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Office of Local and Urban Affairs

The preparation of this material was financially aided through a Federal Grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

**NORMAN COUNTY , MINNESOTA**

**COMPREHENSIVE DEVELOPMENT PLAN**

**August, 1970**

**MIDWEST PLANNING AND RESEARCH, INC.  
MINNEAPOLIS. MINNESOTA**

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## **INTRODUCTION TO THE COMPREHENSIVE PLAN**

A comprehensive planning program, such as the one undertaken by Norman County, is intended to ensure that future development in the County will be consistent with the established aspirations of its citizens. Such a program, properly constituted and carried out, will result in a more desirable community in which to live and work; it will make possible better housing, better traffic circulation and, generally, more desirable and efficient use of the land. Moreover, proper planning can result in greater economies in government through a better use of tax funds to accomplish community goals.

A comprehensive plan is an integral part of a comprehensive planning program. It functions as a guide for future development, by incorporating community goals into general governmental policies. A comprehensive plan is not a blueprint for future development, nor does it contain specific solutions to every daily problem; rather it is to be used as a foundation upon which more specific policies and effectuation procedures can be built.

The Comprehensive Planning Program in Norman County was initiated in August, 1968. The program was financed as a joint venture by Federal and State agencies, in cooperation with the County. The initial step in the Planning Program consisted of the gathering, editing, and analyzing of pertinent data concerning existing land use patterns, local and regional economies, population and housing trends, transportation patterns, and community facility needs. This step of the Comprehensive Planning Program has been termed the Survey and Analysis, and it was completed and a summary report published in May 1969. Copies of the summary report, as well as data sheets containing the gathered data are on file in the Norman County "Data Bank", located in the office of the Norman County Auditor, at the County Courthouse in Ada.

The next step in the comprehensive planning program involved the development of goals, policies, and standards. Goals are defined as the aims or objectives of the community. Policies are defined as the official courses of action taken by government to attain the desired goals. Standards are measures of quality, usually considered to be the minimum requirements needed to achieve the desired community goals. The general goals and policies of Norman County are included within the text of this report. The recommended standards for the County may be found in the County's Data Bank.

Once the goals have been determined, and the policies elucidated, a comprehensive plan can be prepared. A comprehensive plan is an attempt to show how private and public action can achieve the stated community goals and policies in the next twenty years. A plan suggests solutions to specific current problems and to those which can be foreseen. A plan can only be effective, however, if the County carries it out continuously, making alterations when old solutions no longer work.

If the Plan is viewed as a directive for action, its success depends upon the way it is implemented. There are two methods for putting the Plan into operation: private action, and public action. However, both methods must be undertaken for the Plan to be truly successful. It is the private sector which will be most responsible for the new development which is planned, and it is a consensus of individual citizens which must support the conceptual elements of the Plan, if the Plan is to be a useful tool for future development. Public implementation of the Plan can be accomplished through the construction of those community facilities recommended in the Plan, and through the development of new regulations and administrative departments to properly handle those regulations.

The County Planning and Zoning Commission is appointed by the County's Board of Commissioners to serve as an advisory body to the Board. Members of the Commission, who serve without compensation, are chosen to represent all of the citizens of the County. The Commission serves as a coordinating instrument for all planning in the County, and as a forum and resource for discussion and dissemination of information dealing with County development problems and potentials. All persons and agencies interested in the County's development are urged to participate in the activities of the County Planning and Zoning Advisory Commission and utilize its resources.

To be effective, the Plan as well as the data upon which it is based must be reviewed regularly and updated when possible with more current information. Revision will be necessary on a periodic basis to make the Plan compatible with changing conditions and social needs. Such periodic revision by the Planning Commission will enable the Plan to continue as pertinent document.

## **SURVEY AND ANALYSIS**

*The following is a summary of the principal findings and conclusions developed during the Survey and Analysis portion of the comprehensive planning program:*

### **Summary of Findings and Conclusions**

1. The population of Norman County has been declining since 1940, and this decline while likely to continue for some time, should become stabilized by 1985.
2. The western two-thirds of the County has been one of the finest agricultural areas in the State for several decades. Its fertile soils and modern agricultural practices assure the dominance of agriculture and agriculturally oriented industries in the foreseeable future.
3. The protection of agricultural lands from the encroachment of rural non-farm residential areas and various types of urban development will require strong uniform controls to be enacted by the County government.

4. Specialized agricultural uses, such as intensive livestock operations must be carefully regulated to insure that they do not adversely affect adjacent land, or contribute to the pollution of the air or water .
5. Much of the housing in the County will need to be renovated or replaced in the next few years. Multiple family dwellings and senior citizen housing should be considered as alternatives to single-family housing in the larger communities.
6. Public facility and service costs have been rising, and are likely to continue to rise as new and additional facilities and services are desired, due to changes in the population structure of the County, as well as the continued decline in population numbers. However, through proper planning and coordination of the activities of the various governmental agencies, economies can be made.
7. Problems of flooding and water pollution have caused the State government to develop new standards for controlling the use of land adjacent to lakeshores and in areas subject to flooding. The State will also require the County to adopt and administer regulations governing the use of lakeshores and flood plains in the County.
8. Major public recreational areas are needed in Norman County and efforts should be made to develop a county-wide system of parks and open space. Federal funding for parks is available through several State administered programs, and the County should make use of such funding opportunities when they are available.
9. The existing transportation system in Norman County appears to be generally well planned for the near future, although some changes in the system should be made to allow a more efficient use of State and Federal funds.
10. Efforts should be made to diversify the job markets in the larger communities and provide relatively low cost housing, to encourage young adults to remain in the County.

## **GOALS, POLICIES AND STANDARDS**

The Comprehensive Plan must reflect the needs and desires of the citizens of Norman County, if it is to provide the best possible environment for them in the future. Questions as to the direction, scope and type of future development must be decided before a comprehensive plan can be developed. The goals, policies, and standards which are evolved to answer those questions, provide a foundation for action to upgrade the present and guide the future.

Goals are the objectives or aspirations of the citizens with respect to the kinds of living, working and playing environments ultimately desired. Policies are the means through which the established goals can be achieved. Policies represent general courses of action adopted and followed by the County Board and other governmental bodies, which translate the goals into legislation and administrative procedures. Standards are established rules, models, or criteria which have evolved from trial and error, and are used to turn policy statements into action.

It has been the role of the Planning Commission to define and put into specific terms the basic factors which helped to create the existing environment, and through the use of consultants to develop the following goals and policies. Development standards which have been suggested by the consultants for use in assessing the adequacy of certain facilities are on file in the County's Data Bank.

Unlike the traditional comprehensive plan used in municipalities, which delineates a specific land use for each parcel of land, the Norman County Comprehensive Plan has been developed along the lines of a policy plan. That is, the land use of each parcel has not be delineated. Rather, policies for proper land use have been developed which are applicable to the entire County outside of the incorporated municipalities. More specific recommendations are included in the transportation plan and community facilities plan sections.

## **THE GENERAL DEVELOPMENT GOALS OF NORMAN COUNTY**

To create an enjoyable, healthful, coherent, and workable environment for the citizens of Norman County.

To properly allocate to each County-wide function, the limited resources available to the County, in accord with established priorities.

To carry out in a coordinated fashion the policies and programs set forth in the Comprehensive Plan.

To relieve the increased pressure on the mill levy, while assuring at least a minimum of public services to all citizens.

To encourage the coordination of activities among all levels of government, to reduce policy conflicts and encourage the better application of public funds.

To relate the decisions at each level to the next larger and next smaller planning framework.

To ensure that development decisions are made in the proper sequence, so that more stringent development controls are not needed.

To expand opportunities for working, shopping, and recreating within the County.

To protect prime agricultural lands and suitable wildlife areas from the effects of overly intensive agriculture and urban sprawl.

To develop a transportation system within the County which will serve a complete range of potential land uses, while respecting the functional capabilities of the transportation network.

To work actively to eliminate all substandard housing, air and water pollution, and other sources of environmental blight.

To reduce flooding and the loss of property caused by flooding.

To provide the highest level of community facilities and services feasible, at the lowest possible per capita cost.

To protect aesthetic values by controlling billboards, signs, junk yards and other potentially unsightly land uses and practices.

## **THE LAND USE POLICY PLAN**

Development beyond the incorporated limits of municipalities in Norman County will be restricted to agricultural, conservation/recreational and farm residential uses. Rural non-farm residential proposals shall be required to have a minimum of ten (10) acres for each dwelling unit, unless soil tests by the County Engineer, Soil Conservation Service, or other licensed engineer indicate that the minimum acreage requirement can be reduced without adversely affecting the pollution control efforts of the County.

No commercial or industrial uses of the land will be allowed outside of the boundaries of the County's incorporated municipalities except by special permit.

The County shall limit and control, the use and development of lands adjacent to lakes which are ten ( 10) acres or larger in size, and lands adjacent to all streams and rivers which drain an area of two (2) square miles or larger .

No direct discharge of untreated wastes into any water body, watercourse, or drainageway shall be permitted.

Development proposals which tend to produce undesired effects to the public health, safety, convenience or general welfare will be discouraged.



Debris, litter, garbage, papers and junk shall be placed in proper containers; no piling of garbage, trash, or junk (including automobiles) shall be allowed other than at licensed disposal grounds, unless by special permit.

Rezoning shall not be granted unless the proposal is shown to be in accord with the intent of the Comprehensive Plan and Zoning Ordinance.

It shall be the general policy of the County Board that development will be encouraged and extended full cooperation. However, the welfare of the general public and the intent of the Comprehensive Plan will be of primary importance.

The eight incorporated municipalities of Norman County will be encouraged to develop detailed comprehensive plans to guide their potential growth.

All development shall comply with the intent of the regulations established, by the County Board, to guide the development within Norman County.

Wells, and on-site sewage disposal systems shall conform to the minimum standards adopted by the County.

Seepage pits, outhouses and open wells shall be discouraged.

The development and planning of Solid Waste Disposal Sites will be encouraged by the County. Location and site development shall be a joint venture of local and County governments. Due to the rather limited needs of the County, it is expected that one site will be sufficient to serve the County.

All municipal sewage lagoons located on the flood plain (within the boundary of the 100 year flood of the Red River or any of its tributaries) must be protected by a dike, at least 2 feet higher than the 100 year flood limit, and approved by the U.S. Army Corps of Engineers.

## **COMMERCIAL POLICIES**

*Although the preceding policy plan generally prohibits commercial development in those areas falling under the jurisdiction of the County Board, it is understood that there may be special cases where such use may be justified at some future date. The policy statements which follow should be used to evaluate those special cases.*

Future commercial areas shall be based upon the concept of an integrated business center developed according to a specific site plans and justified by an economic analysis of the area to be served.

No area shall be rezoned to commercial use unless the proposed site location has been justified by an adequate market feasibility study, and the area proposed for rezoning encompasses at least two (2) acres of land.

Boundaries of commercial districts shall be well defined to prevent intrusion into adjacent land uses, and must provide proper screening to preserve the existing aesthetic values of adjacent properties.

Commercial establishments will be expected to achieve a high degree of maintenance and repair. The quality of building and landscape design will be considered of high importance. The storage of trash, maintenance of the yard, control of noise and light, location of exhaust fans and many other factors will be considered important to the acceptance of special cases.

The effect of proposed commercial developments on the existing thoroughfare system and the traffic circulation patterns of the County will be considered. Proposed commercial developments which will have an adverse effect upon the system in the opinion of the County Engineer, will not be acceptable.

## **INDUSTRIAL POLICIES**

*Industrial development, like commercial, is generally prohibited in the unincorporated areas of the County. However, as there may be special circumstances when such a use can be justified to the Planning Commission and the County Board, the following policy statements should be used to help evaluate those cases.*

While the County recognizes the need for a strong industrial/commercial base in order to help maintain its economic well being and to support, through taxes, the necessary community services and improvements, it believes that such development should be placed within the existing municipalities where the necessary urban services can be most economically provided.

Performance standards will be used to judge all industrial proposals rather than the more rigid policy of judging industrial uses by type. No industrial use will be accepted which would result in air or water pollution, excessive noise, odors, or in any way adversely affect the local environment.

Competent economic feasibility studies will be used to determine the best location for industry in the County, and shall set forth the factors which weigh against that industry's location within one of the incorporated municipalities of the County.

Excellence of site and building design will be a factor in judging industrial development proposals.

The existing gravel pit areas in the County should be studied in order to determine their best potential re-use. Future mining operations will be required to develop potential re-use plans of the area in accord with the intent of the Comprehensive Plan, and acceptable to the County Planning Commission. The reuse plan shall be considered as to its desirability prior to the issuance of an extraction permit.

## **HOUSING POLICIES**

All citizens of Norman County should have safe, sound, and healthful shelters available for their use. Citizens shall be expected to maintain their homes to meet the minimum standards set by the County Board, and any other appropriate regulatory agencies.

Absentee ownership of rental housing, commercial and industrial enterprises shall be discouraged.

High standards of residential development will be required and promoted through the Comprehensive Plan and the planning process.

All types of housing will be permitted, provided each is properly located and the site plans and structural quality are in accordance with the highest feasible standards.

In the interest of developing a diversified housing supply a balance between high and low value homes will be sought, with the reservation that lower value housing shall not become so extensive as to place an undue financial burden on the local tax base.

Appropriate renewal measures will be taken to assure maintenance of the existing housing supply in good to excellent condition. Suitable standards for structure and yard maintenance will be developed and enforced. The County shall require the removal of structures deemed a hazard to citizen health or safety, at cost to the owner of record, if such structures cannot be brought up to acceptable standards within a reasonable period of time.

Mobile home parks and trailer courts may be permitted in certain areas provided the development is well planned and has met acceptable standards.

Future subdivisions will be required to set aside 5% to 10% of their gross land areas for public green space, or provide cash in lieu of land for public recreation in accordance with a uniform policy.

Vacant areas suitable for housing developments will be encouraged to develop according to well-conceived plans that tend to unify and relate to each other; housing developments that have been ill-conceived will be discouraged.

Where on-site sewer and water facilities are to be used, soil percolation tests shall be required; larger lot sizes may be required based upon the results of the tests, or development may not be permitted due to a danger to public health.

Full and complete subdivisions should be developed; urban density areas should be provided sanitary sewer, paved streets, curb and gutter, public water, and other appropriate improvements before any homes are sold or built. .

Home occupations will be permitted provided such activities are conducted in a manner which assures that evidence of such occupation is not present at the edges of the property. This policy is adopted in recognition of the fact that certain businesses can be operated in the home without objectionable features. Home occupations will not be permitted signs, parking spaces in addition to normal home requirements, or other concessions of a non-residential nature.

## **THE TRANSPORTATION PLAN**

The transportation system which provides for the movement of the people and goods of Norman County is one of the frameworks upon which the physical, economic, and social character of the County has been built. The future of this system will depend upon the integrity of the existing transportation base, the proper development and use of new transportation plans, the desires of the citizens to carry out the plans, and the ability of various levels of government to cooperate in getting the job done.

Norman County is presently served by an extensive network of interconnected roadways, three railroad mainlines, and two basic utility airports. The network of roads includes: U.S. Highways, State Trunk Highways, County State Aid Highways, County Roads, Township Roads, and local municipal streets. For the purposes of this Plan, primary attention has been focused on the first four classifications mentioned above.

Federal and State Highways are the primary responsibility of the Minnesota Highway Department, and any plans proposing changes in either system must obtain the approval of the Department. Further, major changes in the existing system require the action of the State Legislature, and so local legislative support of the proposed changes in the systems is immensely important.

County Roads and County State Aid Highways are the primary responsibility of the County Engineer, although his responsibility is shared with the State Highway Department in the later case. Changes in the existing system can be made only with the approval of the County Board of Commissioners.

## **TRANSPORTATION GOALS**

1. The transportation system should promote ease of movement throughout the area.
2. The County should encourage the development of a variety of modes of travel to meet the needs of different people.
3. The transportation network should be developed to serve a complete range of potential land uses, to serve local and internal transportation needs and an external system linking the population concentrations with centers of activity, commerce and employment outside County boundaries.
4. Needless duplication of transportation facilities should be avoided, and where possible the amount of land devoted to transportation systems should be reduced.
5. The transportation systems in Norman County should provide for the rapid movement of people and goods in the safest possible manner .
6. Major traffic volumes should be channeled onto a limited number of principal roads, preserving township and local roads for their primary function of distributing and collecting local traffic.

## **TRANSPORTATION POLICIES**

1. The County recognizes that its local transportation systems must be consistent with the overall needs of the region, and it will contribute what it can of its resources and planning activity in the resolution of area-wide transportation problems. .
2. Each road will be classified and developed according to its principal function as assigned in the Comprehensive Plan.
3. Major roads will have restricted access in order to reduce accident potential and avoid congestion caused by slow traffic and turning movements.
4. Primary road entrances to the County, and to the extent feasible of all municipalities, will be given special treatment so as to provide identity, and produce a good visual impression to residents and visitors.
5. The transportation plan is to be considered a guide rather than a blueprint for development. The plan will be reviewed on a regular basis to determine its applicability in light of changing conditions, both physical and social.

6. Liaison will be developed and maintained between the County and other governmental units, such as the State Highway Department, the Regional Planning Council, and other transportation planning agencies.
7. Wherever possible, economies will be made in the existing system by eliminating those roads from public control which are not of benefit to the general public.

## **THE PLAN**

### **Functional Classification**

The roads in Norman County, for the purposes of this plan, have been classified as: major arterials, minor arterials, secondary routes, and minor roads. Major arterials are those roads which carry large amounts of high speed traffic through the County. Minor arterials carry moderately heavy traffic volumes within the County. Secondary routes carry moderate traffic volumes and act to collect and disperse traffic between the arterial routes and minor roads. Minor roads carry relatively small volumes of traffic for short distances and serve local travel needs.

### **Highways, Roads and Streets: Plan Recommendations**

State Trunk Highway 113 should be extended west of the Village of Syre to the Red River, along the route now occupied by County State Aid Highway 39, and the entire upgraded to a minimum seven (7) ton capacity. State trunk highways are meant to be regional routes, and this proposed logical extension of S. T.H. 113 will enable that route to serve a useful regional function, by opening north central Minnesota to tourists from the Dakotas.

State Trunk Highway 9 should be widened and upgraded to a nine (9) ton capacity .

State Trunk Highway 32, south of Twin Valley, should be upgraded so that the entire highway in Norman County would have a nine (9) ton capacity.

All east/west trunk highways in Norman County, should be controlled by STOP signs at junctions with all north/south trunk highways. North/south highways should remain unrestricted, except where they pass through municipalities.

Any transportation study or major road work undertaken by the County or State Highway Departments should be reviewed by the local office of the Soil Conservation Service, and any recommendation made by that office should be followed, where practicable.

A thorough re-examination of County State Aid Highways, County Roads, and Township Roads should be made by a joint committee of township officials, County officials, and State Highway Department engineers. The committee should recommend changes in road designations and the elimination of those roads which no longer serve useful functions in Norman County.

### **Railroads: Plan Recommendations**

All railroad crossings with State Trunk Highways should be controlled by electric crossing signals, and appropriate warning signs.

All railroad crossings with County State Aid Highways and County Roads should be controlled by STOP signs, and appropriate warning signs, except where large traffic volumes warrant the installation of electric signals. All signs should be checked on a semi-annual basis, and replaced as needed. All signs should be of proper reflective material.

Any railroad which has ceased to utilize its trackage through the County for a period of two years, and which has received permission from the State Public Service Commission to suspend operation on that trackage, should be required to remove all trackage, and signal devices that it owns, at cost to itself, and return control of the right-of-way to the County.

### **Air Transportation: Plan Recommendations**

Air transportation will not play a major role in the movement of peoples and goods in Norman County. No regularly scheduled air line service is expected for Norman County during the next twenty years.

The County should encourage the development of a public airport at or near the City of Ada, which would have an improved runway, including lights, fuel distribution facilities, and other things recommended in the National Airport Plan or recommended by the State Department of Aeronautics.

The County should encourage the development of the airport facilities at Twin Valley, recommended by the State Department of Aeronautics.

All airport facilities in Norman County which are intended for public use should meet the requirements of Basic Utility Airport design to accommodate ninety percent of general aviation activity.

## **Miscellaneous Transportation Facilities: Plan Recommendations**

The County should require the deposit, with the County Engineer, of all plans and maps showing easements and locations for natural gas and oil pipelines and including:

- Interior and exterior pipe widths.
- Depth of pipe below surface.
- Location of inspection sites.
- Size and location of any pumping stations.
- Location by legal description of all pipeline company easements within the County.
- Description of materials being transported by pipeline, including pipe pressure.
- Information regarding emergency procedures in the event of a break.
- Location of company headquarters, and of office in charge of pipeline in Norman County.
- Names, addresses, and telephone numbers of persons in charge of pipeline maintenance, in case of emergency.

The County should require the deposit, with the County Engineer, of all plans and maps showing electric power easements and locations, similar to those required above.

## **THE COMMUNITY FACILITIES PLAN**

Norman County is located on a portion of lake plain that was once the bed of glacial Lake Agassiz. The western half of the County is very flat where it underlaid the lake, while the eastern portion rises in series of ridge lines produced by wave action of the big lake. The lowest point in Norman County is about 820 feet above sea level, and is found at the Red River. The highest point is located in eastern Norman County, southeast of Twin Valley, in the area known as Frenchman's Bluff; it rises to about 1,400 feet above sea level. In a state noted for its thousands of lakes, Norman County has a conspicuous absence of standing water bodies. However, the County does contain a number of small ponds, marsh areas, and continuous flowing streams and rivers.

In 1967, less than one percent of the total land area of Norman County had been inventoried for recreation. Norman County has no National Forests, Federal Waterfowl Production Areas or National Refuges, State Parks, State Forests, Historic Sites or National Landmarks, camp grounds, established horseback or snowmobile trails, marinas or public accesses. Norman County does contain nine State Wild Life Management Areas totaling 3,328 acres, and the area known as Frenchman's Bluff has been designated a State Natural Area.. Norman County contains one golf course, and three picnic areas with a total of 36 picnic tables. The County is considered outside of the summer weekend recreation traffic areas for metropolitan users. Norman County is not considered a potential site for any State Parks, although a cross county multiple use trail system is considered a potential for the County.



## RECREATION POLICY PLAN

It is recommended that certain outdoor recreation facilities be considered the primary responsibility of Norman County. They include the development of wayside picnic areas, rural picnic areas, natural swimming areas, amateur ski areas, boat and canoe accesses, and wayside and large group camping areas. The development of natural areas, parks, forests, waters, scenic areas, access roads, parkways, and trails for foot, horse, bicycle, and snowmobile should also be considered areas of primary responsibility for the County.

Source for the following policy statements are interpolated from, "Requirements by Facility and Regions - for the year 1980", a section of the Minnesota Outdoor Recreation Plan- 1968. The Plan W8S developed by the Bureau of Planning, Minnesota Department of Conservation, St. Paul, Minnesota, and was published in June 1969.

1. It is recommended that County attempt to develop at least one acre of beach area for recreational swimming by 1980.
2. It is recommended that the County develop at least two sites for camping by 1980 with a total area of at least one half acre.
3. It is recommended that at least ten acres of land in the County be devoted to picnicking with provision for a total of at least one hundred picnic tables.
4. It is recommended that a minimum of one mile of trail be set aside for horseback riding.
5. It is recommended that a minimum of two miles of trails be developed, possibly through easement on private lands, for snowmobiling.
6. It is recommended that minimum of two and one half acres be set aside for playing of outdoor games.
7. It is recommended that the County set aside several areas for boat launching facilities, including access, parking spaces, and marina slips. A total of twenty-five parking spaces and two and one half acres of land are recommended as minimum boat launching facilities for Norman County.

Norman County, according to preliminary 1970 census figures, has a population of approximately 9,900. According to current recreational standards, 25.5 acres of land should be devoted to recreational purposes including public open space, for every 1,000 residents of the County. Utilizing these figures, the needs for recreational open space in Norman County have theoretically declined from 282 acres in 1960, to 252 acres in 1970. However, increased leisure time and a wider range of recreational demands will necessitate an increase in areas devoted to recreation rather than a decrease. The following table should be utilized as a basic guide for providing parks within both the incorporated municipalities and rural areas of Norman County.

**STANDARDS FOR RECREATIONAL FACILITIES**

<b>Type of Facility</b>	<b>Acres/1,000 Pop,</b>	<b>Size Ideal</b>	<b>(Acres) Min.</b>	<b>Method of Providing Facility</b>
Neighborhood	3.5	14	5	Site should be provided by developer dedication of area specifically selected by the Park Board as providing the amenities most appropriate for the particular neighborhood. If the park site is not part of the area to be subdivided, money in lieu of dedication should be required.
Features:				Neighborhood park and playground is designed for children from pre-school to 15 years of age. The park should contain baseball diamonds, basketball, volleyball, and tennis courts, play equipment for younger children, and be well landscaped. If there is sufficient space, the facility may include a wading pool, and a small shelter with toilets, which would also serve as a warming house for skating and hockey in the winter. An area should also be made available for passive recreation.
Community Playfield	1.5	15	10	Senior & Junior High School athletic fields and facilities should be sufficient, if made available for general public use.
Features:				This facility should contain playground equipment, plus added baseball diamonds, large shelters, tennis courts, and additional areas for other active sports. The fields should be lighted for evening use. Permanent shelter should be provided with rest rooms, for use as a warming house for skating and hockey in the winter .

<b>Type of Facility</b>	<b>Acres/1,000 Pop,</b>	<b>Size Ideal</b>	<b>(Acres) Min.</b>	<b>Method of Providing Facility</b>
Community Park	3.5	50	20	Provided through purchase from general revenue or bonding. Community parks and city parks are often improved through utilization of State and Federal grants.
City Park	2.0	100	100	
	Features:	These facilities are designed for community-wide events and celebrations, provide nature areas, and contain passive areas for the enjoyment of nature, picnics, and the like.		
Regional Park	10.0	Size related to function		Provided through purchase from general revenue or bonding by a county or larger governmental unit. Additional funding through State and Federal grants.
	Features:	This facility should provide large areas for active and passive recreation for groups of communities. Features might include: parkways, trails, areas for swimming, boating camping, golf, picnicking and the like.		
Special parks	5.0	Size related To function		Purchase by county or community.
	Features:	Related to functions, as associated parks with Wild Rice Reservoir Project.		

## **THE PLAN**

### **Wayside Parks**

The plan proposes a total of four wayside parks in Norman County. One located northwest of the Village of Gary in the southwest corner of Section 8 in Strand Township. This park should be expanded to include the full 160 acres owned by the Village of Gary. This area has a substantial planting of Norway and Jack Pine, in some areas thinning is needed, and in a few areas there is a need for additional planting of trees. It is recommended that a minimum of five camping sites be provided along with a minimum of ten picnic tables, cooking facilities, a well for potable water, and restroom facilities. This area should also have a small stock pond for wildlife, and needs a fire break established for protection of timber. This wayside park would then provide rest facilities as well as camping facilities for travelers along State Highway 32.

There is a small wayside park located directly south of the City of Ada on State Highway 9. This park should be expanded, to include a minimum of five picnic tables, a potable water supply, and restroom facilities.

Two additional wayside parks are proposed, both located along State Highway 9. The first to be located between State Highway 9 and the Great Northern Railway tracks in Section 5 of Lockhart Township. This facility will require tree planting, a minimum of three picnic tables, potable water supply, and restroom facilities. The second site is located northeast of the Village of Borup in Section 22 of Winchester Township. This wayside park should include the same basic facilities and tree plantings as the Lockhart Township site.

### **County Parks**

Two major County Parks are proposed along the Red River of the North. The first is located between the Villages of Halstad and Hendrum, at the confluence of the Red River and the Wild Rice River. A site with an area of one hundred acres could be developed at this location' to provide picnicking, camping, and limited boat launching and docking facilities.

The second site is located northwest of the Village of Shelly, at the confluence of the Red River and the Marsh River. This site with an area of fifty acres could provide additional camping, picnicking, and boating facilities.

## **Historic Sites**

Although there are no existing or potential historic sites located in Norman County according to the "Minnesota Outdoor Recreation Plan", there are two areas which could be used for historic site development. The first is the Faith Dam and Mill, located on the Wild Rice River, east of the Village of Faith. This is the last flour mill in Norman County, and it is still in operation. This dam site has always been used extensively for picnicking and fishing, according to local sources, and it is recommended that this site be preserved.

The second historic site is the area of the Heiberg Dam, north of Twin Valley. It is recommended that this dam be restored and the areas around it be developed into picnicking and campgrounds.

## **Sand Hill Nature Area**

Sand Hill is one of the few natural areas in Norman County, not suitable for cultivation, which is considered an important area for nature study. It is recommended that beginning acquisition be made of about eighty acres of land in the Sand Hill Creek area, to provide necessary land for nature study and conservancy, along with camping and picnic grounds.

## **Wild Rice River Reservoir**

Studies of available water based recreational facilities within the zone of influence of the proposed reservoir indicate that such facilities are inadequate to meet present needs. The present inadequacy of existing facilities will become more pronounced as leisure time and the population of urban centers increase. The proposed reservoir would provide an attractive conservation pool with the capacity of 7,500 acre feet, and a surface area of 530 acres. Present project plans provide for three general recreational areas for public use, two near the pool and one just below the dam with sufficient initial basic facilities for boating, fishing, swimming, picnicking, and camping to accommodate the projected needs of about 24,900 visitor days within three years after the reservoir is completed. Beyond this projected three year period, additional recreational facilities for picnicking, boating, fishing and camping would be added as necessary until the end of the first quarter of the 21<sup>st</sup> Century, when the reservoir would accommodate an expected annual visitation of about 59,000 people. It is recommended that a minimum of 50% of the shoreline of this proposed reservoir be retained in public ownership.

## **Miscellaneous Recreation Plans**

Hendrum Park is one-half mile east of Hendrum. It is approximately ten acres in size and needs a well, picnic tables, cooking facilities, camp ground improvements, boat launching facilities, restroom improvements, and children's play equipment and a play area.

Shelly Park, approximately five acres in size, needs play equipment, and the planting of shade trees.

The Westside Park in Ada, needs playground equipment, park benches, and landscaping.

Borup Park, located in the Village of Borup needs play equipment for children, picnic tables and limited camping facilities, restrooms, potable water, and enlargement of the site to include a tennis court and baseball diamond.

In the Twin Valley area, there is a small park located about one-half mile north of the Village on the north side of the Wild Rice River and on the east of Highway 32. The park needs outdoor cooking facilities, picnic tables and restrooms. On the east side of the Village, there is a steep hill which has been used for ski and toboggan slides, and is recommended for purchase and improvement.

Agassiz II, is located in Spring Creek Township and is the largest of a number of wetland areas in the County. It needs camping facilities, restroom facilities, picnic tables, garbage dump, and an improved boat launching site.

In addition to the park and recreational site mentioned above, there are a number of rod and gun clubs in Norman County which own small amounts of property used for rifle ranges and trap shooting.

### **Government Administrative Facilities**

The primary administrative facility in Norman County is the County Courthouse. This impressive looking structure, built in 1903, is located in the City of Ada. At the present time there are fourteen governmental offices, including the courtroom located in the building. A survey taken in 1968 of the various departments located in the Courthouse, found that the space and facilities were adequate for the department needs. There are twenty town halls in Norman County, each providing the necessary space for normal Services associated with the township form of government.

### **Police Protection**

Police service throughout Norman County is provided by the County Sheriff's Office except within the incorporate limits of Ada, Halstad and Twin Valley. With the gradual decline in the County population, per capita costs to retain a viable Police force will climb, unless tax savings are initiated at the County and municipal level through the incorporation of municipal police forces into the County Sheriff's Office. It is recommended that a special feasibility study be made to determine the economic and social implications of such a proposal.

## **Fire Protection**

Rural Norman County receives its fire protection from fire departments located in the various municipalities of the County. Each of the municipalities have firefighting equipment. The equipment is stationed at or near the village or city halls, and contractual arrangements are in effect for the surrounding townships so that complete coverage for the County is maintained. All the fire departments are manned by volunteers, with equipment ranging from quite modern to antique. In general, the quality of rural fire fighting is dependent upon two main factors, the ability to deliver required services in the quickest possible time, and the training of the volunteers. The first factor is dependent upon the quality of County and township roads which are in a continual process of upgrading. The second factor is dependent upon regular fire fighting training, which the local volunteer departments undertake on a regular basis. The Plan recommends no changes in the existing fire protection system of Norman County.

## **County Maintenance Facilities**

Norman County is divided into six highway maintenance districts. The County at the present time owns eight district maintenance garages, although the garages located at Perley and Shelly, are not used by the County and are rented out for other uses.

1. The district maintenance garage, located at Lockhart, was built in 1908. It is considered to be in poor condition. It is recommended that this garage be eliminated.
2. The original garage, located in the City of Ada was built in 1939. It is in good condition. This garage has been upgraded and expanded to approximately double it's former size, within the last year.
3. A district maintenance garage is located at Halstad. It was built in 1939, and is in fair condition. It is recommended that this garage be upgraded to current building standards.
4. A district maintenance garage, built in 1939, is located in the Village of Gary. This building is in fair condition at the present time, and should be upgraded to current building standards.
5. The district maintenance garage, located in the Village of Hendrum, was built in 1954, and is considered in good condition.
6. The district maintenance garage in the Village of Twin Valley was built in 1953 and is also considered in good condition.

## **Health Facilities**

Hospital services in Norman County are provided by the Ada Municipal Hospital, a public facility, located on the east side of the City of Ada. The hospital currently has a Capacity of 31 beds with an occupancy rate of 90%. The hospital was constructed in 1954 and provides emergency service, a diagnostic center, general care, and a physical therapy treatment. More extensive hospital facilities are located in Fargo-Moorhead, Crookston, and Detroit Lakes. No additional facilities are recommended at this time; and, any facilities added in the future should be added only after an extensive feasibility study, and approval by the Regional Planning Commission.

## **Educational facilities.**

At the present time there are six independent high school districts in Norman County , which will remain unaffected by the school district consolidations occurring around the State. Although the six independent high school districts will not be subject to consolidation by the State, it is felt that a considerable tax savings could be generated by voluntary consolidation of certain of the high school districts. Consolidation would serve to encourage modernization of selected facilities, while allowing elimination of older facilities in the County. Further, with the decline in population over the last thirty years it is expected that school-age population will continue to diminish, and additional savings can be made in selective reduction of teachers and school staffs. It is recommended that a special joint feasibility study be made of all school districts in the County, under the auspices of the State Department of Education, to determine the economic and social considerations of such this proposal.



## **FIVE YEAR ACTION PROGRAM FOR RECREATIONAL FACILITIES**

### **Wayside Parks:**

Two of the four wayside parks proposed for the County earlier in this report, should be given priority. These parks are: the site south of Ada, and the site located near Gary.

### **Ada**

It is recommended that the five (5) acre site located south of the City of Ada, along T.H. 9 be developed within the next five years. The site needs to be cleared of brush and high grass and provided with some additional shade trees. An access to the site should be provided directly from the highway; however, as the site is slightly lower than the highway, some fill may be needed to raise the access road to highway level to provide better sight distance. The site should be developed to accommodate a minimum of ten (10) automobiles, five (5) with trailers.

Due to the proximity of the Marsh River and thus potential pollution problems, it is recommended that water and sanitary facilities be developed as extensions of the existing Ada water and sanitary sewer systems. Initial study indicates that both water and sanitary sewer facilities could be best provided through lateral extensions from mains running along Thorpe Avenue, north of the site. It would also be possible to connect with a water mainline, and the sewer trunk line directly west of the site, but such a proposal would involve crossing the railroad tracks, and the highway. A double unit sanitary facility should be located near the north edge of the site, and provide an outside drinking fountain, and wash basins.

The remaining facilities at the park should include: five picnic tables, and two barbeque pits. It is not felt that any active recreational facilities should be provided at this site within the next five year period. It is impossible at this general planning stage to accurately estimate the costs of such a proposal. It is recommended that professional landscape architects be hired by the County to handle the further planning, design and contracting for the proposal, and they should be asked to put together applications for the outside funding required. A very rough estimate for acquisition and development of this site would be \$25,000.

### **Gary**

It is recommended that the 160 acre site located in the southeast corner of Section 8 in Strand Township, and owned by the Village of Gary, be developed within the next five years. This parcel is adjacent to T.H. 32, and should be developed as a rest stop and camp grounds for people traveling along that highway, as well as providing some form of outdoor recreation for the residents of Gary. The site has a substantial planting of Norway and Jack Pine, and some additional planting and thinning of the site may be needed, along with the development of a fire break.

It is recommended that a minimum of five (5) camping sites be developed for tent camping, and five (5) additional sites for use by camper trucks. In addition, a minimum of ten (10) picnic tables, cooking facilities, a well, and on-site sanitary sewer facilities should be provided. A small pond for wildlife should also be considered.

It is roughly estimated that development and acquisition cost would run in the neighborhood of \$50,000.

### **County Parks:**

Initial development of one of the two proposed County parks should be given priority; and it is recommended, therefore, that the site located at the confluence of the Red River and Wild Rice River be acquired and initial development begun during the next five years. It is recommended that this park be developed in phases, of twenty-five acres each; with the first phase beginning in 1971, and each phase covering a time period of five years for acquisition and complete development.

Recommended facilities for the first phase include: one and one-half acres of land devoted to boat launching facilities, such as ramps, docks, and access roads; one and one-half acres of land devoted to outdoor games; five acres of land devoted to picnicking with provisions for 25 picnic tables; two acres of land devoted to tent camping; with the remainder of the area set aside for passive recreation and parking. Additional facilities for cooking, collecting trash, drinking water, on-site disposal of sewage would also be needed. It is expected that such development and acquisition would cost between \$75,000 and \$150,000.

### **Nature Study Preserve:**

It is recommended that beginning acquisition of eighty acres of land in the Sand Hill River area be made during the next five years. Associated development should include provisions for ten (10) camp sites, and ten (10) picnic tables, and the development of walkways and blinds for observation of the wildlife. Associated development should include facilities for water, sewage disposal, cooking and trash. This initial development and acquisition would be located in Section 11 of Bear Park Township. It is estimated that the costs of such development and acquisition would run in the neighborhood of \$60,000.

As noted above, the estimated cost of this initial phase of the County Park System may cost as much as \$210,000 to \$285,000. This does not necessarily indicate the total cost of the County, however. State and Federal grant-in-aid programs could reduce the County's share of this cost to 25% or \$52,500 to \$71,250. Since acquisition may not be needed in some cases, the cost to the County may be even less. It is strongly recommended that especially in the case of the two wayside parks, the County share the responsibility with the communities involved. Further, the County should utilize all grant programs open to it, such as LAWCON, HUD, and B.O.R. These programs involve a 50/50 sharing of costs between the local governmental unit and the federal government. Further, the National Resources Grants-in-Aid Fund may be utilized to reduce the costs to the County by 50% of the County's share in the other programs. Finally, it may be possible in the case of the County Park to utilize funding programs of the U.S. Army Corps of Engineers aimed at flood control along the Red River, as all of the proposed park would lie within the flood plain of the Red River.

## **DEVELOPMENT STANDARDS**

Development standards are specific measures of quality. Some can be enacted directly into various codes and ordinances, while others are to be used for judging development proposals. Standards also tend to serve as goals although not "ultimate," since they are the minimum acceptable.

In an age of increasing affluence there is often a demand for above average residential amenities, better buildings, added retail shopping conveniences and other desires that may render minimum development standards inadequate as related to local development policies and goals. Minimum standards are not adequate for people seeking the better - than - average. It should be noted, however, that public planning must be within a legal framework, and so, while it is the responsibility of the planning effort to encourage high standards, it is not possible to use maximum standards since there are many people, corporations, institutions, and agencies for whom only the minimum is possible.

The standards utilized as quality control measures should, however, be as high as is practicable within the realm of physical, economic and social feasibility. The proposed development standards represent a set of practical and desirable goals for both private individuals and public officials to achieve step-by-step over the coming years.

Preliminary goals, policies and standards were presented to the County Planning Commission and were quite broad in nature. They covered a wide range of topics in a very general manner. The intent was to provide a basis for discussion of more pertinent goals, policies and standards as they related to the local County situation. Contained within these goals, policies and standards were recommendations which applied almost universally throughout the State of Minnesota. This massive presentation of material provided many alternatives which were reviewed by the Planning Commission and their consultant for use in Norman County.

The goals and policies have been summarized and refined to form portions of this report but the Standards because of their bulk, have not been reproduced, rather an index of the proposed development standards is provided.

<b>INDEX NUMBER</b>	<b>TITLE</b>
5.1000	General Land Use
5.1000	Zoning
5.1200	Subdivision
5.1201	Land Subdivision Regulations
5.1291	Erosion and Dust Control.
5.2100	Community Appearance
5.2130	Appearance of Public Buildings
5.2150	Preservation of Historic Areas
5.3000	Commercial
5.3300	Drive-In Business
5.4310	Mining - Sand and Gravel Extraction
5.4400	Industrial Parks
5.5000	Residential
5.5700	Mobile Home Court (Trailer Park)
5.5720	Site Requirements
5.5730	Structure Requirements
5.5740	Plan Requirements
5.5761	Trailer Park Details
5.5762	Trailer Park Plan
5.6101	Public Buildings
5.6110	Central Facilities
5.6120	Public Office Buildings
5.6131	Public Works: Buildings and Open Storage
5.6141	Fire Stations
5.6201	Basic School
5.6310	Medical and Health Facilities
5.6510	Libraries
5.6810	Churches
5.6820	Cemeteries
5.7311	Public Water Supply
5.7321	Wells
5.7322	Guides for Proper Well Construction
5.7330	Well Drilling Standards
5.7411	Public Sewage Disposal
5.7421	Septic Tank - Depth
5.7422	Sewage Disposal System
5.7423	Absorption Area Requirements for Residences
5.7430	Individual Sewage Disposal Systems
5.7500	Solid Waste
5.8111	Street Classification and Design Characteristics

5.8120	Road Transportation Design
5.8121	Highway Design
5.8123	Minimum Roadbed Widths
5.8124	Flexible Pavement Design
5.8125	Minimum Conditions for Rural Trunk Highways
5.8126	Design Standards for Rural Trunk Highways
5.8171	Land Development and Freeway Interchanges
5.8510	Airports
5.8521	Sample Standards for Airfields
5.8700	Pipelines and Communication Towers
5.8800	Overhead and Underground Transmission Lines
5.8811	Power Line Development
5.9103	Rural Building and Construction
5.9104	Rural Water and Drainage
5.9105	Rural Area Development
5.9641	Open-Space and Recreation Lands
5.9800	Road Transportation

During the course of the planning program an information system was developed which enables interested persons to acquire the information and proposals that are being developed by the Norman County Planning and Zoning Advisory Commission. Located in the office of the County Auditor, the system consists of a Data Bank and Data Sheets produced during the planning process. The sheets are available at cost, by contacting the Auditor .

The Data Sheet System was devised by the consultant in order that a wider distribution of information could be attained. The system is supplemented by a series of Reports which summarize the Data Sheet material. It is hoped that persons interested in the future development of Norman County will avail themselves of this information in an attempt to become more knowledgeable about their County and the planning process.

## **EFFECTUATION RECOMMENDATIONS**

The plan has provided the overall guidelines for development, but practical ways must be found to put the plan into effect. The public and private improvement and development programs need to be oriented toward the overall objectives of the Plan, for the planning process to be successful. The development in the County will be carried out as a joint effort of government and private individuals. Most development occurs in the private sector and for this reason, the success of the Plan is dependent upon the cooperation from the developers themselves. Public or governmental development should as a matter of course, adhere to the same requirements as those required of the private developer. Although a good Plan will receive support, the governmental structure along with the Planning Commission must continue to educate the public and guide development according to the Plan.

The following procedure is recommended to carry the Plan to a successful completion:

1. Adoption of the Comprehensive Development Plan by the County Zoning and Planning Advisory Commission and County Board after holding the required public hearings.
2. Program proposed public investments for several years in advance and indicate priorities through a Capital Improvements Program.
3. Conduct an active educational program via meetings, newspapers, and other media explaining the objectives and proposals of the Plan.
4. Passage of a sound subdivision ordinance regulating the platting of land. The ordinance should clearly delineate the improvements required of the subdivider .
5. Passage of a zoning ordinance developed from the Comprehensive Plan.
6. Enactment of a sound building code providing minimum standards and regulations for safe and stable design, methods of construction and materials, and equipment in structures; for a safe level of maintenance, use and occupancy.
7. Passage of adequate measures and standards for the construction, repair and maintenance of individual water and sewage systems.

The continuous development and use of the items mentioned above will aid the success of the planning effort. Some of the elements of effectuation may require the creation of full time staff positions at the County level in order to assure adequate and continuous enforcement.