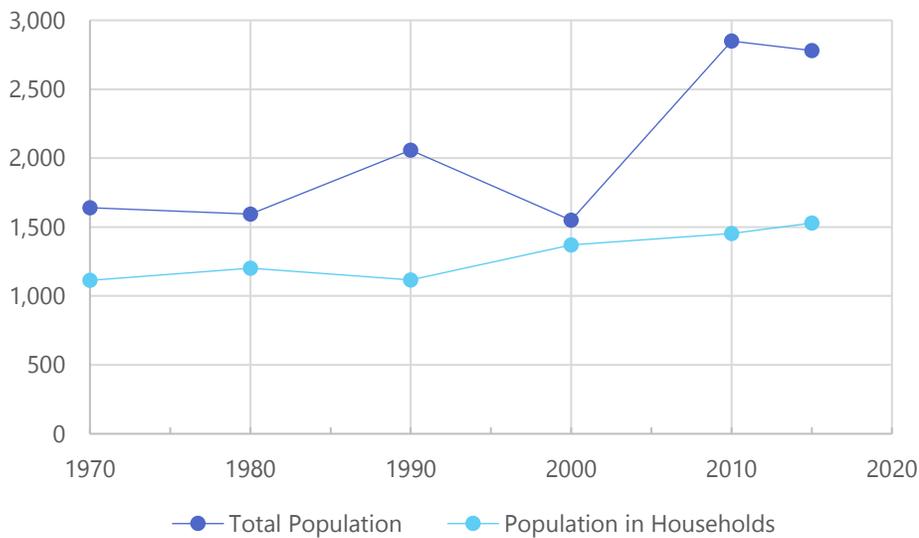
Population

Sandstone has experienced very moderate population growth since 1970, averaging less than one percent annual growth in the 40-year period from 1970 to 2010. This average includes only the historical population data for the Sandstone population living in households (not those in group quarters or institutionalized). Current population estimates for Sandstone indicate the City has 1,529 residents living in households.

Sandstone's population data is complicated by the fact that the City is home to a Federal correctional institution, whose inhabitants are included in the total population count. The chart below includes both the total population of the City (including the correctional facility), and the population of the City who reside in households (excluding the population of the correctional facility).

Sandstone Population, 1970 - 2015

by decade



Source: U.S. Census 2010 and ACS 2015 Estimates

If population growth continues at the present rate, Sandstone could see the population grow to between 1,700 and 1,800 residents by the year 2040. There are many factors that might influence the population growth rate. Some of these factors include changes in the housing market, economic development trends, and

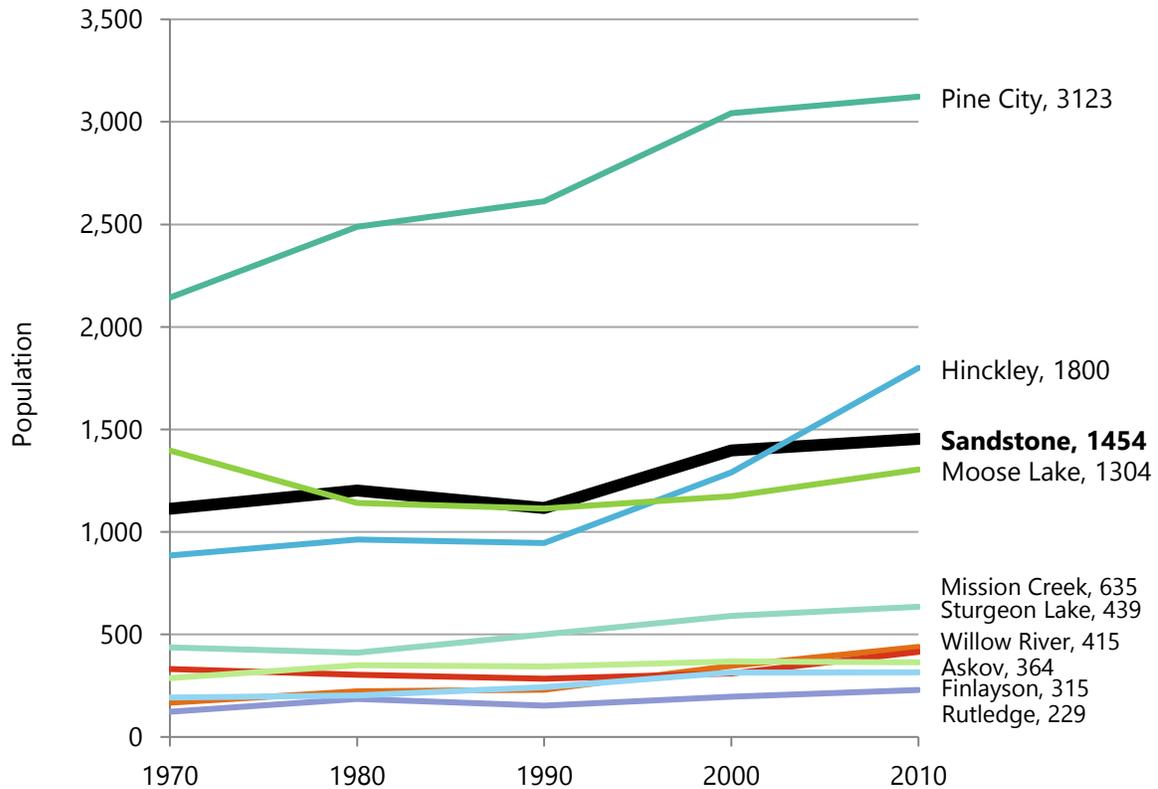
Sandstone Comprehensive Plan Chapter 2: Community Profile

investments made both in Sandstone and in surrounding communities. The outlook for the tourism and housing industry and land turnover of large-lot properties are all aspects which may impact population growth.

In comparison to other cities along the I-35 corridor, Sandstone is comparable in size to Hinckley and Moose Lake, and about half the size of Pine City. The population growth rate over the last decade mirrors that of Pine City and Moose Lake. Notably, nearby Hinckley has shown quite significant growth over the past two decades, surpassing Sandstone's population after the year 2000.

Historical Population, 1970 - 2010

Sandstone and surrounding cities



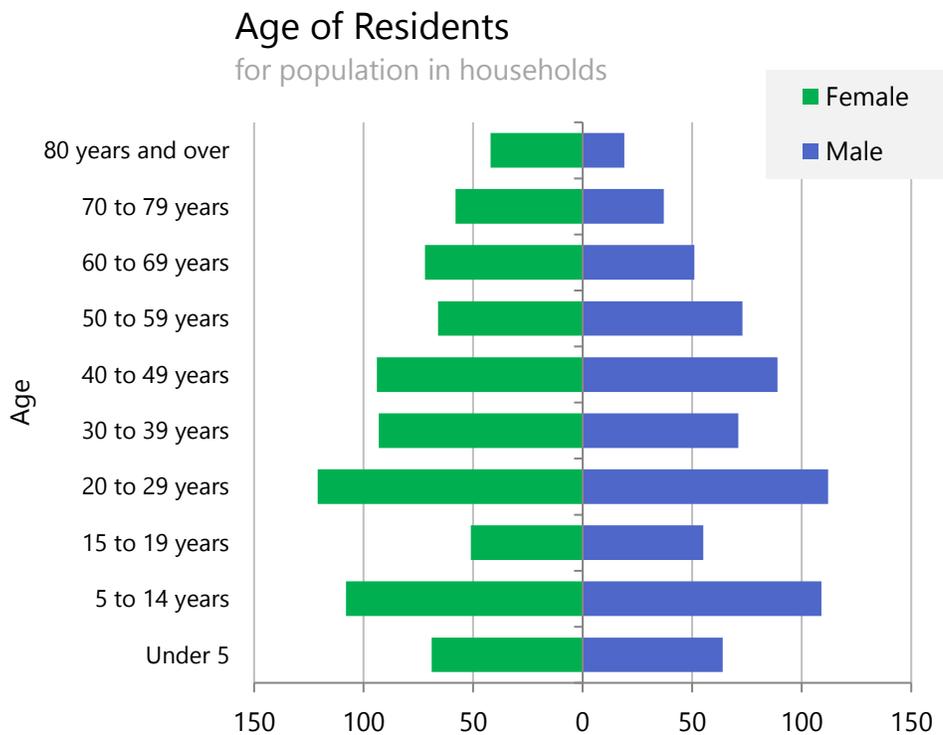
Note: Sandstone and Moose Lake populations exclude those living in "group quarters" due to the presence of large correctional facilities in both communities.

Data source: U.S. Census Bureau

Demographics

An examination of Sandstone's age and gender demographics reveals that women make up slightly more than half of Sandstone's population. This analysis again excludes those living in group quarters and therefore does not include those residing at the Federal correctional facility. Nearly a quarter of Sandstone's population are children under the age of 15. Younger to middle-aged adults 20 to 50 years of age are about 40 percent of Sandstone's population. This significant segment of the population will be coming into retirement age over the next 20 to 30 years. Communities across Minnesota are preparing for an influx of older residents (aged 65 and older) over the decades to come, requiring foresight when it comes to providing services, housing opportunities and appropriate infrastructure for older adults.

Older residents over the age of 70 made up just over 10 percent of the City's population at the time of the 2010 Census, up slightly from 8 percent of the population in the year 2000.



Source: U.S. Census 2010

In Sandstone, 80 percent of households are in what are considered “family households”, where at least two related people live together in a home.

Household Income

The median household income in Sandstone is \$43,452, which is very comparable to the median household income for Pine County overall, but significantly lower than the statewide median household income rate. A high poverty rate remains a concern for the City of Sandstone, where the rate of those living below the poverty line is nearly 20 percent. That rate is four percentage points higher than the Pine County rate, and eight percentage points higher than the statewide poverty rate.

Decisionmakers considering land use, housing, and economic policies for Sandstone should be mindful of the impact that these policies will have on Sandstone households of poverty. The City might consider prioritizing policies with the goal of reducing poverty or increasing economic independence and resilience of Sandstone households.

	Sandstone	Pine County	Minnesota
Median Household Income	\$43,452	\$44,680	\$60,828
Per Capita Income	\$15,189	\$22,129	\$31,642
Below poverty**	19.3%	15.2%	11.5%

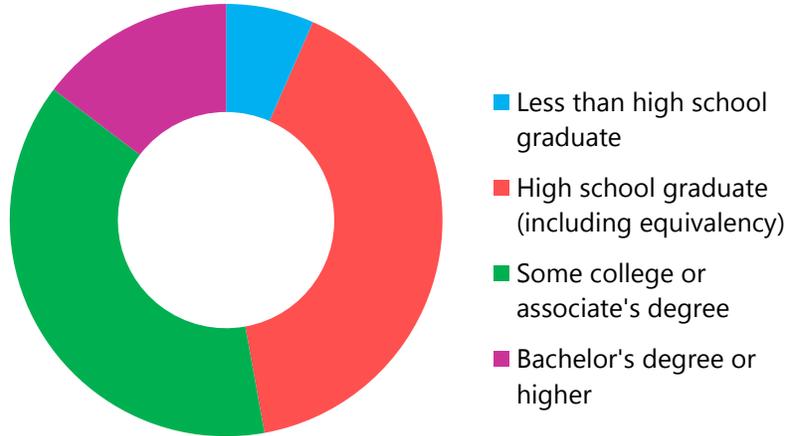
**For whom poverty status has been determined (1,557 people in Sandstone)
Data source: ACS 2010-2014 Estimates

Education

In Sandstone, 93 percent of households contain occupants with a high school diploma equivalent or higher. About 15 percent of households have an occupant with a bachelor's degree or higher.

Educational Attainment

by household (Sandstone, MN)



Data source: ACS 2010-2014 estimates (Universe: Occupied Households)

More than one third of the households in Sandstone have at least one child under the age of 18. Sandstone is served by the East Central School District, which also serves Askov, Bruno, and Kerrick. Previously, the District's elementary and highschool were both located in the City of Sandstone. In 2004, the School District opened a new pre K-12 school facility located between Sandstone and Askov.

This move left two old school buildings in the City. One is the 1970's era building located on Eagle Drive. This site is seeing some reuse with the potential opening of a Montessori school and the operation of an arts facility. The other vacant school building is the 1912 stone structure located in the core of the city. The long-term creative reuse of both of the old school buildings in Sandstone remains a priority for the City.

Employment and Occupational Status

An analysis of the occupations for the employed population that live in Sandstone reveals that the predominant professional realm for the working population is that which encompasses recreation, accommodation and food services. For a community situated at a major recreational crossroads and with a burgeoning tourism

Sandstone Comprehensive Plan Chapter 2: Community Profile

industry, these results are not surprising. The second largest occupation type of the working population of Sandstone is the educational, health care and social assistance group.

SANDSTONE	
Total civilian employed population 16 years and over	686
Arts, entertainment, and recreation, and accommodation and food services	200
Educational services, and health care and social assistance	163
Public administration	92
Retail trade	76
Manufacturing	46
Professional, scientific, and management, and administrative and waste management services	46
Transportation and warehousing, and utilities	22
Other services, except public administration	22
Construction	12
Information	4
Finance and insurance, and real estate and rental and leasing	3
Agriculture, forestry, fishing and hunting, and mining	0
Wholesale trade	0
Data source: ACS 2010-2014 Estimates	

It should be noted that the employed population of Sandstone may or may not work within the City of Sandstone – the table above is merely reflective of the occupations in which employed Sandstone residents work, regardless of location. An inflow-outflow analysis of Sandstone reveals that only about 13 percent of the employed population who live in Sandstone actually work in Sandstone⁴. The vast majority of people who work in Sandstone live outside the City and travel to Sandstone for their job.

⁴ U.S. Census Bureau, Center for Economic Studies. 2014 Inflow-Outflow analysis for Sandstone (<https://onthemap.ces.census.gov/>).

The Housing Landscape

In 2010, there were 652 housing units in Sandstone, 602 of which were occupied. More recent 2015 estimates put the total number of housing units in Sandstone at just over 700. Of the units that are occupied, there is a nearly even split: 48 percent are owner-occupied, and 52 percent are occupied by renters.

Housing unit types

Sandstone has predominantly single-family styles of homes, which include single family detached, attached housing, and mobile homes. Around 36 percent of Sandstone housing units are of a multi-family type, which means they exist in buildings with more than one housing unit.

Sandstone housing units by housing type

<i>Single-family units</i>		
Single-Family Detached	417	58%
Townhomes (single-family attached)	17	2%
Manufactured Home	24	3%
<i>Multifamily units</i>		
Duplex and triplex and quad	67	9%
Multifamily (5 units or more)	198	27%
2014 Total	723	

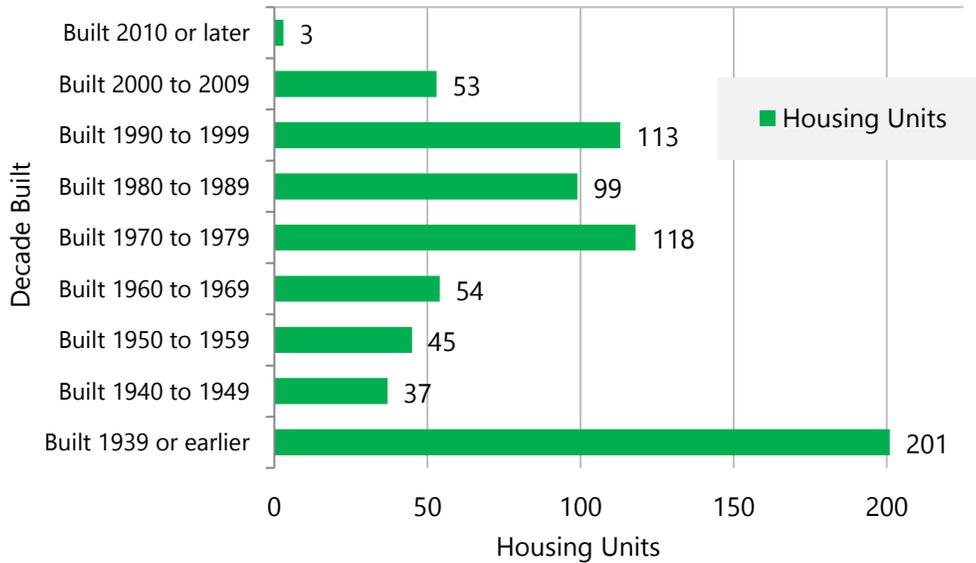
Source: ACS 2014 estimates

Age of Housing Stock

Sandstone has a very mixed-age housing stock. Nearly 28 percent of the homes in Sandstone were built prior to 1940. However, around one quarter of the homes in Sandstone were built after the year 1990. This range signals that homes in Sandstone will have a wide variety of needs associated with their maintenance and upkeep, with older homes generally requiring more repair and rehabilitation as they age.

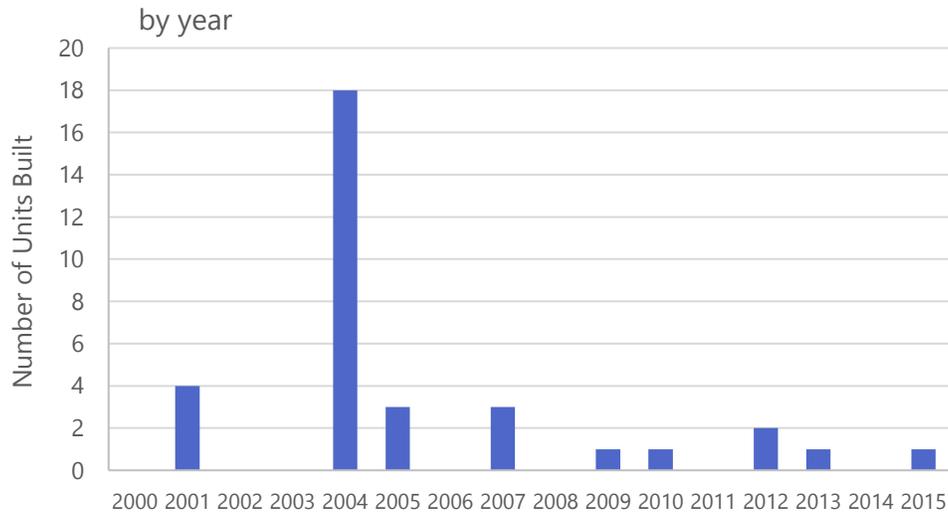
Sandstone's residential building permit data shows that the City has averaged around two new homes constructed per year since the year 2000. Like most communities across the State and nationwide, the rate of new home construction in Sandstone slowed with the recession beginning around 2008.

Age of Housing Units



Data source: ACS 2010-2014 Estimates

Sandstone Residential Building Permits



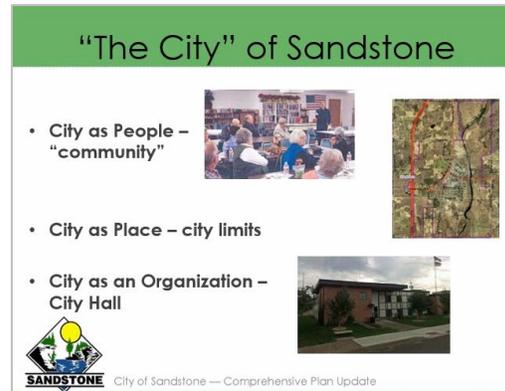
Data source: City of Sandstone

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CHAPTER THREE: VISION & GOALS

With the positive results of the Roadmap to the Future and the Thriving Communities Initiative, it was determined that this plan should (1) continue to propel the programs that resulted from those efforts; (2) focus on updating goals and strategies related to the physical development of the City; and (3) define the role of the City as an organization to manage development.

The City is a physical place, but also an organization and a community of people. As such, the vision and goals of this document reflect all three of these aspects of the City.



ESTABLISHING A VISION

The vision is an expression of what is most valued by the community and a shared image of what members of the community want it to become. The vision for Sandstone can be seen emerging from the work completed in both the "Roadmap" and "Thriving Communities" projects as well as the goals established during this planning process.

Sandstone is a place to live and grow where basic services are provided and where natural and cultural assets are utilized in a manner that is economically, environmentally and socially resilient.

The process to establish the goals began by compiling those goals reflected in existing plans. A list of existing goals was compiled from the Roadmap to the Future, the Thriving Communities Initiative, and the current comprehensive plan (including the original 2002 document and the 2005 & 2006 amendments). These were grouped into the following topics:

- Land Use, Growth & Development
- Housing Issues
- Economic Development

- Parks & Recreation
- City Services & Projects
- Roads and Transportation
- Community

Public Meeting – September 28th 2016

The following table provides the top 11 goals as determined by the community members present at the September 28th meeting:

<ul style="list-style-type: none">• Enforce minimum standards in rental housing, housing maintenance, and nuisance code issues• Downtown (& surrounding neighborhood) revitalization & rehabilitation should be the focus over new growth• Use proactive methods on assisting and encouraging existing businesses to grow and remain in Sandstone• Build/add more playgrounds• Provide for and maintain parks, recreation, open space and trails that meet the needs of all the residents of the City• Maintain and improve the downtown district as the local diversified commercial service center.• Continue or grow community events – national night out, etc.• Growth & new development of the four quadrants at the I-35 interchange (commercial)• Focus on basic services – water, sewer, police and fire• Provide a transportation system through and within the community that includes facilities for vehicles, pedestrians, and bicyclists• Build new restrooms in Robinson Park
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Additional priorities were also identified by attendees at this public meeting as follows:

- Address issues with aging infrastructure
- Add pedestrian lighting in areas needed
- Clarify where the City resources are going (expanded communication to the taxpayers)
- Encourage community involvement in City processes

On-line Survey January – February 2017

The goal setting process continued with an on-line survey in January and February 2017. The additional priorities identified at the

September meeting were added and respondents again ranked their top priorities for the City. The following word cloud represents the responses.



The goal list was reviewed in comparison to the most recent City Capital Improvement Plan and goals expressed in that document were added. The goals as stated in each of the following chapters were established from this process in its entirety.

VISION, GOALS & OBJECTIVES

The following definitions are provided for common understanding of the different terms used throughout this plan.

Vision – Broad concept of the future related to the City as a whole.

Goals – Conceptual aspirations focused on topics which define the appropriate direction to take.

Objectives – Measurable steps to take to reach goals; a means to an end.

Strategies – A plan of action to achieve the vision and goals. Strategies may include a combination of tasks, objectives, policies, and even maps.

Tasks – specific actions to take to achieve objectives.

Policies – a course of action adopted by the City.

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CHAPTER FOUR: LAND USE

The use of land refers to the type of activity that occurs at any given location. Typical land use categories include residential, commercial, institutional, agricultural and industrial. The appropriateness for any type of activity occurring at any given place in the City relates to:

- the natural and previously developed characteristics of the land and its surrounding properties
- the presence of needed infrastructure and services for the use, and
- the market value of the property and the choices of the property owner on how to use their land.

These issues are all inter-related, thus, this section of the Comprehensive Plan must be coordinated to sections addressing natural resources, infrastructure and economic development within the City. Because a low rate of population growth is projected for Sandstone and because the community has expressed a desire to maintain the character of the City, this section and others will focus on redevelopment and rehabilitation with only a few strategic areas identified for growth (new development). These areas of growth are places where opportunities present themselves that the City would not want to miss. The prime examples of this are both the new medical and business park, and additional potential growth of the I-35/MN Highway 23 interchange in the future.

EXISTING LAND USES

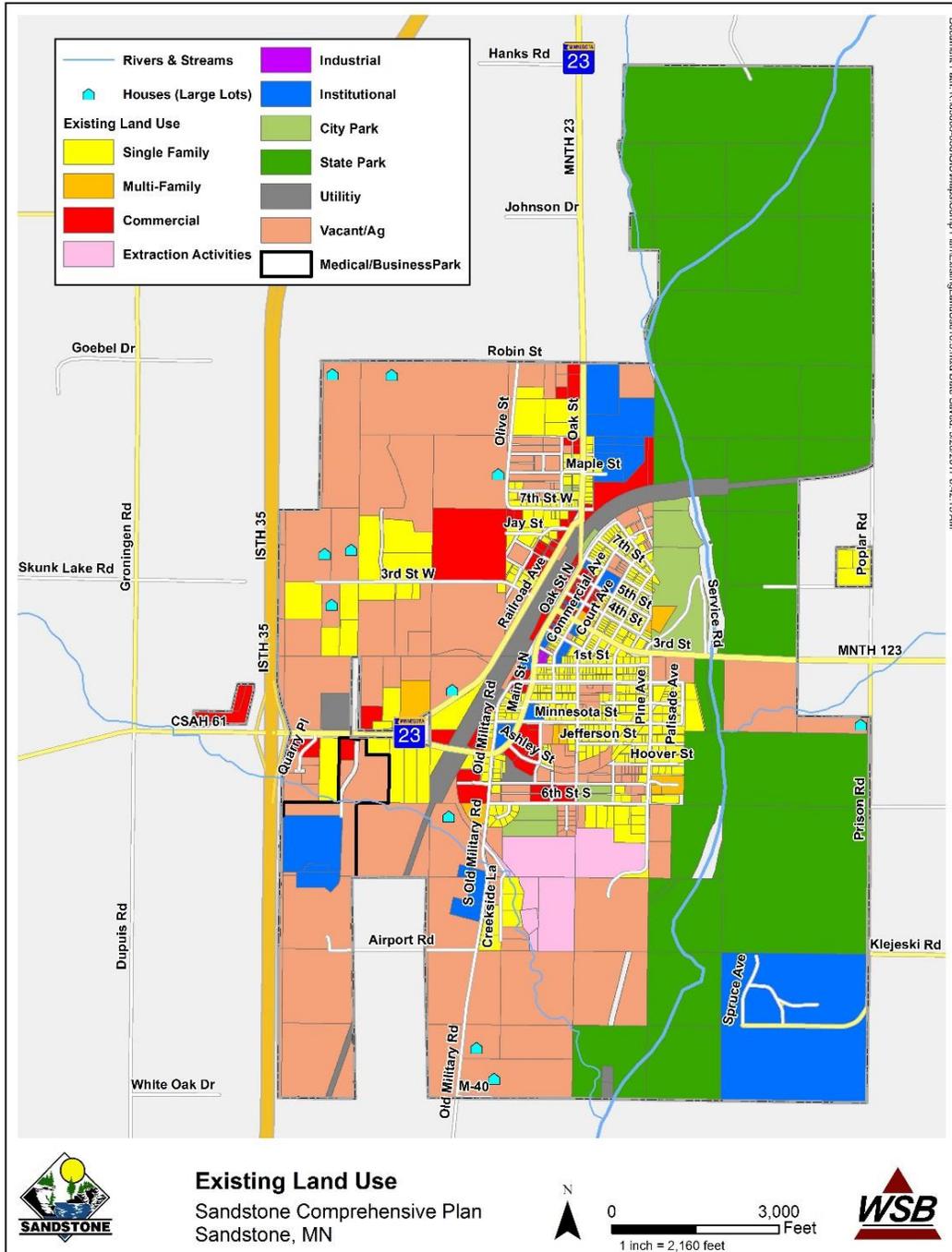
Existing land use patterns are used to establish a baseline of future land use potential in the community. The attached existing land use map is a “snapshot” of the existing patterns of use and development in the City from late 2016.

The patterns of development are typical of many Midwest communities that were developed during early settlement and continue to be separate of a larger metro area. The residential mixed use core of the City is close to the natural resources which led people to come settle in this area. The river and the quarry were areas of activity in the early days and people lived close by for efficiency. With the railroad and then Highway 23 providing improved access to the City, the downtown commercial core was formed to provide a business center. Newer development occurred nearest to I-

Sandstone Comprehensive Plan Chapter 4: Land Use

35 and continues to fill in between the interstate and the historic core of the community, the downtown, and its adjacent housing.

The existing land use map is shown here.



GOALS & STRATEGIES

The Land Use Plan represents a strategy for future development of the City in its physical form. It is based on the goals which were provided through community input in the early stages of this planning process and refined by the Planning Commission relative to other goals such as infrastructure and economic development.

Survey results indicate that maintaining and improving the downtown area is a very important goal for the community. Another high-ranking priority is managing the growth and new development at the four quadrants at the I-35 interchange. A great deal of contemplation went into defining and developing strategic actions for the Downtown and Prospective Highway Development districts, with the aim of reflecting the community's desire to see careful planning and intentional action taken in these areas of Sandstone.

Land Use Goals

- Maintain and improve the downtown district as the historic commercial heart of the City.
- Downtown (& surrounding neighborhood) revitalization & rehabilitation should be the focus over new growth.
- Focus growth on business/medical park
- Growth & new development of the four quadrants at the I-35 interchange (commercial).
- Growth based on where existing services (such as roadways and utilities) are located or most easily extended.
- Create places that foster cultural and social connections.
- New development should occur in a way that utilizes innovative design, landscaping techniques and other features that recognize and preserve the natural environment (even with additional costs which will be required of developers).
- Encourage private property owners (residents, businesses and developers) to utilize sustainable building and development practices and products.
- Growth South of town near old high school.
- Growth & new development surrounding the golf course (residential).
- Develop an "Eco Industrial Park" where businesses collaborate to reduce environmental impacts.

Overall, the survey feedback reflects a dual goal: the community would like to place a premium on revitalizing and renewing the spaces and places in the community that have already been built and developed, while carefully planning for and integrating new prospective development areas, like the I-35 interchange and the nearby business and medical park,

into the City. The top-ranked goals reflect an emphasis on preserving and enhancing what already exists in Sandstone. Reflected in the higher-ranked land use goals is the overall importance of placemaking, or developing uniquely identifiable, quality, cohesive spaces within the community.

Land Use Strategies

Out of this goal prioritization exercise, land use strategies were developed. The following strategies should be pursued to achieve desired Land Use, Development and Growth goals.

Downtown Strategies

1. Promote continued "historic" character of built environment of downtown commercial area (roughly Main Street from 1st to 6th and back to Commercial Ave).
 - a. Identify existing contributing historic structures and preserve/rehabilitate
 - b. Encourage Infill development
 - c. Zero Lot line development for new construction and additions
2. Community Events to "energize & populate the streets".
 - a. Use creative and accessible spaces: close a side street, use a parking lot, Railroad Park and The Rock.
3. Encourage businesses that "fit" in the spaces.
 - a. Outdoor uses and display limited to sidewalk and adjacent vacant lot areas
4. Facilitate relocation of existing businesses with needs for additional space.
5. Add and maintain places that foster cultural and social connections in the core of the community (e.g. Library, Senior Center, Historical Society, Arts, Youth Center).

Historic Neighborhood Strategies

1. Promote continued "historic" character of built environment of core residential area (Commercial to the River from Minnesota to 8th).
 - a. Densities of 4-6 dwelling units per acre
 - b. Mix of single-family – 4 plex unless existing larger vacant lot, larger multi-family with a CUP
 - c. Build out and/or maintain sidewalks as determined appropriate in a pedestrian plan (see transportation Section)
2. Encourage infill at density of 4-6 dwelling units per acre.

General Strategies

1. Continue to focus redevelopment of the core of the community as space and infrastructure allows with growth spreading outwards (within appropriate zones) along Highway 23 to the I-35 Interchange.
2. Collaborate with community partners to educate local business and land owners on the presence and benefits of existing natural & cultural resources and sustainable building and development practices and products (Audubon Center, U of M Extension, Minnesota DNR).
3. Add a local component to the Winter Ice Festival that attracts local residents to come out and celebrate winter and see the benefit of the park and tourism.

Interchange & business/medical park strategies

1. Adopt development and/or design standards that encourage a welcoming gateway aesthetic that is visible from Interstate 35.
2. Adopt development and/or design standards that encourage connectivity and safety for all modes of transportation in the medical/business park and surrounding interchange area (motorized, bicycle and pedestrian).
3. Develop an identity for this area that is unique amongst I-35 interchanges and encourages travelers to stop and visit the City.

LAND USE PLAN

This Section of the Comprehensive Plan will meet the definition of a “Land Use Plan” under State statute, which is “a compilation of policy statements, goals, standards, and maps, and action programs for guiding the future development of private and public property.” It “includes a plan designating types of uses for the entire municipality as well as a specialized plan showing specific areas or specific types of land uses, such as residential, commercial, industrial, public or semipublic uses or any combination of such uses.”¹ This plan sets out specific uses of land and the areas in town where these will be encouraged or allowed.

The Zoning Ordinance is based on the community's Land Use Plan. In fact, State statute states that the Zoning Ordinance is intended “for the purpose of carrying out the policies and goals of the land use plan”. Thus, a Land

¹ MN Statute 462.352 Subd.6

Use Plan is needed to determine the requirements that the Zoning Ordinance will ultimately contain.

The Land Use Plan was developed iteratively with the input of staff and through the identified community goals, with Planning Commission oversight. This Plan reflects a significant update from the last Plan version, expressing a much greater diversity of guided land uses within the City and more detail provided in each District description regarding specific design and policy guidance. The Land Use Plan includes a number of new Districts which add more depth to the guidance that the map and the plan provides.

LAND USE DISTRICTS

The following will be utilized to make modifications to the current zoning code and also when requests for rezoning are made in the future by property owners and developers. The land use designations do not assign any timeframe for development or (in case of those properties outside of City limits) annexation. These only assign planned land use based on eventual market demand and individual property owners' desire for development.

Traditional Residential

This designation strongly reflects the current pattern of residential use in the City. The district primarily includes single family detached units but also allows for single-family attached dwellings and multiple-family housing. This core residential area also supports institutional and public uses. Densities of 4-6 dwelling units per acre are common and anticipated to continue into future development of these lands. In some areas, it may be appropriate to develop multifamily housing at densities greater than 6 units per acre. Some portions of this district may be appropriate for lot splits, subdivision redevelopment or infill development. There are some areas of the residential district where limited commercial uses such as small retail ("corner stores") or offices are appropriate with special use permits.

Highway Mixed Use (Residential/Commercial)

These areas are intended to provide flexibility to develop residential or commercial uses, or a combination thereof. This district, which is located adjacent to and approximately within 500-feet of major roadway corridors, encourages higher intensity use adjacent to the road successively tapering

off with increasing distance from the roadway. The pattern of development encouraged for the areas will be commercial/service uses along the outer/front of the property (closer to the road) and residential uses moving inward. Retail or other commercial activity along the roadway corridor may be of a scale that serves the neighborhood or community as a whole. This district is intended to accommodate businesses that have a need for a larger square footage, more parking or outdoor storage and display area than the downtown commercial area provides. Also, appropriate in this district are those uses that require exposure/visibility along the transportation routes such as those that serve the travelling public. Housing in the mixed-use district can be developed at a range of densities, with housing closer to the major roadway mimicking residential densities of the Traditional Residential District and housing furthest from the major roadway similar to the densities found in the Suburban Residential and Open/Rural Districts. Overall, the development intensity of this district will be highest in areas adjacent to the major roadway, achieving a development gradient which effectively transitions between community-scale commercial and residential uses and the open, low-density or rural landscapes further away from the center of the community. Because of the location of these districts on major collectors or arterials, access management in coordination with County and State officials will be necessary when development occurs and limiting the number of access locations to these areas is to be expected.

Historic Downtown Business

The downtown core district provides an area which encourages the historic patterns of development and buildings of the downtown. Recognizable features of this area include zero-lot line development and single-story retail, as well as historic architectural design and iconic landmarks and businesses. The presence of Railroad Park and the railroad as well as “the Rock” (old school) building all add to the sense of place in the downtown district. Preservation of the historic buildings is encouraged with similar and compatible design elements to be used for infill in the district. This core area is envisioned as a traditional main street business corridor with some mixed-use as the need for higher density residential evolves. Uses in this District should maintain the traditional feel of this central commercial area, and should encourage visibility of historic features while also allowing for redevelopment or rehabilitation of vacant and underutilized sites. Residential apartments should be encouraged above the first-floor businesses.

Suburban Residential

This district is characterized by a lack of available public infrastructure (water, sewer and highways) and an established pattern of residential use. Intended for future lots or parcels whose primary use is larger lot single family residential, with densities ranging from 1 unit per 5 acres to 1 unit per 10 acres. Secondary uses may include agricultural or hobby farms, public or private open space, community schools, churches or other institutional uses, including those facilitating recreational events or activities. This district serves as a transition between Open/Rural areas and more intensive uses in closer proximity to major roadways.

Prospective Interchange Development

This district is located at the I-35 and MN Highway 23 intersection which is the principle gateway to the community. Currently the district contains vacant parcels that are visible and easily accessible from I-35. Appropriate uses in this district will allow for businesses that cater to the traveling public. Examples of appropriate uses include restaurants, gas stations, general dry goods, larger department stores, grocery, pharmacy and drug stores, hotels or motels or other uses that have a need for a larger square footage, more parking or outdoor storage and display than the downtown commercial area.

Any new development should be harmonious with surrounding land uses, including the medical and business park. As a community entry point with high visibility from the freeway, design standards for new development will promote an appealing aesthetic appropriate for a gateway area. Design standards will address appropriate look and scale of signage, paving, landscaping requirements, and building architectural standards that ensure quality of materials and expectations for highly visible facades. Given the potential for high traffic in this area and its proximity to the medical and business park campus, development in this district should plan for interconnectivity and safety for all modes of transportation, including motorized vehicles, bicycles and pedestrians.

When development occurs in this district, it should be designed with a character that is unique to Sandstone and different from other interchanges along the I-35 corridor. Development in this district should, through welcoming and appealing design, encourage visitors to come further into the community.

Professional/Light Industrial Business Park

This district allows for a mix of light industrial, commercial and institution uses developed in a business park setting. Businesses and institutions whose mission includes development of products or services that focus on natural resource or environmental protection, particularly in new and innovative methods, and those of a medical service nature are encouraged to develop in this area. Development in this district will also include the provision of complete pedestrian and bicycle infrastructure.

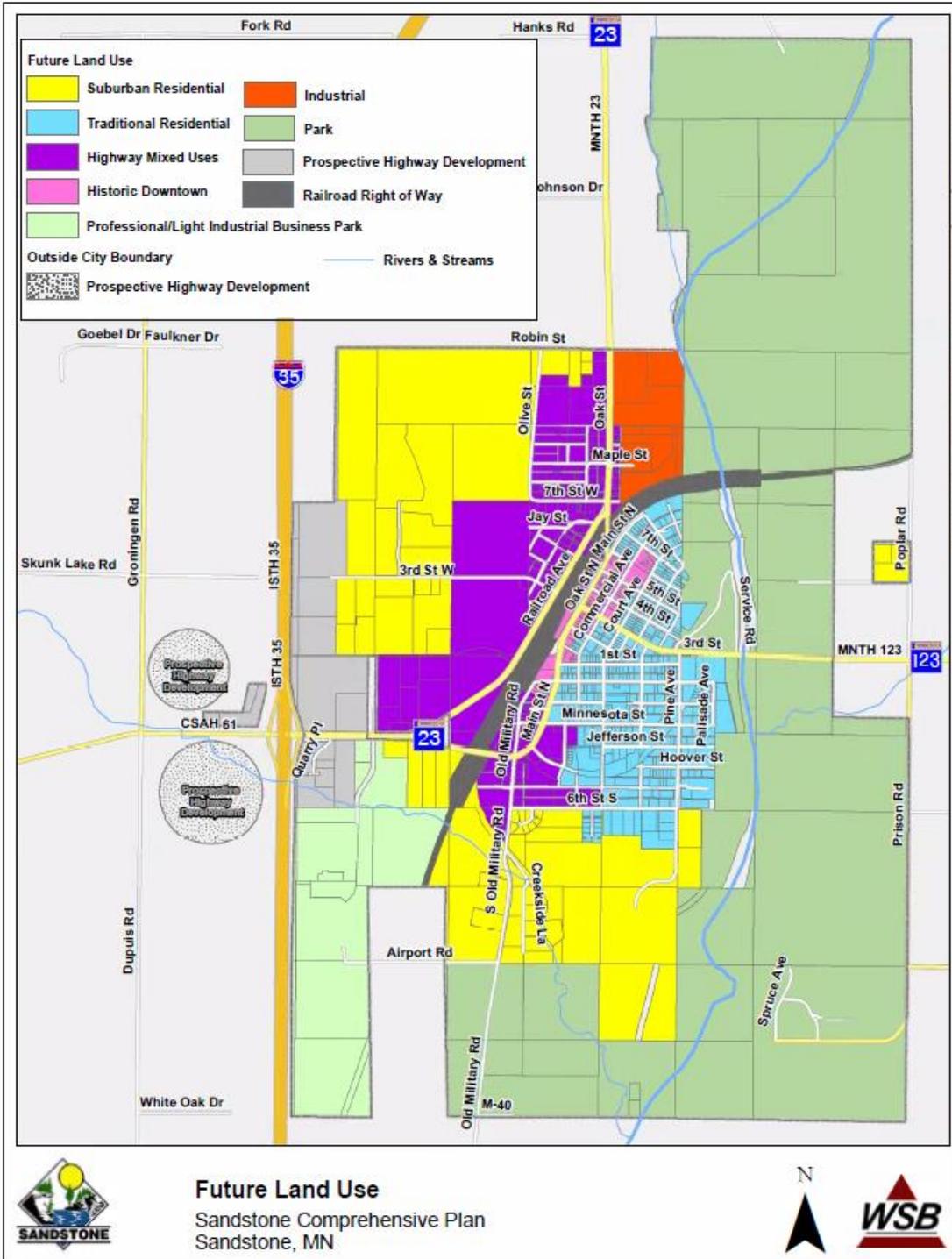
Industrial

This district is characterized by having good access to State Highway 23. Lots or parcels in this district are guided to buildings and associated office, administrative and truck service facilities for the following activities: manufacturing, fabrication, assembly, processing, packaging, compounding or storage of materials, goods and products. Unlike the Medical Business and the Highway Mixed Use districts, this area will allow for development with a lower set of standards of design and a higher intensity of use. Even with these allowances, this districts proximity to the river and Banning State Park mean that design and practices which protect the adjacent natural resources are important.

Public Recreational & Open Space

Land uses designated as public open space on the map are reserved for public parks or natural areas or other publicly owned lands.

Sandstone Comprehensive Plan Chapter 4: Land Use



GROWTH & PHASING

The Land Use Map shown on page 37 illustrates the ultimate build out of the City. However, this will not happen all at once. It will take many years for infill of new development to occur as the City grows. There is currently open available land within the platted City where infill can occur. Also, there are places where total redevelopment is possible with tear down and rebuild potential.

Projected growth of population is shown in the table below. It begins with the census data from 2010 and an official population estimate from 2014. The population projection was created with a linear model based on population changes which occurred between 1970 and 2010. The resulting anticipated growth of households and housing units was created from the projected population.

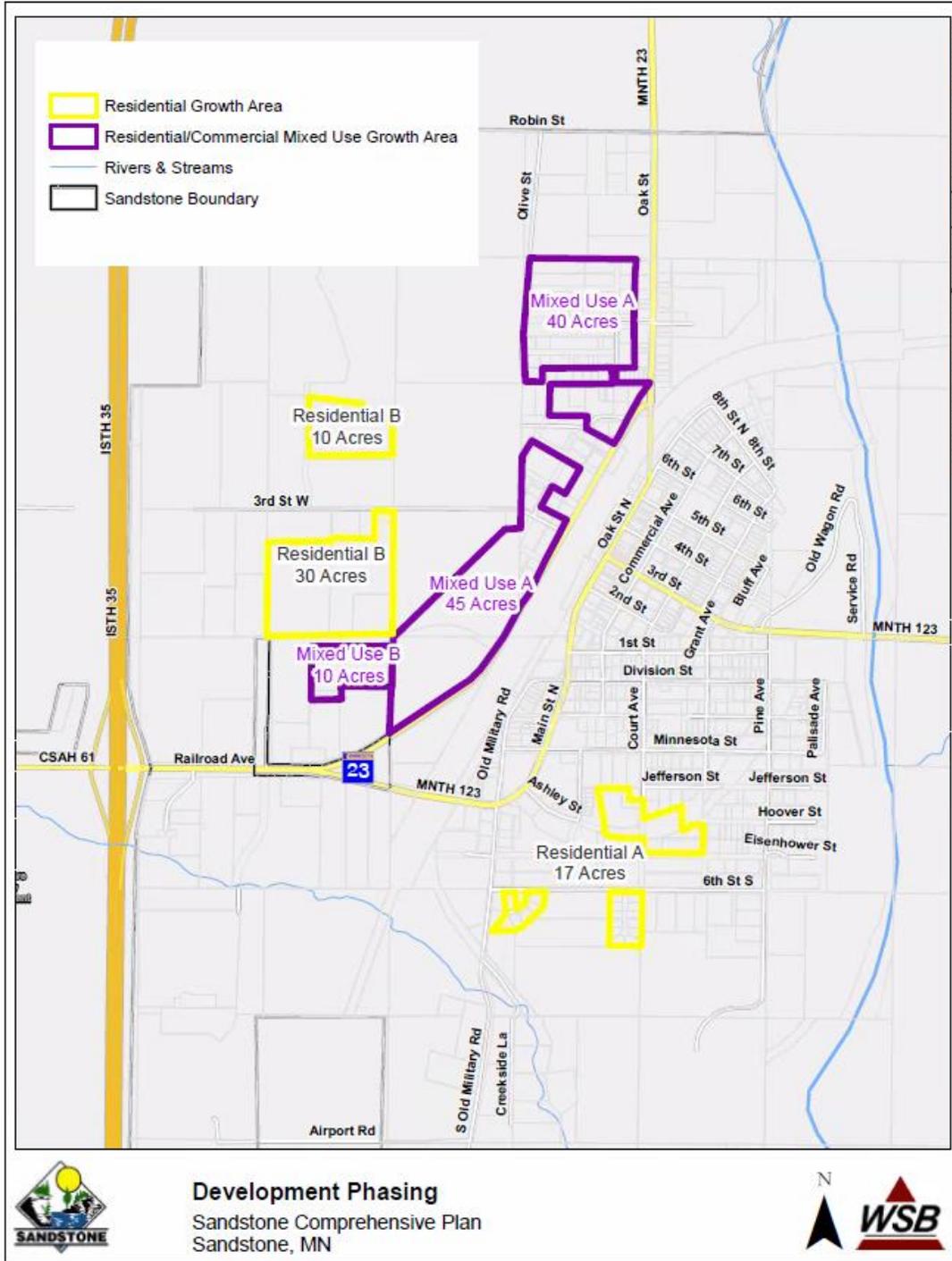
Projected City Growth

<i>Year</i>	<i>Population</i>	<i>People per household</i>	<i>Housing units</i>	<i>Addtl. units needed</i>
2010	1,454	2.4	606	
2014	1,532	2.3	666	
2020	1,544	2.2	702	95.98
2030	1,638	2.1	780	78.18
2040	1,731	2	866	85.5

Based on estimated population growth and an expected continued decline in the number of people per household, it is anticipated that approximately 260 additional dwelling units will be needed between 2015 and the year 2040. The amount of land to allow for these units is estimated at 55 acres; 40 acres of this is planned for single-family housing at an average of 4 dwelling units per acre and 15 acres for multi-family housing at an average of 6 dwelling units per acre.

The following map illustrates where these new housing units may be developed. There are several undeveloped parcels (some of which are already platted) in the southern portion of the City. These are labeled as Residential "A" and it is on these and other vacant lots in town where new housing should first be constructed. There are approximately 17 acres of land that is vacant and appears to be available for this type of residential infill development.

Sandstone Comprehensive Plan Chapter 4: Land Use



Residential “A” land is primarily planned for traditional residential use. Residential “B” areas are planned for Suburban Residential use allowing for larger lots or clustered single-family developments. If the market dictates, development of one of these Residential B areas may occur prior to infill on existing platted lots.

Mixed Use areas shown outlined in purple include almost 95 acres of land. While some of this (an unspecified amount) is planned to go to commercial use, the remaining is available for residential use, including a higher density residential development. The two areas labeled “A” would be the first choice for development where “B” would be developed later. Mixed Use “B”, second choice for development, is land currently owned by the City and the Economic Development Authority.

The areas highlighted in the above map represent over 150 acres of land where development might occur in the next 20 years. While some of it is planned for commercial (in the mixed-use districts) this is still more than enough land to accommodate the residential development needed in the City over that period based on population growth estimates.

Soil Conditions

One caveat to this designated growth area is the quality of soils in the locations planned for growth, particularly north and west of Highway 23. The 2002 Comprehensive Plan for Sandstone identifies that portions of this area may not be appropriate for certain types of development including structures with basements, roads and underground infrastructure. The soils data for Pine County is very outdated with the most recent survey having occurred in 1941. Pine County has recently embarked in a process to work with the U.S. Department of Agriculture on a new soils survey anticipated to be complete in 2019. Once completed, that data is expected to be available in an on-line database tool that provides analysis of building constraints (See Appendix A, Soil Constraints). This will greatly aid in the decision-making process for proposed development of this area including for private land owners, developers and City decision makers. Until such time that the survey is complete, any development proposal in this part of the City will likely require individual soil testing of those properties where development is proposed **along with** any areas where infrastructure (including streets, water, sewage and storm water management) may be needed to serve these proposed developments. The need for more in depth study prior to development projects must be taken into account in the City's Economic Development programs and plans for infrastructure. It is appropriate that the City require private developers seeking approvals in this part of the City to provide the necessary studies showing that soils or proposed soil mitigation is adequate for their projects.

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CHAPTER FIVE: HOUSING & NEIGHBORHOODS

Housing comprises the single most active use of land within the City. The provision of housing is often viewed through the lenses of quality, affordability and availability for different household types; but understanding the relationship of housing and its location and connectivity to the remainder of the City is also important.

Neighborhoods

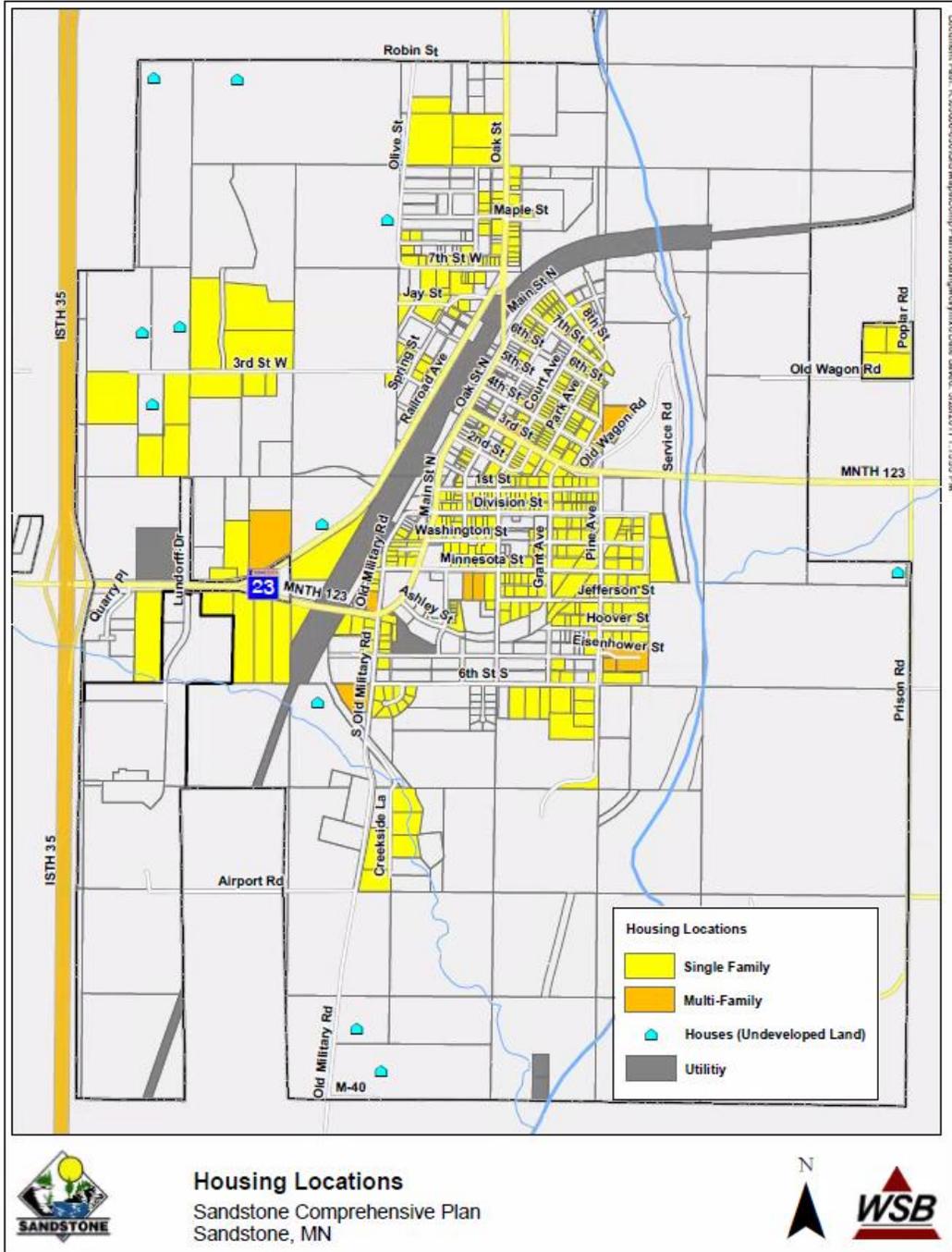
Most of the housing in Sandstone is in the historic core of the City with easy pedestrian access to commercial, service and institutional uses. The proximity of these homes to each other, to places of interest, and the presence of sidewalks are all part of what creates the distinct character of the community and of these traditional neighborhoods.



Development on larger lots has occurred towards the outskirts of the City, with homes located on farms or larger tracts or otherwise undeveloped land. The character or sense of place of these neighborhoods is very different from those “in town”.



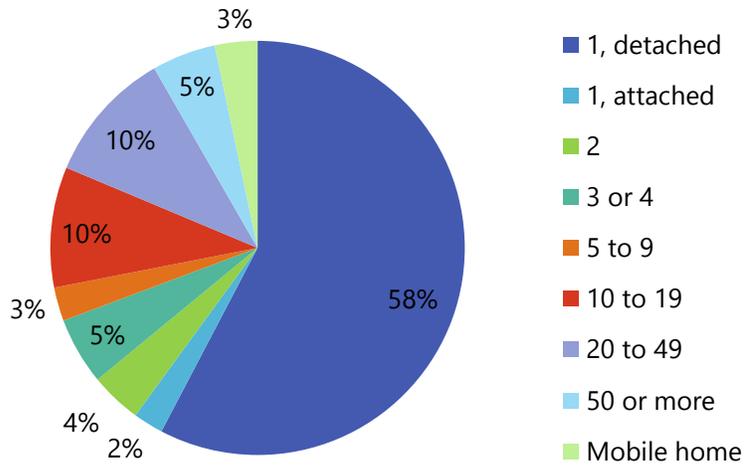
Sandstone Comprehensive Plan Chapter 5: Housing



HOUSING CHARACTERISTICS

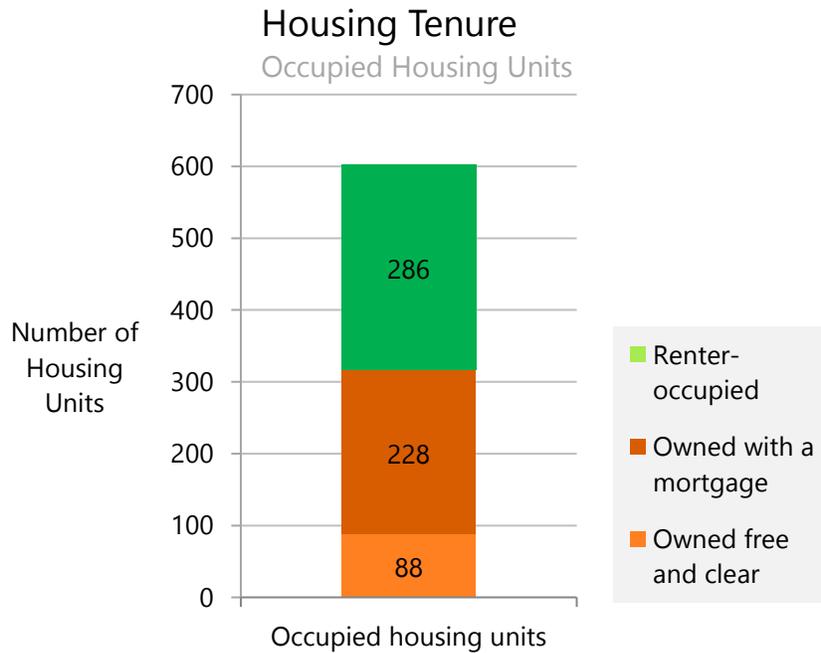
The predominant style of housing in Sandstone is single-family detached. The following chart illustrates types of housing in Sandstone by the number of dwelling units per each housing structure.

Housing Units by number of units in structure



Data source: ACS 2010-2014 Estimates

While most people own their home, there is a substantial population of renters in the City as well.



Data Source: U.S. Census (2010)

Sandstone Comprehensive Plan Chapter 5: Housing

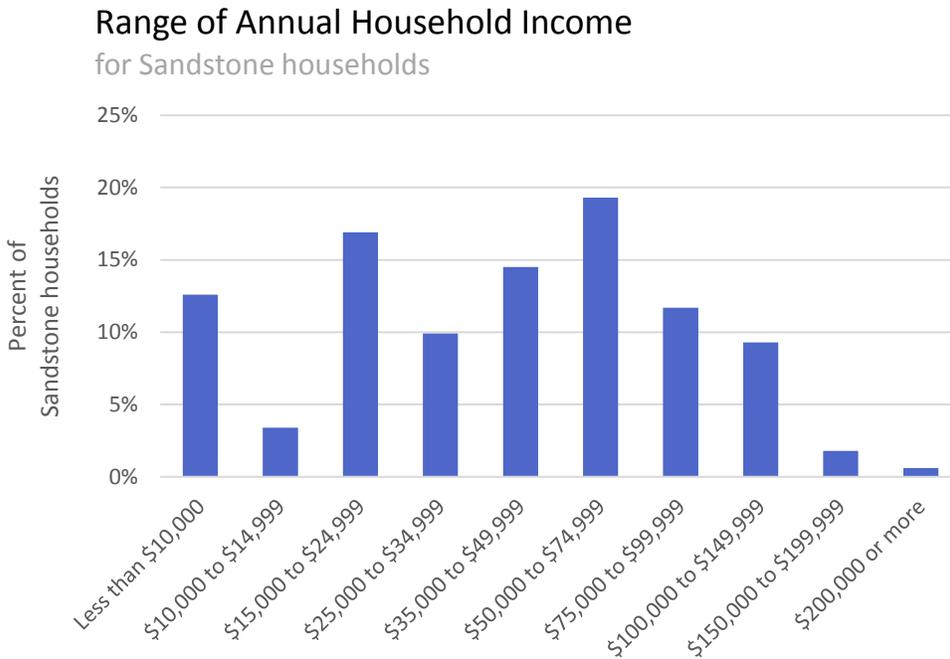
Conducted in the Fall of 2016 in preparation for a Small Cities Housing Rehabilitation Grant, a “windshield survey” of the City found many homes to meet the criteria of “substandard” quality.

Seeking to improve the quality of housing in the City, a minimum-standard rental housing ordinance was passed in 2015. Receiving the Small Cities grant will further help providing financial assistance to homeowners for needed work.

	Standard	A home that needs only slight repair or routine maintenance.
	Substandard	A home that needs one or two major improvements to any system or minor structural component of the home.
	Substandard/suitable for rehabilitation	A home that needs more than two major improvements to the systems or minor structural components of the home or replacement of one major structural component of the home.
	Dilapidated	A home that needs replacement of two or more major structural components and also major improvements to several systems of the home.

Affordability

In Sandstone, household income varies across a wide range as shown in the chart below. Average household income in Sandstone, based on 2014 estimates, was \$50,938. However, the median household income was \$43,452, indicating that more households than not have incomes lower than the average. The chart below visualizes the percentage of Sandstone households that fall into each successive income category. One third of Sandstone households make less than \$25,000 annually.

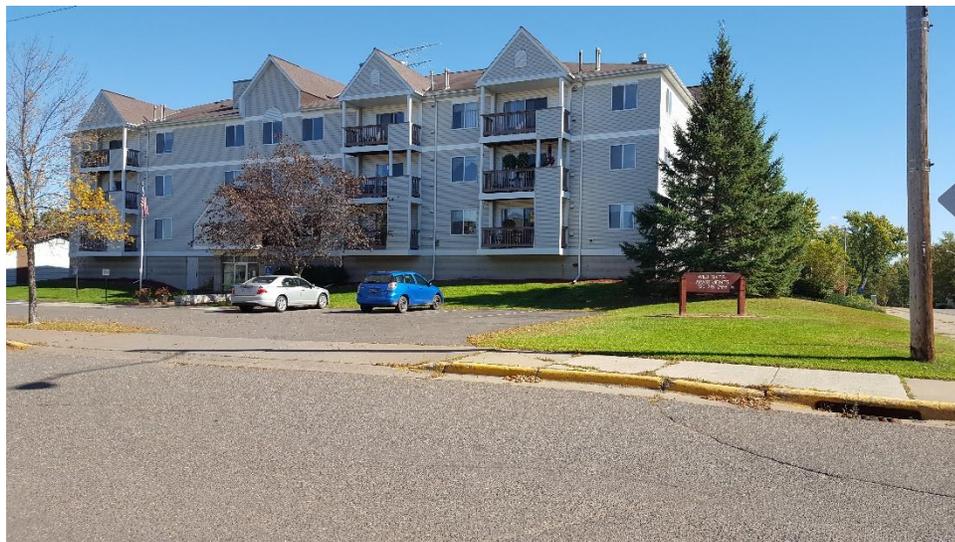


Annual household income has a direct relationship to housing affordability. To be considered affordable, it is generally accepted that housing costs should be no more than 30% of a household's income. Considering Sandstone's annual median household income of \$43,452, the median household in Sandstone would experience housing affordability when costs are no more than \$13,035 annually, or a monthly housing cost of \$1,086 or less.

The following table illustrates the breakdown of what housing costs would need to be to provide adequate numbers of affordable housing by percentage of housing units in the City at 30% in all household income categories.

Sandstone Comprehensive Plan Chapter 5: Housing

Income Category	Pct of Sandstone households in category	Monthly Affordable Housing Cost
Less than \$10,000	13%	\$250 or less
\$10,000 - \$14,999	3%	\$250 - \$374
\$15,000 - \$24,999	17%	\$375 - \$624
\$25,000 - \$34,999	10%	\$625 - \$874
\$35,000 - \$49,999	15%	\$875 - \$1,249
\$50,000 - \$74,999	19%	\$1,250 - \$1,874
\$75,000 - \$99,999	12%	\$1,875 - \$2,499
\$100,000 - \$149,999	9%	\$2,500 - \$3,749
\$150,000 - \$199,999	2%	\$3,750 - \$4,999
\$200,000 and above	1%	\$5,000 or more



300 Commercial Avenue – Wild River Senior Apartments

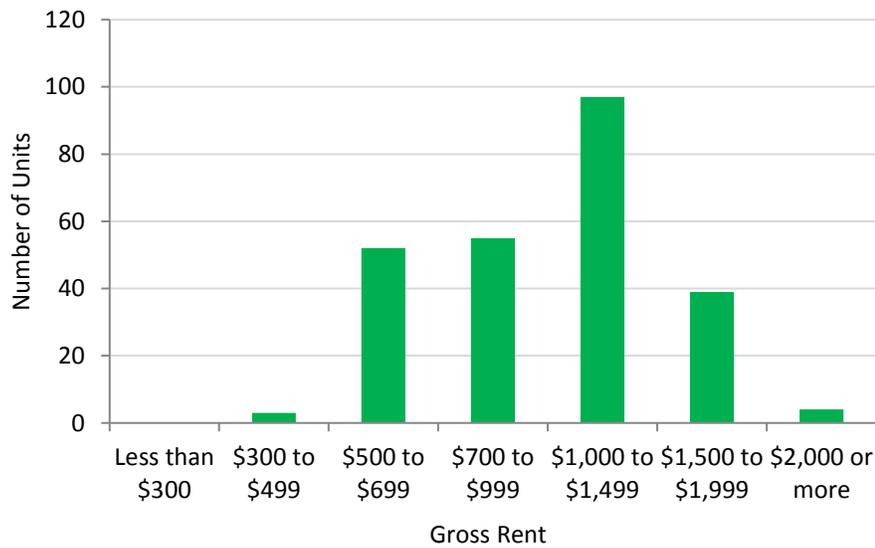
Actual monthly rents and housing costs for households in the City are as follows. From these charts, it is evident that one is more likely to find a rental unit on the lower end of the affordable range than a home with an affordable mortgage.

Gross Rent distribution
for occupied rental units



Data source: ACS 2010-2014 Estimates

Selected Monthly Owner Costs
for housing units with a mortgage



Data source: ACS 2010-2014 Estimates

Assuming that income distribution patterns in the community persist into the future, it is possible to project what distribution of housing

costs the City should strive for in its housing growth and development plans over the next 25 years.

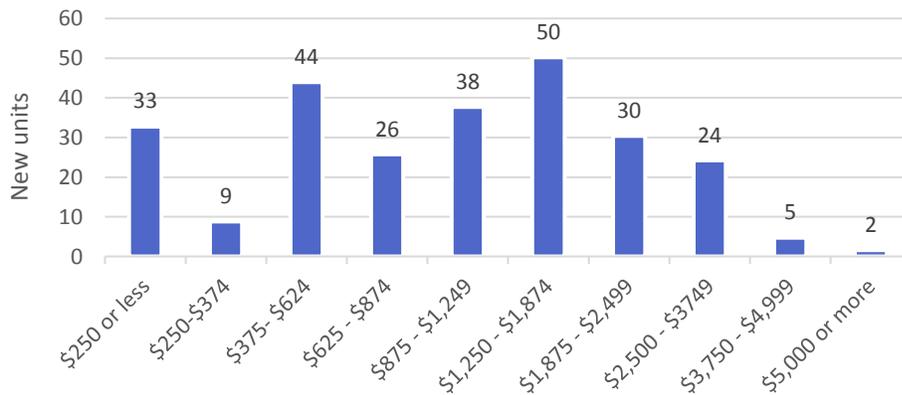
Projected City Growth (2010-2040)

Year	Population	People per household	Housing units	Additl. units needed
2010	1,454	2.4	606	
2014	1,532	2.3	666	
2020	1,544	2.2	702	96
2030	1,638	2.1	780	78
2040	1,731	2	866	85

Based on projected growth for the City, an additional 260 dwelling units (combined single and multi-family, owner and rental) will need to be added to Sandstone between 2015 and 2040. Applying the percentages from the City's current annual income categories, the following is a breakdown of how much these new housing units should cost monthly in order to meet the affordability threshold.

Affordability in New Housing Units

This chart shows what new housing expected by 2040 should cost (in today's values) to maintain community housing affordability



The Goals and Strategies which follow indicate some of the actions the City might take to increase the likelihood of developing and maintaining affordable housing options in the City.

GOALS & STRATEGIES

Housing Goals

- Eliminate substandard housing.
- Assure that residents have access to safe and affordable housing in good neighborhoods that meet the needs of all community members.
- Make sure there is housing for current and future needs

Strategies

- Pursue avenues to accomplish rehabilitation and/or revitalization goals
- Clean up day – utilize volunteers to assist elderly and those in need of assistance – have a picnic / street party afterwards
- Cultivate partnerships with non-profit organizations and/or government programs that provide housing rehabilitation and/or community development funds
- Encourage infill development in residential areas where streets and other infrastructure already exists
- Update zoning code to make certain that it allows for the development of higher-amenity senior housing in appropriate areas
- Create a program to address dilapidated residences
 - Identify housing stock that cannot be rehabbed
 - Determine a system of documentation and legal process to pursue demolition where appropriate
 - Pursue funding to facilitate teardowns of property that cannot be rehabbed

Policies

The City will support housing projects that promote safe and affordable housing for residents at all ages and stages of life.

The City will enforce the rental ordinance to eliminate substandard housing.

Resources

The following table provides resources and funding sources that can be explored to accomplish housing goals and strategies.

Housing programming/support	
Small Cities Grant - DEED (Department of Employment and Economic Development)	<ul style="list-style-type: none"> • Eligible projects include housing rehabilitation activities. • Housing grant funds are granted to local units of government which lend funds for local housing stock rehabilitation, • Loans can be used for a variety of housing types, and are targeted for low to moderate income households.
Pine County Housing and Redevelopment Authority (HRA)	<ul style="list-style-type: none"> • Pine County HRA operates Section 8 housing program, which provides housing to low-income individuals. The HRA currently operates 28 subsidized low income units in Sandstone. • Sandstone will continue to work with the Pine County HRA to support its efforts and access affordable housing resources and funds when those become available.
U.S. Department of Agriculture Loan Program	<ul style="list-style-type: none"> • This program assists approved lenders in providing low- and moderate-income households the opportunity to own adequate, modest, decent, safe and sanitary dwellings as their primary residence in eligible rural areas. • Section 504 Home Repair program funds can be used by rural low-income households to repair, improve or modernize homes with health and safety hazards.
Initiative Foundation	<ul style="list-style-type: none"> • Sandstone already works with the Initiative Foundation through its Thriving Communities Initiative. • Continue to explore opportunities to work with this foundation to achieve quality of life goals that relate to safe and affordable housing.
Minnesota Housing funding opportunities	<ul style="list-style-type: none"> • The Workforce Housing Development Program is a competitive funding program that targets small to mid-size cities in Greater Minnesota with rental workforce housing needs. Communities must secure matching funds at a 1:2 ratio. • The Rental Rehabilitation Deferred Loan (RRDL) program provides resources for moderate rehabilitation to owners of existing small or midsize rental housing in Greater Minnesota. The goal is to preserve affordability and provide low- and moderate-income households with access to decent housing that is convenient to jobs, transportation, and essential services.

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CHAPTER SIX: ECONOMIC DEVELOPMENT

Economic Development can be defined as the process of expanding wealth within the community. Sometimes this is done in a very visible manner, as when a new business is brought to town. New businesses typically add to the tax base more than they require in community-provided services (the opposite of housing), so business development & growth is seen as a net gain for the City. Less publicly visible but just as important and often more effective for the effort is when local businesses grow from within the community.

The creation of jobs is one important component of economic development. Therefore, creating and maintaining a community where people want to live and work should also be considered part of economic development. The availability of a variety of housing options and things to do will attract people to live in the community. The provision of quality services and institutions (i.e. schools) is a strong consideration for potential new residents, as is the character of the place. The presence of natural and cultural resources, organizations, and institutions within and close to the City of Sandstone should be considered and utilized as existing assets in the City's economic development efforts.

EXTERNAL FORCES

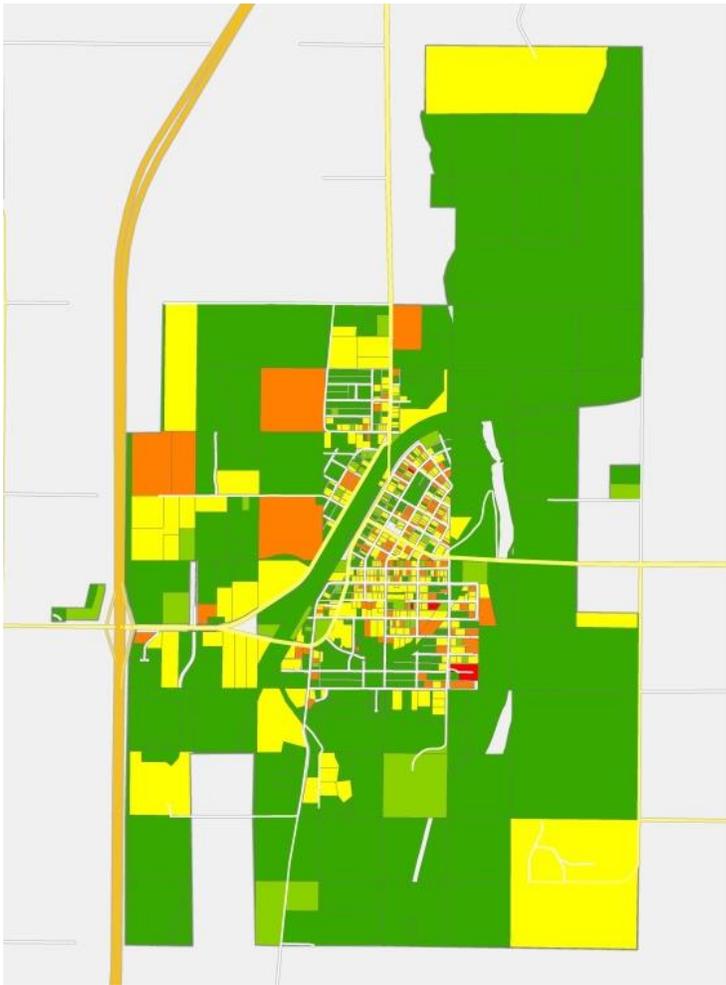
An analysis comparing Sandstone's economic development tools to those of similar, proximate cities indicates that Sandstone has a promising outlook in a regional context. Considering its geographic location and the amount of available land held by Sandstone's Economic Development Authority, Sandstone is well-positioned to take advantage of regional economic development opportunities. With nearly 150 acres of City or EDA-owned land within the City and a wide array of funding and incentive tools at its disposal, Sandstone holds an advantage over its nearest competitor cities that have both less available land and fewer development tools. While all competitor cities have funding tools available, Sandstone's EDA provides the most comprehensive guidance on how a prospective business or applicant might access these opportunities. Following is a table that illustrates Sandstone's position in comparison to neighboring cities.

City	<i>Distance from Sandstone</i>	City/EDA Land Available	<i>Funding Tools Available</i>
Sandstone	--	146 acres	<ul style="list-style-type: none"> • Tax Increment Financing (TIF) • Tax Abatement • Community Economic Development Loan (CED) – gap financing for eligible businesses • Sandstone business subsidy application • PACE Financing
Pine City	23 miles	47.3 acres	<ul style="list-style-type: none"> • Revolving Loan Fund • Free Small Business Development Centers (SBDC) services/counseling • Industrial Park is certified Shovel Ready • PACE Financing
Barnum	30 miles	3.43 acres	<ul style="list-style-type: none"> • Revolving Loan Funds • Tax Increment Financing • Tax Abatement • Below market interest rate loan opportunities
Hinckley	8.5 miles	N/A	<ul style="list-style-type: none"> • Revolving loan funds • PACE Financing
Moose Lake	23 miles	N/A	<ul style="list-style-type: none"> • Revolving, startup, or intermediary relending loans – Carlton County EDA • PACE financing (clean energy)

INTERNAL FORCES

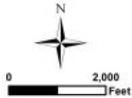
Examining economic assets within the City of Sandstone, a value-per-square-foot analysis of existing buildings shows a fairly moderate value range with very few outlier properties. Even successful, high-benefit projects like the Chris' Foods development yield similar per-square-foot tax value as most residential properties in the City (although at a different tax rate). Looking at tax value is only one measure of a successful project and community investments, such as the grocery store, offer more intangible value to a city hoping to attract and retain its residents.

Value per Square Foot



Sandstone Comprehensive Plan
Basemap
Sandstone, MN

- Legend**
- ValPerSq**
- \$0.00 - \$10.00
 - \$10.01 - \$25.00
 - \$25.01 - \$50.00
 - \$50.01 - \$75.00
 - \$75.01 - \$100.00
- Sandstone Boundary
- Pine County Roads**
- RTE_SYST**
- US Highways
 - State Highways
 - County Roads
 - Local Streets
 - Ramps



One notable exception to this finding on potential tax value increase is the area comprising two blocks of Main Street (between 2nd and 4th Streets, circled in red on the map right). Here, redevelopment could yield greater tax value because of the existing relatively low per-square-foot value and high location potential.



While increasing the City's tax yield is certainly an important focus for economic development and a factor to consider in attracting new businesses, Sandstone should continue to make economic investment decisions based primarily on the cultural and community value of the investment. In other words, the potential for a business to deliver substantial community benefit should be the principal consideration driving economic development actions. This asset based economic development model encourages a continued investment in community amenities and desirable services that will offer stability to residents and business owners over the coming decades. There are many potential factors that could be considered measures of community benefit when it comes to attracting new businesses to the City. These include:

- Businesses that provide new jobs
- Businesses that provide goods or services that fill a current gap or need in the community
- Businesses that encourage visitors to stay and spend time in Sandstone
- Businesses whose entry into the community is likely to attract new residents and families
- Businesses that will help to achieve broader goals identified in the Comprehensive Plan

Establishing a consistent framework for discussing and evaluating community benefit will allow Sandstone to lead with an asset-based economic development approach and to put community benefit at the forefront of economic development decision-making.

The role of the City in Economic Development includes seeking specific types of businesses to attract to the City and considering incentives to new or existing growing businesses. Creating a systematic method to review projects will aid decision makers in determining the level of effort or support appropriate from the City for each project.

The checklist shown in Appendix B suggests one such framework for evaluating project value and community benefit. The checklist establishes project outcome goals and uses a point system to measure the potential overall value (or "community benefit") from a project.

ECONOMIC DEVELOPMENT ANALYSIS CONCLUSIONS

The following conclusions are based on the findings from the external and internal forces analysis.

- 1) **Sandstone has a favorable economic development climate compared to proximate cities in the region.** As such, the EDA's hospital and business park assets represent a good investment.
- 2) **The City should use an asset based economic development approach and make decisions based on improving community balance.** Tax yield is only one of many important considerations in Sandstone's economic development. Investment in community benefits is needed to attract and retain residents. Sandstone may consider using a "priority checklist" such as the one modeled in Appendix C to evaluate economic development projects.
- 3) **One area with high economic development potential is Main Street.** There are several blocks along the central street that have potential to yield higher value. Development projects here need to be approached with both tax value and the role of historic preservation in the desired community character.

The following table provides tools for pursuing economic development efforts in the City.

Economic Development programming/support	
DEED (MN Dept. of Employment and Economic Development)	<ul style="list-style-type: none"> • Various funds and supportive programming including <ul style="list-style-type: none"> ○ Minnesota Investment Fund ○ Shovel Ready ○ Small Cities grants ○ Brownfields cleanup grants
Pine County	<ul style="list-style-type: none"> • Area overview and Pine County EDA resources, including incoming Pine Technical and Community College business incubator
East Central Region Development Commission	<ul style="list-style-type: none"> • Provides regional guidance and programming to assist with economic development, including loan funding
GPS 45:93	<ul style="list-style-type: none"> • Non-profit organization serving east central Minnesota, with a mission to better position the region to attract high-wage jobs, aid in business

	retention, recruit new businesses, etc. Central clearinghouse of economic development information.
Northspan Group	<ul style="list-style-type: none"> a private, nonprofit business and community development consulting firm located in Duluth, which the City has used for past projects.

GOALS & STRATEGIES

Economic Development Goals

- Use proactive methods to entice new business here
- Use proactive methods on assisting and encouraging existing businesses to grow and remain in Sandstone
- Embrace entrepreneurial mindset and vision along with economic development opportunities
- Embrace and utilize natural resources in a “Recreation Economy”
- Strengthen Community Identity and how we present ourselves to outsiders
- Focus efforts on:
 - a. building and retaining local customers for local shops (i.e. shop local campaign);
 - b. businesses based on filling a need in the community for what their business provides area travelers/tourists
 - c. businesses based on filling a need in the community for what their business provides local residents
 - d. businesses based on their proposed number of new jobs
 - e. businesses based on their ability and likelihood to pay property taxes
 - f. businesses based on their ability to draw new consumers.
- Actively pursue a railroad maintenance facility for the Northern Lights Express

Strategies

- Create a business growth and retention program. Form collaboration and ongoing discussions between the EDA and local businesses to promote business retention. Understand their needs, concerns, ideas for growth. Search for financial assistance programs to assist growth of existing and new local business.
- Strengthen the local Chamber of Commerce efforts. Utilize a program such as “Main Street” © or AMIBA to further develop local skills and grow efforts to further promote the community especially for tourism. (See Appendix C “Chamber Organizations”).
- Consider attending trade shows or similar gatherings (Duluth, St. Cloud or Twin Cities metro) for businesses that the City wants to attract. Create and bring a “bring your business to

Sandstone” packet or brochure to hand out. Send a member of the EDA to promote the City (e.g. for Restaurants attend food shows).

- Create opportunities for “pop-up” businesses that are desired in Sandstone. Build on the existing presence of Hardwater Sports at the Ice Festival. Coordinate evening events (food & music) during the Ice Festival weekend. Invite Food Trucks during Midwest Country Shows. Coordinate with vacant building owners to utilize spaces for pop-ups.
- Focus efforts on businesses based on their ability to draw new consumers.
- Pursue development of rail spur to further development at the Sandstone Business Park.
- Consider pursuing a program to attract new residents to live in Sandstone (see Appendix D, “Campaign to Attract Residents” for examples)

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CHAPTER SEVEN: PARKS & RECREATION

Parks provide places of recreation, both active and passive, for community residents and visitors, as well as economic assets which increase the value of nearby property and natural areas to accommodate floodwater storage and plant and animal habitats.

SANDSTONE'S PARK SYSTEM

Sandstone is a City that embraces outdoor recreation and its natural features. With a 63-acre city park located directly on the Kettle River and over 1,700 acres comprising Banning State Park on the eastern portion of the City, Sandstone's park system is important to the City's identity, economy and ecologic health.

1. Robinson Park

Robinson Park is the largest City park in Sandstone. It is located directly adjacent to Banning State Park on three sides and was once the location of a sandstone quarry that was in operation until the late 1930's. The quarry site included a dam in the Kettle River, railroad lines, roads, buildings, and other support facilities. When the quarry operations closed, it left in its place an approximate 100-foot-high rock cliff wall that separates the park into an upper and lower area. That wall has attracted climbers to the park for many years. There are scattered remnants of the previous quarry operations and equipment still located throughout the site. Due to the significance of some of the artifacts and the previous historic use, the park was added to "The National Register of Historic Places" in 1991.

The southern portion of lower Robinson Park contains a large wetland area fed by natural springs and has numerous rubble rock piles surrounding most of it. A fairly heavy cover of deciduous vegetation has taken over this area. There are three primitive camp sites located along an old raised railroad bed line that parallels the Kettle River with the remains of two previous powder storage buildings located along the wetland in close proximity to the Old Wagon Bridge abutments.

The central and north sections of lower Robinson Park are where the majority of the park activity can be found. There are recreational improvements that were incorporated utilizing LAWCON grant funds back in the 1970s, such as the restroom building and picnic

shelters. Two picnic shelters are available, one adjacent to the main entrance parking lot by the boat launch and a smaller shelter close to the restroom building. The restroom building does not have water or sanitary services, so odor issues can sometimes be a deterrent to users. LAWCON funds were also used for the boat ramp and the main park entrance sign.

Community Engagement for Robinson Park

In 2016, the City adopted a Master Plan for Robinson Park. During that process, the community identified priority issues and opportunities to improve this key park, including:

- Accommodate a variety of recreational activities for both local as well as regional park users
- Provide recreational amenities during all seasons of the year
- Improve the overall park experience and safety
- Provide a balance between preserving and enhancing the natural resources and scenic qualities and historic aspects of the quarry while accommodating active recreational park development
- Provide a better connection between the local community and the park
- Portray the historical significance of the site that is currently being missed and protect artifacts
- Encourage ongoing stewards – start with the youth to get them more involved
- Provide proper accessibility to the park and recreational amenities
- Delineate vehicular vs. pedestrian routes through the park
- Promote future business opportunities in Sandstone by highlighting the parks' significance

2. Johnson Park

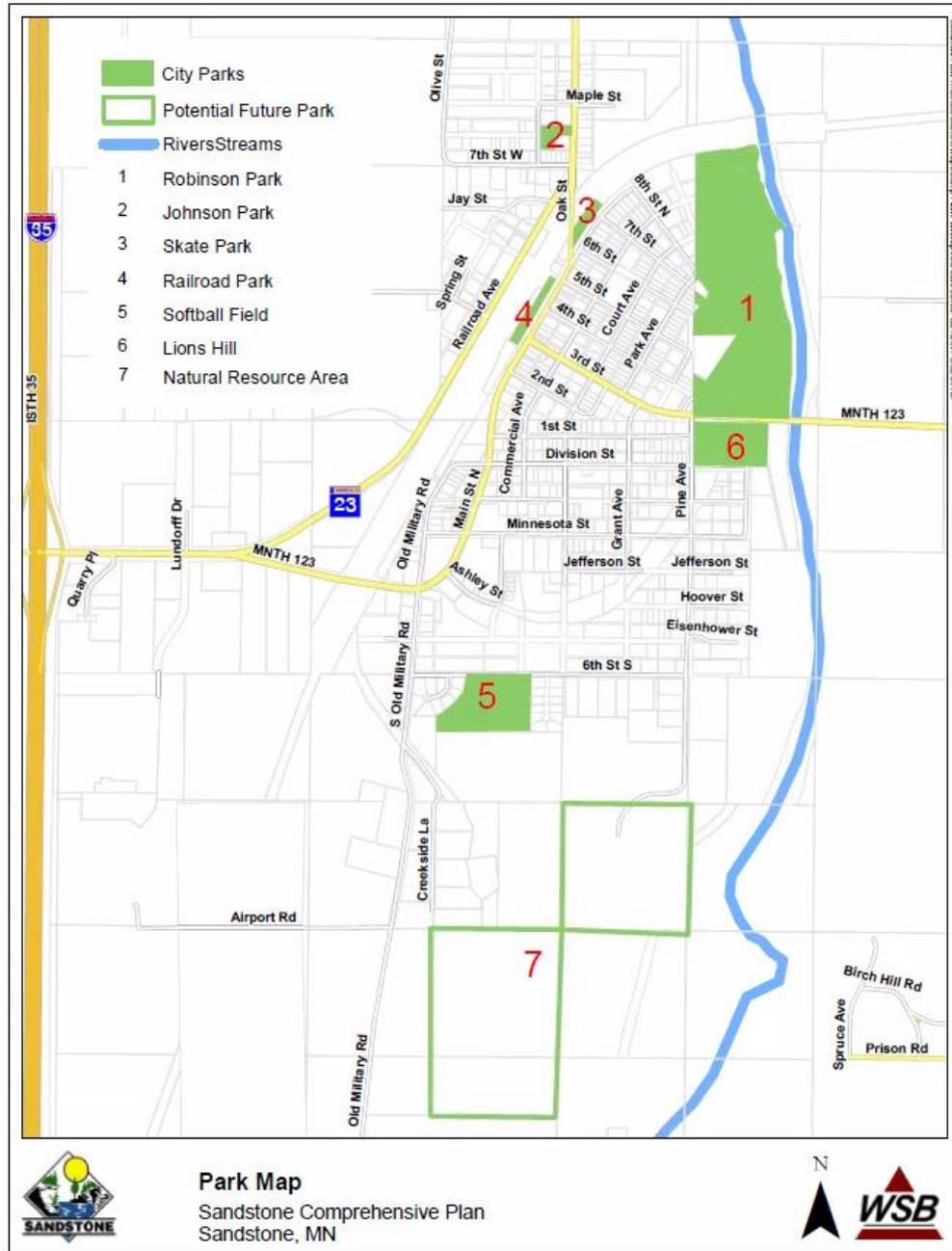
This park is approximately 1 acre in size, located on City owned land in the north portion of the City, in what is known as the Gunn neighborhood.

Features & Facilities: playground equipment

3. Angle Park

This park is located on railroad right-of-way property, at the intersection of Main Avenue and Angle Avenue.

Features & Facilities: skatepark, hockey rink, warming house



4. Train Park

Approximately 1 acre, City owned property, it is directly adjacent to the City owned parking lot and across Main Street from the historic commercial district.

Features & Facilities: gazebo, drinking fountain, bandshell, open space

Plans: a permanent concession building/structure

5. Softball Field

Located on City-owned property off of Eagle Drive, just east of Old Military Road South.

Features and Facilities: softball diamond, open event area, expansion possibilities.

6. Lions Hill

Located on City-owned property at the eastern end of Division Street.

Features & Facilities: skating rink, warming house, sliding hill, expansion possibilities

Further park system planning for Sandstone might consider providing a balance of different amenities serving various purposes throughout the community.

GOALS & STRATEGIES

Parks & Recreation Goals

- Improve and maintain a bicycle route/trail connection to the Munger Trail
- Further develop the “Town Square Park” concept (at Train Park) - events and gathering place
- Continue/Add programmed activities in the parks (cultural, music/arts, sports)
- Enhance restroom in Robinson Park
- Build/add more playgrounds
- Develop parks in more locations (“walkable” from all homes)
- Build a Permanent structure/food stand in the Train Park
- Develop more sports fields and facilities
- Clear trees and brush in Robinson Park to better highlight the historic quarry structures
- Enhance marketing efforts for Robinson Park and the Quarry

Strategies

- Submit the plan for a trail to be deemed regionally significant connecting Munger Trail, Robinson Park and Banning State Park. Seek legacy grant funds for this project.
- Develop a community park system plan considering different existing and needed park locations and meeting multiple purposes. Address desired park upgrades within an annual Capital Improvements Plan.
- Continue with the strategies and projects identified in the Robinson Park Master Plan.

Robinson Park Master Plan Key Recommendations

The 2016 Robinson Park Master Plan recommended actions and investments to improve the park's accessibility, amenities and resilience. These recommendations can be summarized as follows:

- **Install wayfinding and marketing signage.** Improving signage at key locations, including the I-35 interchange, will help visitors locate and experience the park.
- **Develop amenities, such as playgrounds and trails, in the upper portion of Robinson Park.** This is the area of the Park more directly connected to the residential areas of Sandstone.
- **Introduce more infrastructure into the park to accommodate a larger range of activities.** Proposed additions include camper cabins, electricity for the ice climbing walls, and play structures.
- **Improve the aesthetic of Lower Robinson Park.** Blend infrastructure into surroundings, consider a pedestrian bridge across the river, and develop a north-south Kettle River trail that connects with Banning State Park.
- **Develop a historic dam overlook site.** This portion of the river is a natural draw.
- **Intersperse more park shelters and site amenities.** Adding more shelters and amenities would improve safety, aesthetics and accessibility.
- **Improve educational signage for visitors.**
- **Improve historical interpretation information at key sites within the park.**

Robinson Park is a significant regional recreational resource in the State and therefore qualifies for funding through the MN DNR Parks

and Trails Legacy Grant Program. As a site listed on the National Register, it is also eligible for funding from the State Historic Preservation Office, Minnesota Historical and Cultural Heritage Grants program.

There are opportunities to grow both local recreational use of the park and its regional use which has become a significant economic development tool for the City. As these opportunities are realized, improved connectivity between Robinson and other City Parks will help to grow a system of parks within the community, some of which will be primarily (if not almost exclusively) enjoyed by local residents. The improvements made to Robinson Park in the near future should be viewed as a catalyst to improving the entire park and recreation system for the City.

Policies

The City will support the use of public parks as both an amenity for local recreational opportunities as well as assets in the tourism industry and as part of the community economic development program.

CHAPTER EIGHT: CITY SERVICES & SOCIAL CAPITAL

City services are programs, organizations and facilities that provide services to people in the community. These include those operated primarily by either governmental or not-for-profit organizations. Sometimes for-profit businesses also provide similar or compatible services or offer spaces for activities that serve the community and should be included here as well. While the concept of city services is somewhat broad and open ended, their role in growth and functioning of a community is extremely significant. Special community events and daily life activities occur within these spaces and with the assistance of these organizations. This helps to create the unique sense of place for the Sandstone community.

Examples of services and community facilities include: The hospital, schools, Fire Department, Historical Society and Arts Organizations.

Goals

City Services & Project Goals

- Enforce minimum standards in rental housing, housing maintenance, and nuisance code issues
- Provide for and maintain parks, recreation, open space and trails that meet the needs of all the residents of the City
- Work to preserve and care for natural, historic and cultural resources
- Focus on basic services - water, sewer, streets, police and fire
- Take a proactive approach to annexation by anticipating and planning for future growth and expansion rather than simply reacting to it
- Install community entry gateways and wayfinding signs
- Evaluate City streets and create a systematic plan to repair and maintain them

Strategies

- Ensure, through annual CIP review, that the City's CIP prioritizes critical services, while building in funds for long term support of community development and resource preservation.
 - The checklist in Appendix C can be used to assess the level of priority for potential infrastructure projects in the CIP.

- Develop a Staging Plan for City services that anticipates future annexations or expansions, plans for service connections, and budget resources appropriately.
- Study existing City resource capacity and determine whether staff and physical resources meet the needs of the City; develop a strategic plan that addresses gaps.

Policies

The City will take a proactive approach to anticipating and meeting the needs of the community through its services and resources.

Social Capital Goals

- Continue or grow community events - national night out, etc.
- Focus on activities for kids (Pre-K, Elementary school kids, Teenagers)
- Build a new or expanded community center
- Support a Community wellness program
- Build a new library building
- Support the efforts of the Sandstone History & Arts Center and other local non-profit organizations
- Encourage Volunteer programs

Strategies

- Provide City support via funding, staff time and similar resources to continue to maintain and grow successful community events such as National Night Out. Use these events as a venue to further the goals of this plan.
- Continue to grow collaborations among public and private sector and non-profit institutions to accomplish common goals and best utilize local resources including spaces for community gatherings and programs

Policies

The City will continue to support events that bring residents together in celebrations which support development of community spirit.

CHAPTER NINE: INFRASTRUCTURE, UTILITIES & TRANSPORTATION

UTILITIES & INFRASTRUCTURE

Water and sewer have been considered basic services of municipalities for generations. Streets and stormwater facilities, too, are often part of the utility infrastructure provided by a city. This infrastructure plays a major role in providing for the health & welfare of citizens in the community. It also provides the mechanisms to support development and redevelopment in the community allowing for economic growth.

Over the past decade, the designs and types of facilities in this area have changed greatly. Now, more of this “grey infrastructure” is being replaced with “green” designs and methods. In particular, stormwater systems are being designed to more naturally integrate stormwater management into individual sites in ways that mimic natural processes. Many of these innovations are now becoming commonplace. Still, there is room for the City of Sandstone to encourage green infrastructure as development occurs in the City. With the focus on sharing the community’s natural resources with visitors, improved and updated physical elements of these systems will correspond nicely. Ongoing updating and upgrading of the infrastructure, with environmental protection in mind, will further preserve the natural resources now being recognized by the City as economic resources. People who choose to recreate in natural resource environments tend to notice when systems are present to protect those places and therefore it increases the positive experience and the likelihood of their return to the community.

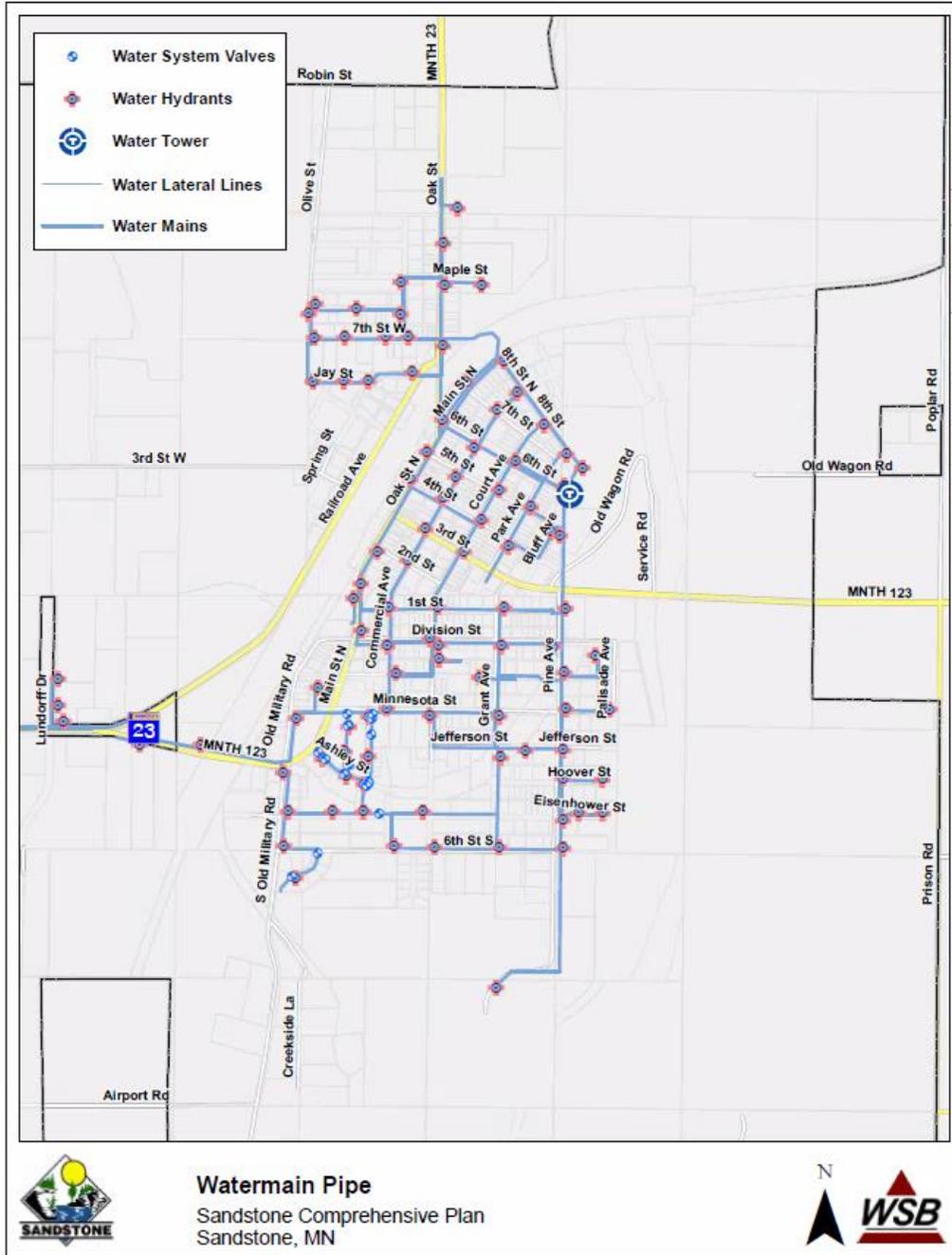
Current Infrastructure Systems

The City’s current core facilities include water and wastewater service, storm sewer, local streets, sidewalks and trails along with associated lighting, and other transportation elements. The drinking water system includes production wells, water storage towers, water treatment facility and trunk watermains. The core facilities of the sanitary sewer system include area lift stations, trunk sanitary sewer mains and a sewer treatment facility.

Sandstone Comprehensive Plan Chapter 9: Infrastructure

The maps shown here outline Sandstone's water supply and wastewater systems as they currently exist.

Sandstone Current Water Supply System



Sandstone Comprehensive Plan Chapter 9: Infrastructure

The table below shows projected water system requirements in 5-year increments. The table shows that the available storage and production exceed the 2040 projected demand for water. The assumptions for this analysis are as follows:

- Per capita demand is estimated to be 61 gallons per day which is the high value from 2013 to 2015.
- Peak factor is estimated to be 2.19, which is the high value for 2013 to 2015.

Year	Projected Population	Average Day Demand, MGD (min recommended storage)	Maximum Day Demand, MGD (recommended production)
2015	1,532	93,700	205,200
2020	1,544	94,300	206,500
2025	1,591	97,200	205,700
2030	1,638	100,000	209,000
2035	1,685	102,900	206,300
2040	1,731	105,700	211,600

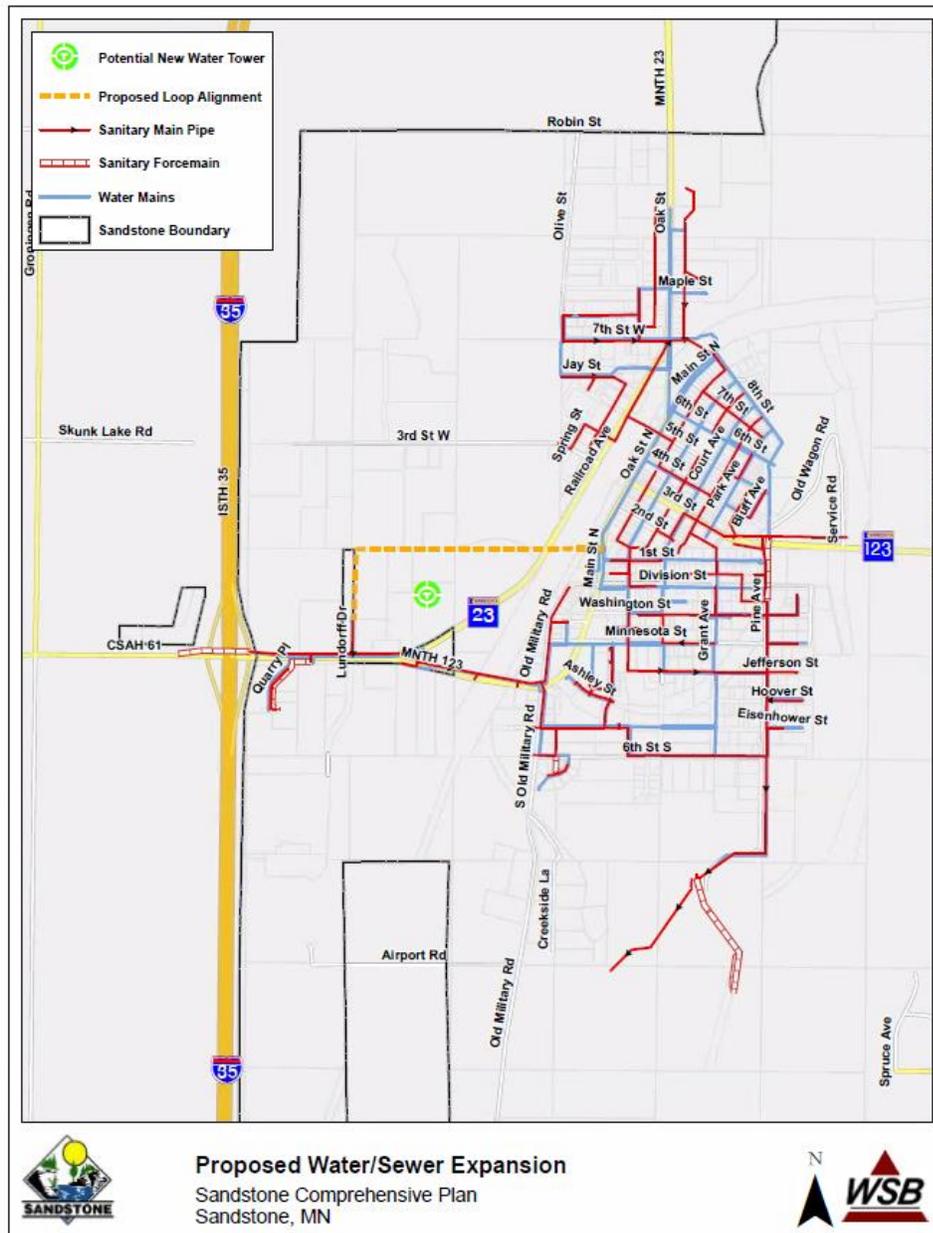
Available Storage:	150,000 gallons
Available Production:	1,500,000 gallons

An analysis of Sandstone's sewer system yields a similar result with respect to capacity. Currently, the wastewater system is adequately sized to manage increased demand from the moderate population growth out to the year 2040. Both the wastewater and water supply system analysis take into account the future land use map (from Chapter 4) and the areas of the City that are expected to receive the most growth and expansion over the decades to come.

Because capacity is expected to provide for population growth out to 2040, the City should primarily focus its infrastructure planning on maintenance and management of the existing systems. The water distribution and sewer collection systems will require upkeep and monitoring to function at capacity for the population of Sandstone over the decades to come. The City can help to ensure that these systems are well-maintained by continuing to allocate sufficient funds towards this end in Sandstone's Capital Improvement Program.

Eventual Infrastructure Improvements

Based on the anticipated population growth, it is not likely that Sandstone will require additional wells or water storage between 2017 and 2040. However, there is still the potential need to extend the delivery system to allow for City expansion northwest of Highway 23 which would also help with pressurization. A 2008 well citing study found ample water supply for a production well at that location. Stormwater concerns involving Highway 23 and the Kettle River should continue to be monitored.



Capital Improvement Program

The City has a Capital Improvement Program (CIP) and continues to utilize and update it on a regular basis. The CIP document goes into a higher level of detail for City infrastructure needs and strategies than is covered here. This chapter of the Comprehensive Plan utilizes and relies on the CIP as an ongoing method of updating goals, policies, and strategies; therefore, it is adopted as part of this document by reference herein, including future renditions of it. While the intent is not to duplicate the work of the CIP – or supersede the goals, policies, and strategies contained therein - this Comprehensive Plan seeks to consider City infrastructure as one aspect of the City in its relationship to future development, ongoing City operations, and the provision of services to the community.

Key infrastructure costs in the CIP should reflect a focus on maintenance and management over the next 25 years. Major investments in new infrastructure and expansions of the system are not anticipated to be necessary in the time period covered by this plan, from 2017 to 2040.

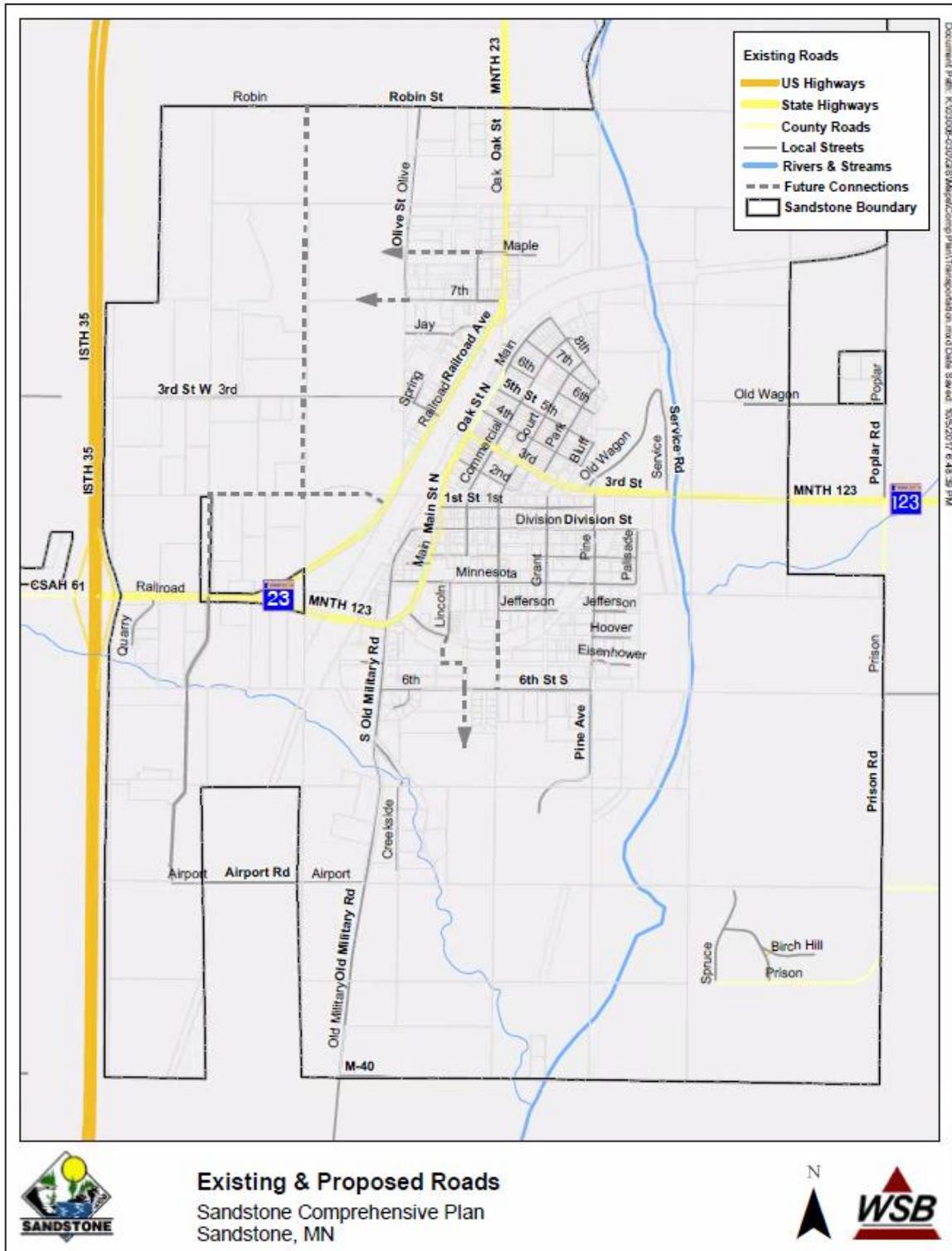
TRANSPORTATION SYSTEM

A complete and integrated transportation network including roads, trails, sidewalks, and transit allow options for transportation to be integrated into a variety of personal lifestyles. Integrating land use and transportation systems is essential for community economic development.

Roadway System

Sandstone has developed a roadway network that is reflective of the historic centrality of the downtown core. As growth has occurred over time, additions to the road system extend from the State highways with connections to newly developed areas having access from these highways. This has created the development of some adjacent neighborhoods without adequate interconnectivity between them. The lack of interconnectivity is not a problem now, but could become one in the future as growth occurs. The following map shows the existing road system and locations where the City should consider future City street connections.

Sandstone Roadway Classifications & Future Connections



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The locations of future connections shown on the map are, in several cases, simply an indication that two end points should be connected. It is not intended to show precise alignment or specific timing of the needed connection. This is particularly true of the northwest quadrant of the City where type and density of growth is not certain. Future build out of the roadway system will depend on demand (through growth), available funding, and participation of the land owner. The City should however keep road connectivity in mind when new development proposals are discussed.

Non-motorized Transportation facilities

Many people now see access to affordable and reliable transportation options as an equity issue. Not everyone has a car or the ability to drive. Those with disabilities often depend on a safe and complete pedestrian system to allow access to places of work, and to goods, services and social opportunities. These issues and a growing understanding of the effects of a sedentary lifestyle have helped boost a trend toward cities providing a more complete transportation system that includes sidewalks and multi-purpose trails.



Sidewalks

Sidewalks are the principal pedestrian facilities found within cities. The accepted industry standard for sidewalks is 5 feet wide. In areas where there is a high-level of pedestrian activity, the standard is increased to either 7 or 10 feet wide, depending on the expected level of pedestrian activity and the adjacent land uses. Many areas of Sandstone do have sidewalks, while in other places the paved street may provide adequate infrastructure. Painted crosswalks would be helpful in several areas to direct pedestrians and to increase awareness.

On-Street Bicycle Routes

Bicycle routes can be marked or unmarked. Marked ones are lanes designated as bicycle facilities that provide a separated travel lane for bicycles within the paved road right-of-way. Unmarked routes are located on roadways which have enough right-of-way to provide adequate space for bicyclists, often on a shoulder or within a vehicle traffic lane, to safely maneuver with other motorists. For routes which do not have a designated lane marked on the pavement, signage is often used to mark the route for bicyclists and to send a message to vehicular drivers of their presence on the road. The use of signage is a fairly inexpensive method to funnel bicycle traffic to an appropriate route and could easily be employed in Sandstone.

Multi-purpose trails

A trail is a facility that provides shared recreational travel for bicycles, pedestrians and other users. While trails are primarily recreational in use, they often provide a secondary transportation network that supports the overall non-motorized system. Paved trails allow access to pedestrians with strollers, wheelchairs and other disabled users. Unpaved trails primarily serve pedestrians, but can also be used by mountain bicycles when appropriately designed. Regional trails (such as the Willard Munger State Trail and connections to it) provide recreational experience and transportation for visitors to the community, creating an economic development opportunity.

Transportation Goals & Strategies

Roads & Transportation Goals

- Maintain, upgrade and reconstruct City streets in accordance with contemporary standards
- Provide a transportation system through and within the community that includes facilities for vehicles, pedestrians, and bicyclists
- Protect the traveling public by designing safe streets and highways and providing needed traffic control devices and enforcement
- Plan and design streets and highways to preserve their traffic carrying capacity.
- Add more painted crosswalks in appropriate locations.

Strategies

- Submit plan for trail to be deemed regionally significant connecting the Willard Munger State Trail, Robinson Park and Banning State Park, which will enable the City to apply for legacy grant funds.

Policies

The City will consider the needs of all modes of transportation when designing or redesigns roadways.

Overall Infrastructure Goals & Strategies

City Infrastructure Goals

- Address issues with the aging infrastructure systems in the City including undersized system components (pipes)
- Construct a sidewalk or trail connecting downtown and the Ashley Addition (Chris' Foods development)
- Add pedestrian lighting in areas
- Clarify where the city resources are going (expanded communication to the taxpayers)
- Improve the efficiencies of city infrastructure as areas are built or rebuilt
- Loop the water distribution system in the Northwest Quarter of the City
- Provide infrastructure and services necessary for contributing to the health, safety, and welfare of the community
- Provide water and sewer services to areas of the City already developed before expanding for additional land development
- Extend water and sewer services to the west side of I-35

Strategies

- Ongoing maintenance & upgrade program for water, sewer, and street infrastructure based on an annual review of the CIP.
 - Include both resurfacing and complete street reconstruction projects in the CIP on a regular (annual) basis to be completed as resources allow.
 - Upgrading aging and undersized system components are a high priority to be addressed on an annual basis.
- Create an updated pedestrian/bicycle plan.
 - Base this on the 2004 sidewalk inventory and subsequent improvements (from 2006 & 2007).
 - Add existing and proposed trail locations and segments needing repaving.
 - Utilize volunteers to conduct a “walkability study” to identify areas where improvements are needed. Consider doing this as part of the National Night Out or community physical fitness endeavor.
 - Use the “Walkability Checklist” in Appendix D to help assess gaps or areas where improvements are needed.
 - Identify areas where lighting and other improvements or features are needed to create connections within the city and prioritize those routes, add this map to the CIP.

Policies

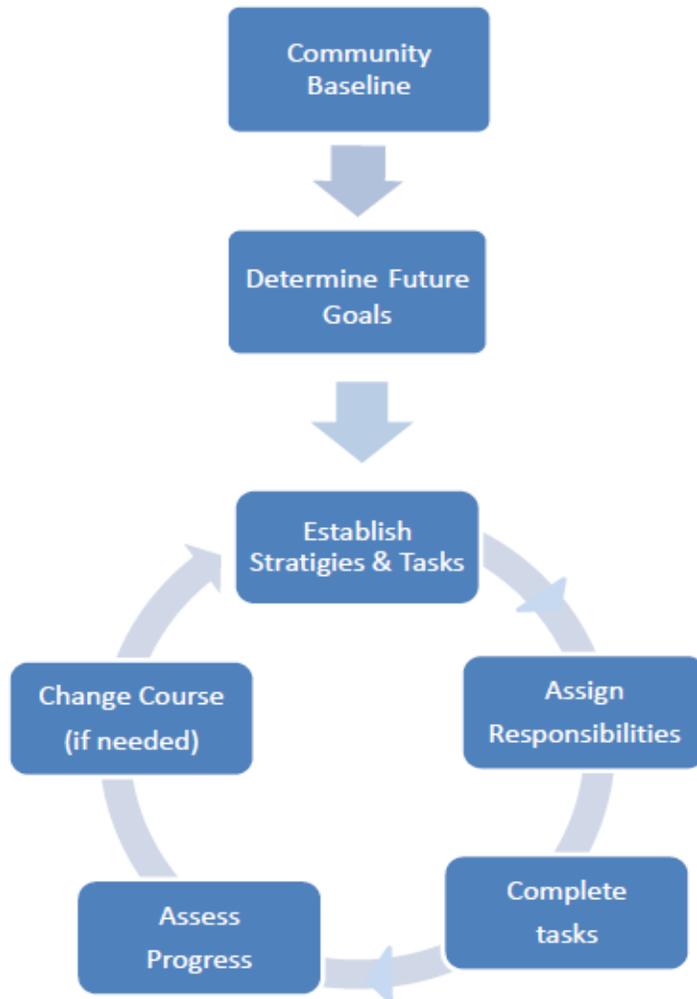
Reinvestments will focus on replacement, maintenance, and improvement of the system currently in place - including upgrades to modernize and increase efficiency.

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CHAPTER TEN: IMPLEMENTATION

Without a specific course of action, it is difficult to achieve the goals and aspirations of any plan. Previous chapters of this document provide the baseline information for understanding the community and the determined goals for the community's future. The goals explain what the community wants to accomplish and the vision desired as an outcome. This chapter outlines the process to work toward achieving those goals.

The following diagram illustrates the process of community assessment and planning (the top two boxes), followed by the ongoing process of establishing appropriate tasks, carrying these out, and continual re-assessment and follow-through of actions.



The Comprehensive Plan achieves the first three steps of this diagram, and the remaining steps shown are the implementation of the plan as follows. Those four implementation steps are subject to annual examination and revision so that the City can be flexible in the deployment of resources.

Often, the most challenging part of the Comprehensive Plan is implementation. It is easy to complete a document, and then watch it collect dust on a shelf. To increase the likelihood of its implementation, the following Task List provides priorities to follow over the first 5 years after plan adoption. This can be used to complete an annual work plan and contribute to a capital improvement program. The implementation steps should be reviewed by the City periodically (annually or more often) to:

1. Establish **priority work activities** for City staff and volunteers (and for City partner organizations) on an annual basis,
2. Establish **priorities for annual City budget** (and for City partner organization budgets),
3. Establish **priorities for 5-year capital improvement expense plans.**

While the following lays out a work plan for the next several years, it is to be expected that the task list will change from year to year. As time goes on, some tasks will take longer than expected and will shift into the next year's list. Priorities will change and tasks will be moved up to be accomplished earlier. New ideas will be presented to accomplish the goals and vision cited here and will be added to the task list. This is all part of the cyclical process of implementation.

Task Table

2017 Tasks			
Task	Responsible Entity	Time Frame	Chapter
Update Zoning Ordinance to reflect Comprehensive Plan direction on land use guidance, density, and design standards	Planning Commission	Winter 2017	Land Use
Communicate Land Use Plan with goals, strategies and tasks to the EDA	City Staff - Invite EDA members to the Public Hearing for plan adoption	Late 2017/early 2018	Land Use
Robinson Park Grant Application	Staff, Park & Recreation Commission	Late Fall 2017	Parks
Develop Wayfinding signs per plan from 2016	Staff, City Council	2017 (2 nd Grant)	Parks
Place AMIBA and Main Street Discussion on EDA agenda (See Appendix B)	EDA	Fall 2017	Economic Development
Create Housing Task Force to identify resources and strategies that the City can take advantage of to find solutions to achieve housing goals. Review options & requirements for demolition programs.	Staff (members made up of staff, EDA, Planning Commission, At large resident)	Fall 2017	Housing

2018 Tasks			
Convene local businesses and discuss their role in business growth and retention program	EDA	January 2018	Economic Development
Park Inventory – start with the list of parks from the Comprehensive Plan and identify any additional elements or information for each park	Staff & Park & Recreation Commission	February 2018	Parks
Reach out to the owner of the Old School (“The Rock”) to discuss plans and options for the building	City Staff	February 2018	Land Use
Make certain that zoning allows for the development of higher-amenity senior housing in appropriate areas	Planning Commission	Summer 2017	Land Use
Identify financial tools (TIF, bonds, fee waivers) that the City is willing to use to incentivize or assist in the development of sufficient and/or affordable housing	Staff, Planning Commission, City Council	Spring 2018	Housing
Convene a “summit” of Sandstone area organizations and businesses to discuss methods to work collaboratively toward common goals. Include Ice event organizers.	EDA	Spring 2018	Community
Create an outreach program of the EDA. Pick a business each quarter and invite them to an EDA meeting or assign a committee to meet and discuss issues and ideas with them	EDA	Summer 2018	Economic Development
Park Planning – Address needs and goals for each park, 1 or 2 parks per meeting, identifying needed repairs and desired improvements and equipment. Provide a copy to City Council	Staff & Park & Recreation Commission	Summer 2018	Parks
Robinson Park – clear trees & brush; add signage at historic sites	Staff	By the end of 2018	Parks

<p>Create a sidewalk plan showing</p> <ul style="list-style-type: none"> o locations of existing sidewalk o Identify additional locations needed o Identify repairs and replacement locations o Identify by priority o Incorporate plan into CIP and/or annual budget 	<p>Staff, Planning Commission with assistance from Parks and Recreation Board and EDA.</p>	<p>Summer 2018</p>	<p>Roads & Transportation</p>
<p>Develop an RFP/Develop a strategy for an updated bicycle/pedestrian plan</p>	<p>Staff & Planning Commission, City Council</p>	<p>Fall 2018</p>	<p>Infrastructure</p>
<p>Develop annual calendar of tasks and events that the City takes responsibility for. This will include timing for annual budget, CIP planning and other regularly scheduled tasks that must be accomplished by the City</p>	<p>Staff, Council, Commissions</p>	<p>2018</p>	<p>Parks</p>
<p>Identify existing contributing historic structures and preserve/rehab (including Robinson Park)</p>	<p>Planning Commission partnering with Pine County Historical Society & Sandstone History & Arts Center.</p>	<p>2018</p>	<p>Land Use</p>
<p>Make certain that zoning allows for the development of higher-amenity senior housing in appropriate areas</p>	<p>Planning Commission</p>	<p>Summer 2017</p>	<p>Land Use</p>

2019 Tasks			
Park Planning – create a budget and timeline for park improvements. Request the items be placed into a Capital Improvement Plan or annual budget as appropriate	Staff & Park & Recreation Commission	January 2019	Parks
Create a Public Safety education program and address the idea of reinstating a community watch program.	City Council, Staff with assistance of Pine County Sheriff	January/February 2019	Community
Develop an interpretive kiosk for Train Park	Staff & Park & Recreation Commission, Pine County Historical Society	Spring 2019	Parks

2 to 3 Year Tasks (2019 – 2020)			
Incorporate public education and appreciation for local resources into community events	Staff & Volunteers	2-3 years	Land Use
Include roadway design standards in Subdivision code updates	Staff & Planning Commission	2-3 years	Roads & Transportation
3 to 5 Year Tasks (2020 – 2023)			
Identify existing contributing historic structures in the core residential neighborhood	Planning Commission partnering with Pine County Historical Society	3-5 years out	Land Use
Review and discuss Complete Streets policy. Would it benefit the City? Are there aspects to adopt without an entire policy?	Staff/consultant, Planning Commission	3-5 years	Roads & Transportation
Conduct a “walkability study” to identify areas where improvements are needed. Optional: Use the walkability checklist is Appendix C as a guide.	Parks & Recreation Commission & EDA	3-5 years	Infrastructure
The checklist in Appendix D can be used to assess the level of priority for potential infrastructure projects in the CIP.	EDA & City Council	Ongoing	Parks

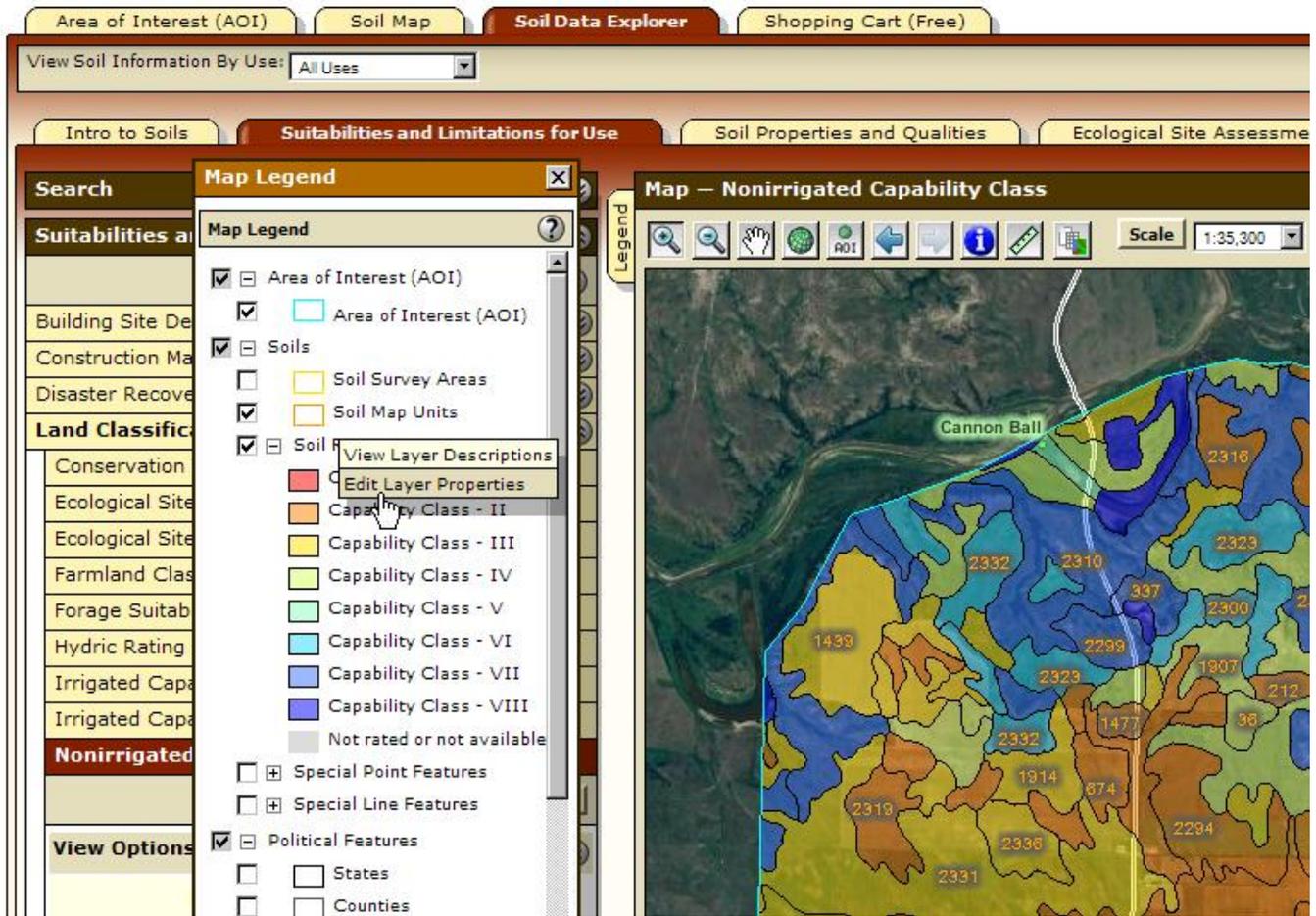
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Appendix A

Soil Constraints

Coming on-line soon

Soils maps with building constraints



<https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx>

Appendix B

Community Benefits Checklist

The following checklist is an example of a tool that can be used to evaluate a new project or business proposal. It provides a system to evaluate the benefit a new business would bring to a community help to establish priorities for the community to pursue in attracting new businesses and providing incentives to new or existing growing businesses.

<u>Community Benefit</u>	<u>Assigned Importance (1-5)</u>	<u>Benefit Points (1-5)</u>	<u>Project Value (Importance x Points = Value)</u>
Creation of New Jobs	5	3	15
Provision of goods or services that fill a current gap or need in the community	5	5	25
Likely to attract visitors or new residents to community	5		
Increases Tax Base	4		
Accomplishes Projects (or project components) of the Capital Improvement Plan	4		
Accomplishes Goals of the Comprehensive Plan	3		
TOTAL PROJECT VALUE (Maximum Value = 130)			

This example checklist tool contains the following elements:

- **Community Benefit:** This is a criterion determined by the community to be important when evaluating economic development projects.
- **Assigned Importance:** This is a value assigned to each community benefit that represents the relative importance on a scale from 1-5 with value indicating a higher community priority. (Those shown here are merely provided as an example, and may be adjusted as needed.)
- **Benefit Points:** This is a point value, on a scale of 1-5, determined after an assessment of how well each community benefit is met by a proposed project. A score of 5 would indicate that a proposed project provides the maximum benefit possible in that community benefit category, whereas a score of 1 would signal that the proposed project does not at all accomplish that particular community benefit.

- **Project Value:** This score comes from multiplying the **Importance** by the **Benefit Points**. Project Value scores from each community benefit category are added together to determine the **TOTAL PROJECT VALUE** score, which in this case is out of a total of 130 points.

This checklist is intended to be used as a evaluation tool by City Council, Economic Development Authority, and staff, to determine how well a proposed project fits with established community priorities and therefore is an indication of the level of resources warranted to pursue attracting them to the City.

Appendix C Chamber Organizations

Potential organizations to join to kickstart a Chamber/CVB in Sandstone

American Independent Business Alliance (AIBA)

- Support local independent business and entrepreneurs
- Buy local campaign
- Local cooperative efforts
- Trainings/education

<https://www.amiba.net/>

Main Street Program (© National Trust For Historic Preservation)

Coordinated by the Preservation Alliance of Minnesota.

- Community vision and market understanding (the inputs),
- Transformation strategy (implemented using the Four Points),
 - Design
 - Organization
 - Promotion
 - Economic Vitality
- Impact and measurement (the outcomes).

<http://www.mnpreservation.org/services/minnesota-main-street/start-a-community-main-street-program/>

Appendix D

Campaign to Attract New Residents

yourhome
PIPESTONE, MN

About Leisure Time Be Healthy Be Active Be Safe Be Educated Have Faith

Work is important.
But let's face it.
You don't work all the time.
You have a life.
What do you do with that life if you Live Pipestone?

About Leisure Time Be Healthy Be Active Be Safe Be Educated Have Faith

YOUR HOME YOU'RE HOME

Chances are, if you're reading this, **you** live here or work here or are thinking about living here or working here — so let us to tell you a little about your home in **Pipestone**, Minn.

We're a city with a population of just over 4,000 in the southwest corner of the state. Perched atop the **Buffalo Ridge**, the winds blow steadily here and the sun shines brightly, drawing wind **farms** and **solar gardens** to the **agricultural** countryside that's abundant with grazing pasture and cropland.

Flatness and gentle swales mark the countryside, Mother Nature's perfect stage for our **four-season climate**. There is nothing like watching summer storms roll across this former **tall-grass prairie**, or starting and ending each day with a wide-screen view of sunrises and sunsets. The light pollution is almost nonexistent, with night-time visuals relatively unimpaired. This means you'll have a backyard seat for an impressive, naked-eye view of the Milky Way.

The local hub for our artistic community is the **Pipestone Performing Arts Center**. For those who like to remain active, there are numerous parks, **multi-use trails**, two gyms (one with an indoor pool) and an **outdoor Aquatic Center** for the summer months. You'll see kids everywhere, given **how safe** it is here, either playing in the public spaces or their own neighborhoods full of **affordable housing**. Like a quiet night out with your significant other, dinner with friends, or don't feel like cooking tonight? There are numerous **restaurants** in town that serve everything from fast food to full dining. On Sunday mornings, the **churches** are active with just about all faiths represented, though Protestant faiths do predominate in keeping with the German, Norwegian, Swedish and Danish people who settled the region.

This is a great place to **raise a family**. We have **innovative schools** that offer low teacher/student ratios. And though **we** think it's pretty special around here, we're not the first ones. Thousands of years ago, **Native American tribes** considered the area sacred. They would gather at the Pipestone quarries to mine the earth for the soft pipestone to craft pipes. That spiritual practice continues today at **Pipestone National Monument**, a National Park Service site that draws some 70,000 visitors annually.

The Monument provides a point of interest for tourists, as does our **Historic Downtown District** that provides, with its red stone buildings of native **Sioux Quartzite**, a perfect backdrop for our businesses; for our community parades, festivals and events, many of them coordinated by our tireless **Pipestone Area Chamber of Commerce and Visitor's Bureau**.

We're pretty self-sufficient around here but from time-to-time, we like a larger regional shopping center, and Sioux Falls, S.D. fits the bill — it's only 45 miles south on a state highway. In fact, two state and one federal highway will take you quickly anywhere you want to go. Otherwise, we like to **shop local**, and can find pretty much everything we need with two grocery stores, several general merchandise stores, two hardware stores, and oodles of specialty stores. You'll know the **people** who serve you and you won't end up with traffic fatigue getting your errands done. In fact, the only time you may be stopped in traffic is if you head out of town during planting or harvest seasons and get behind a slow-moving tractor or two.

Everything you'll want and need to know about all our cultural and community assets can be found **here**. So take another look at your home, or discover it for the first time. You just might find **you're home**.

- <http://livepipestone.com/>
- <http://www.wabasha.org/wp-content/uploads/wabasha-home-naturally.pdf>
- <http://litch.com/living-here/>

Appendix E

Walkability Audit

Improving Walkability and Non-Motorized Transportation Opportunities

- Engage residents as volunteers to identify areas where improvements are needed
- Do a Walk-about or Walkability Audit and turn it into a community event
- Encourage physical fitness and community engagement at the same time
- Consider a “Complete Streets” policy to improve safety and walkability in Sandstone. From Smart Growth America, a Complete Streets approach “*integrates people and place in the planning, design, construction, operation, and maintenance of our transportation networks. This helps to ensure streets are safe for people of all ages and abilities, balance the needs of different modes, and support local land uses, economies, cultures, and natural environments.*”
 - For more information, visit: <https://smartgrowthamerica.org/program/national-complete-streets-coalition/>
 - For guidance on developing a Complete Streets policy, see this resource: <https://www.smartgrowthamerica.org/app/legacy/documents/cs-local-policy-workbook.pdf>
- Utilize guidance from

https://safety.fhwa.dot.gov/ped_bike/ped_cmunity/ped_walkguide/residents_guide2014_final.pdf

http://www.pedbikeinfo.org/pdf/community_walkability_checklist.pdf

Take a walk and use this checklist to rate your neighborhood's walkability.

How walkable is your community?

Location of walk

Rating Scale: 1 2 3 4 5 6
awful many problems some problems good very good excellent

1. Did you have room to walk?

Yes Some problems:

- Sidewalks or paths started and stopped
- Sidewalks were broken or cracked
- Sidewalks were blocked with poles, signs, shrubbery, dumpsters, etc.
- No sidewalks, paths, or shoulders
- Too much traffic
- Something else _____

Rating: (circle one) _____ **Locations of problems:** _____
 1 2 3 4 5 6

2. Was it easy to cross streets?

Yes Some problems:

- Road was too wide
- Traffic signals made us wait too long or did not give us enough time to cross
- Needed striped crosswalks or traffic signals
- Parked cars blocked our view of traffic
- Trees or plants blocked our view of traffic
- Needed curb ramps or ramps needed repair
- Something else _____

Rating: (circle one) _____ **Locations of problems:** _____
 1 2 3 4 5 6

3. Did drivers behave well?

Yes Some problems: Drivers ...

- Backed out of driveways without looking
- Did not yield to people crossing the street
- Turned into people crossing the street
- Drove too fast
- Sped up to make it through traffic lights or drove through traffic lights?
- Something else _____

Rating: (circle one) _____ **Locations of problems:** _____
 1 2 3 4 5 6

4. Was it easy to follow safety rules? Could you and your child...

Yes No Cross at crosswalks or where you could see and be seen by drivers?

Yes No Stop and look left, right and then left again before crossing streets?

Yes No Walk on sidewalks or shoulders facing traffic where there were no sidewalks?

Yes No Cross with the light?

Rating: (circle one) _____ **Locations of problems:** _____
 1 2 3 4 5 6

5. Was your walk pleasant?

Yes Some problems:

- Needed more grass, flowers, or trees
- Scary dogs
- Scary people
- Not well lighted
- Dirty, lots of litter or trash
- Dirty air due to automobile exhaust
- Something else _____

Rating: (circle one) _____ **Locations of problems:** _____
 1 2 3 4 5 6

How does your neighborhood stack up? Add up your ratings and decide.

1. _____	26-30	Celebrate! You have a great neighborhood for walking.
2. _____	21-25	Celebrate a little. Your neighborhood is pretty good.
3. _____	16-20	Okay, but it needs work.
4. _____	11-15	It needs lots of work. You deserve better than that.
Total: _____	5-10	It's a disaster for walking!

Now that you've identified the problems, go to the next page to find out how to fix them.