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- Impacts & opportunities : Voyageur

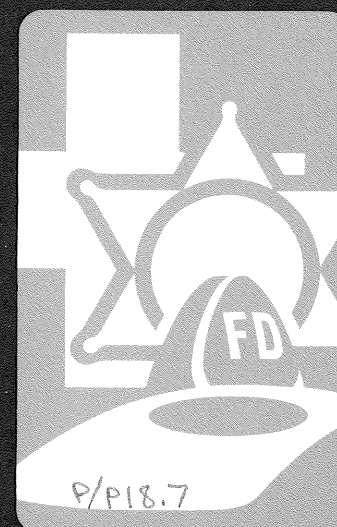
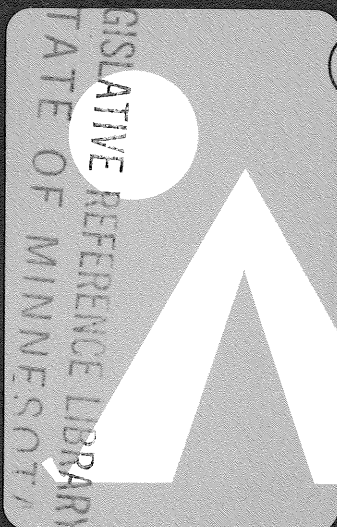


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IMPACTS & OPPORTUNITIES

VOYAGEUR PLANNING AREA

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**A joint effort of
Arrowhead Regional Development Commission,
Koochiching County, Saint Louis County,
State of Minnesota**

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ARROWHEAD REGIONAL DEVELOPMENT COMMISSION



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FORWARD

With the publication of this report, the Arrowhead Regional Development Commission, in a joint effort with Koochiching County, Saint Louis County and the State of Minnesota, has completed the comprehensive plan for the Voyageur Planning Area.

IMPACTS AND OPPORTUNITIES summarizes the planning efforts that were necessary for the development of the Sub-Regional Plan for the Voyageur Planning Area. The Plan is the technical report resulting from a two-year study funded by the Minnesota Resources Commission.

Planning for the needs and desires of residents and vacationers, recognized by the participating agencies as essential before the Voyageurs National Park opens, represents a national first.

Pursuant to the terms of the contract with the Minnesota State Planning Agency, I respectfully submit IMPACTS AND OPPORTUNITIES IN THE VOYAGEUR PLANNING AREA.

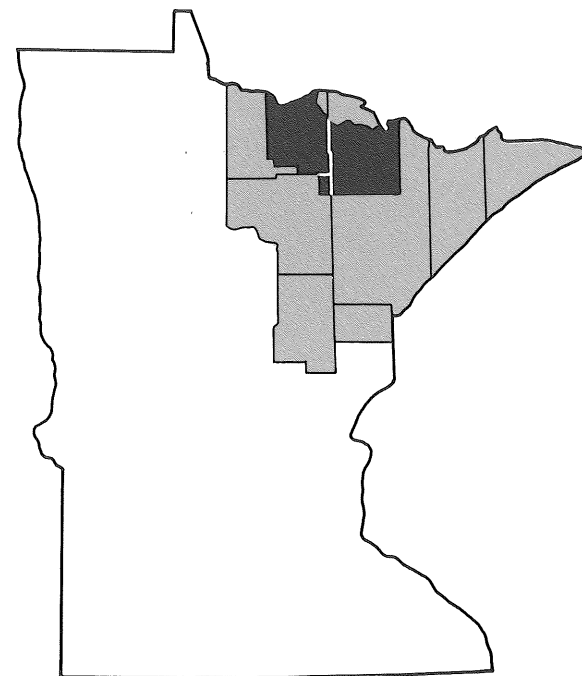
Jerry J. Jubie
Chairman

IMPACTS AND OPPORTUNITIES

To provide State and local units of government with essential background studies relevant to the resources, services and people adjacent to the Voyageurs National Park

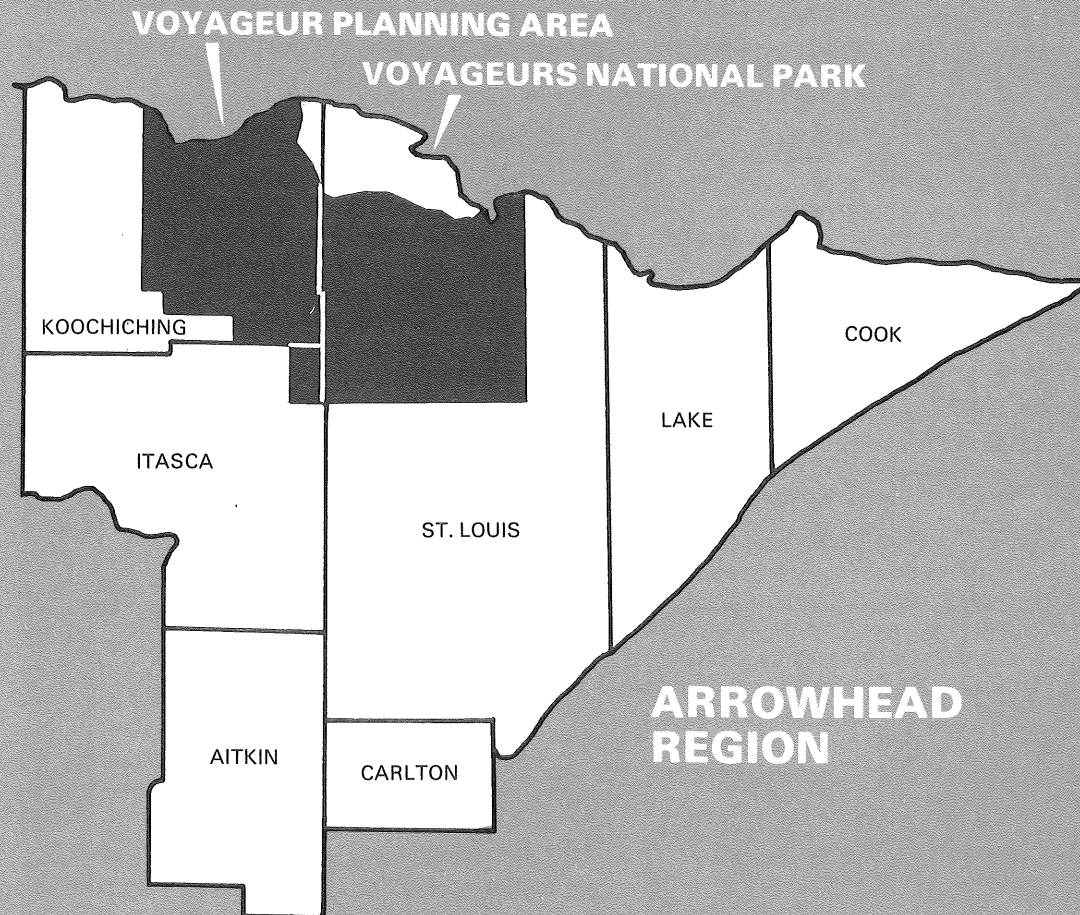
To present Goals and Policies for the Voyageur Planning Area

To present a summary of the Sub-Regional Plan for the Voyageur Planning Area



This report was financed by the Minnesota Resources Commission and was a joint effort of the Arrowhead Regional Development Commission, Koochiching County, Saint Louis County and the State of Minnesota.

VOYAGEUR PLANNING AREA



A FIRST IN THE NATION

Planning for millions of vacationers expected to visit the Voyageurs National Park has occurred before the opening of the national park.

The concentrated, coordinated two-year efforts of the Arrowhead Regional Development Commission, Koochiching County, Saint Louis County and the Minnesota State Planning Agency have culminated in the Sub-Regional Plan for the Voyageur Planning Area, through appropriated funds from the 1973 Minnesota State Legislature and the Minnesota Resources Commission.

THE COMPREHENSIVE PLAN

The Sub-Regional Plan for the Voyageur Planning Area is designed to be updated with the passage of time. Changes in national economy, land use policies, population, Voyageurs National Park plans and energy use are a few elements that will dictate the need for changes in the Sub-Regional Plan. As the Voyageurs National Park is developed, the reality of thousands more visitors to the Arrowhead Region attracted by the Park will illustrate the necessity for planning now and for changes later.

The comprehensive plan relates human resources to economic and physical resources in the area. A balance between preserving natural resources and maintaining an economic base suitable for the residents of the Region is an entity sought through the Plan.

The interaction of the elements addressed in the Sub-Regional Plan is the basis for the quality of life available in the Arrowhead Region.

Communities
Forestry
Land Use

Outdoor Recreation
Emergency Services
Transportation

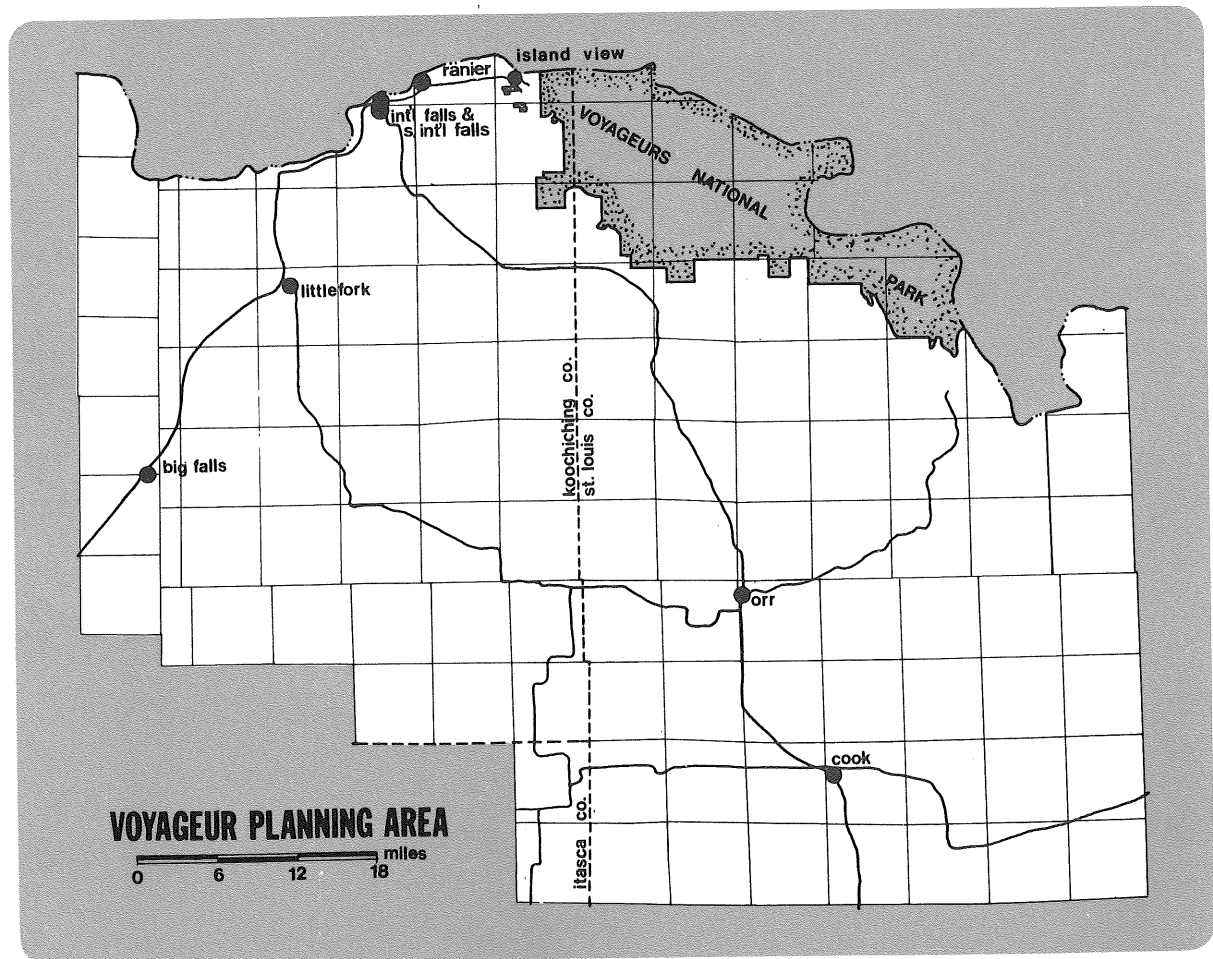
DESCRIPTION OF THE VOYAGEUR PLANNING AREA

- Land area within approximately one hour's drive of the Voyageurs National Park's access points
- 3,569 square miles of land in Koochiching County and Saint Louis County

- 2,284,120 acres of land and water with 41% under private ownership
- Flat marsh or lowlands and rugged, rolling mounds or hills due to glacial activity two billion years ago
- 85% forest cover
- Annual average precipitation of 26.6 inches; average snowfall of 50-60 inches
- Superior National Forest overlaps the easternmost portion of the area

- Boundary Waters Canoe Area and Quetico Provincial Park border the Voyageurs National Park to the east and north
- Population of 23,000
- Lumber, paper and other wood products largest industry in area followed by retail trade
- Incorporated places

Big Falls	Littlefork
Cook	Orr
International Falls	Ranier
Island View	South International Falls



FROM LONG AGO TO PLANNING FOR TOMORROW

Chippewa and Sioux Indians were the original inhabitants of the Quetico-Superior country in Northeastern Minnesota. French explorers established fur trading routes and built forts used as supply depots, winter headquarters and Indian trading posts in the early 1600's.

The early 1800's brought gold and silver mining interests to the Arrowhead Region. The steamboat era existed until the transcontinental railway was completed in 1885.

The Treaty of 1873 between the United States and British Territory (Canada) established the international boundary. Agriculture and logging activities began during the last quarter of the nineteenth century. From here the economic potential of the Region began to draw more and more settlers.

Management of resources was begun at the turn of the century. Canadian forest resources and United States national forests were designated for the preservation of natural beauty.

The International Joint Commission was created originally to settle border disputes between the U. S. and Canada and later to consult and advise agencies operating within the border country. The Boundary Waters Canoe Area (BWCA) was created in 1938 known as the Superior Roadless Primitive Area. The Quetico-Superior Joint Advisory Committee was established in 1960 to provide opportunities to discuss common resource management problems in the boundary waters.

In 1971 the U. S. Congress authorized the establishment of the Voyageurs National Park. 1972 brought the beginning of studies that eventually would lead to the Sub-Regional Plan for the Voyageur Planning Area. Existing land use

was surveyed, mapped and analyzed by Saint Louis County and the Arrowhead Regional Development Commission resulting in a report entitled "Report on the Peripheral Land Use Study of the Voyageurs National Park." Consultants to the ARDC prepared a report during 1972, "Private Investment Potential," to provide economic and related planning information for the potential development of land and facilities outside the Voyageurs National Park.

Soils studies and code enforcement programs for the Voyageur Planning Area were begun in 1973 through funds appropriated by the Minnesota Legislature.

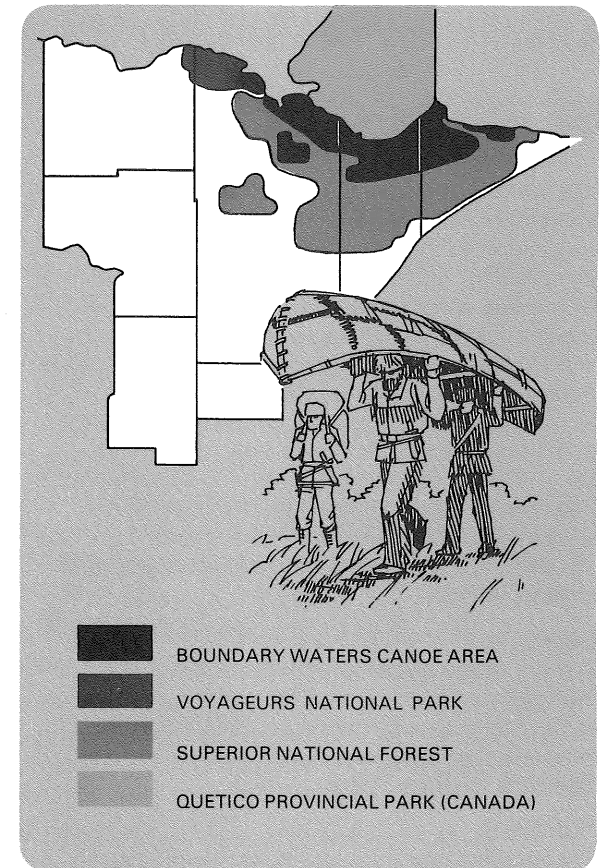
In the same year, funds were appropriated by the Legislature for the preparation of a detailed plan for the Voyageur Planning Area. The "Voyageurs Policies Plan," later adopted by the county planning commissions, boards and ARDC, was prepared by the following agencies:

Arrowhead Regional Development Commission
Koochiching County Planning Department
Saint Louis County Planning Department
State Planning Agency
Pollution Control Agency
Department of Highways
Department of Natural Resources
Department of Economic Development
Department of Administration

An environmental survey concerning roadways and selected shorelands was conducted under consultant contract, culminating in a draft discussion plan for the Voyageur Planning Area. A questionnaire survey of demographic characteristics and opinions relating to the discussion alternatives and development in the Voyageur Planning Area was conducted as part of the on-going public participation process.

Members of Koochiching and Saint Louis County Planning Commissions formed a technical committee to review all studies and products of the planning process.

In early 1974 the State Planning Agency compiled a document "Toward a Plan for the Perimeter of



the Voyageurs National Park."

Community plans, model municipal zoning ordinances, transportation and circulation plans, emergency services plans and study area land use plans were prepared during 1974 to result in the "Sub-Regional Plan for the Voyageur Planning Area."

Throughout the planning process, the "Voyageurs Policies Plan" directed the preparation of the comprehensive plan and will continue to be a statement of public goals. As the Voyageurs National Park develops and needs and desires of the people change, so also will the goals be amended and plans improved.

GENERAL DEVELOPMENT GOALS AND POLICIES

SERVICE CENTERS

The establishment of Voyageurs National Park will bring increased permanent and seasonal population to the planning area and new demands for space for housing and employment as well as recreation. Most demand for non-recreational space could be accommodated within existing municipalities and unincorporated service centers. Community facilities and utilities are now or could be made available in these centers at a lower cost to the taxpayers generally as well as at lower per unit costs to the individuals directly affected. The concentration of new development in such centers would also result in more viable communities with a greater trade attraction and political identity.

GOAL

To encourage the development of the International Falls - South International Falls area as the major service center for the Park with a network of minor service centers at existing locations where suitable.

POLICIES

Encourage a compact, easily and economically serviced urban development pattern concentrated in or adjacent to existing centers.

Encourage the planned redevelopment of the International Falls Central Business District and minor service centers to accommodate new parking, traffic and space demands.

Discourage the spread of urban development outside municipal limits except at strategic highway intersections and only when adequately controlled and serviced by water and sewer facilities.

NATURAL RESOURCES

The scenic, water and land resources of the Voyageur Area are its most important assets not only to visitors but to the people who now live in the area and are the major reason for establishing a national park here. With increased visitor use these amenities can easily be destroyed, particularly since the soil cover is thin and generally unsuitable for urban development, the water character is easily disturbed and the scenery at the mercy of any developer.

GOAL

To protect and preserve the scenic beauty and natural resources of the area.

POLICIES

Encourage new developments generated by Voyageurs National Park to locate in already developed areas where impact on the environment will be minimized.

Permit new development only in areas where soils are suitable for the particular use and when adequate controls are provided to prevent water pollution or destruction of the natural scenery.

To permit advertising signs only in designated commercial areas and only in keeping with the surrounding area.

ECONOMY

The forest industry provides the economic base for those communities which will be the service centers for Voyageurs Park. Although the Park will generate new employment and business unrelated to the forest resources, the bulk will be seasonal and subject to tourist patterns which cannot always be predicted. The importance of the forest industry must be recognized in any plans for the

impact area and economic considerations weighed against recreational-environmental factors in delineating or integrating areas for specific uses. Management of forest lands for timber crops is compatible with many non-occupancy recreational uses such as berry-picking, hunting, nature study and bird watching, scenic viewing and other uses as well as management of water sheds for high quality water and maintenance of good wild life habitat. Maintenance of commercial forest land base to support existing and future wood industries is essential.

GOAL

To provide a balanced year-round economy in the area.

POLICIES

Encourage continuance and expansion of the existing and future forest and wood products industries by recognizing that growing of timber is a prime use of forest land and that it is necessary to provide such a land base for this purpose by land classification and appropriate county ordinances in the Voyageur Planning Area.

Improve the management of federal, state, county and privately owned forest land to ensure a continuous timber supply.

Prevent the intrusion of non-forest uses, such as urban oriented activities, into areas classified as best suited for forest production.

Encourage the exchange of lands between government units or private individuals so that manageable forest units can be established and non-compatible activities can be eliminated.

SPECIFIC DEVELOPMENT GOALS AND POLICIES

NATURAL RESOURCES

The Voyageur Planning Area contains a large share of the state's commercial forest land that supplies the wood products needed by industries of the region, provides desirable wildlife habitat and has scenic and recreational characteristics of regional and statewide importance. Management and use of the timber, water, wildlife and other natural resources in the Voyageur Planning Area will play an important role in influencing the Park visitor's overall experience in the area. More important will be the total impact that management and use of these natural resources will have on the economy and environment of the area.

GOAL

To develop specific management guidelines for the natural resources of the area which provide the proper balance between environmental and economic considerations.

POLICIES

Manage the forest resources consistent with the needs of the people and within the capabilities of the land with the protection and maintenance of the forest environment being the major consideration in all decisions.

Develop detailed timber management plans for all commercial forest lands designed to insure a continuous supply of wood products and improve the forest environment.

Provide special management practices for those forest areas visible from streams, lakes and major recreation roads to maintain their aesthetic qualities.

Provide special management practices for those forest areas containing natural, historic or cultural features consistent with their unique qualities.

Conserve areas where critical natural processes

would be endangered by intensive use or development.

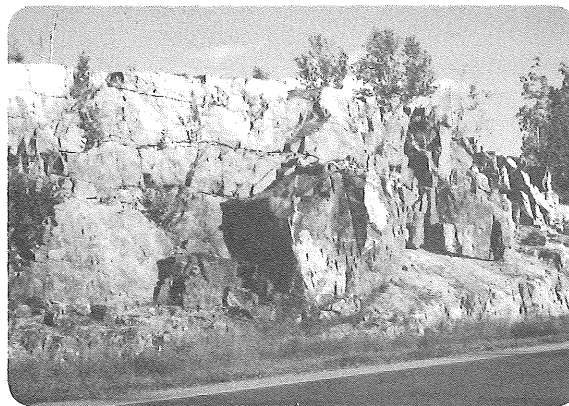
Develop coordinated natural resource management policies, plans and programs among federal, state and local agencies and private industries.

Maintain the high quality of the water resources through the use of monitoring programs and detailed review of proposed development projects.

Manage and protect critical fish and wildlife habitat areas including deer yards, fish spawning areas and nesting areas for birds and water fowl.

TRANSPORTATION

As approach highways and access roads to Voyageurs National Park are limited in number, difficult traffic problems may exist at certain times of year. At the same time, a limited number of routes can be helpful in shaping development patterns and minimizing sprawl if adequate development controls are adopted. The highways and roads represent substantial capital investments and recurring operating expenses to the various units of government. The primary



function of facilitating safe travel to and from the area must be protected.

GOAL

To provide for the safe and efficient movement of people and goods, coordinated with existing and proposed development patterns and other local and regional goals.

POLICIES

Coordinate transportation plans with land use and recreational plans for the Voyageur Planning Area to achieve an economical and desirable development pattern.

Provide needed improvements to existing approach highways and access routes to facilitate the safe and efficient movement of people and goods.

Stage improvements to existing routes to minimize disruptions to normal traffic flow.

Purchase access rights along any new routes and adopt land use controls along existing routes to protect traffic carrying capacity and to limit development to suitable locations.

Prepare and adopt county and community official map ordinances to designate and reserve any road right-of-way needed in the future.

Encourage the use of public transportation to the Park and between the various access points.

Adopt land use regulations to protect airport and seaplane base approach zones and to encourage sound marina developments.

Work closely with public agencies, industry, and private land owners in the development and maintenance of a coordinated transportation system designed to meet the public needs.

SPECIFIC DEVELOPMENT

COMMERCIAL LAND USE

Most commercial facilities in the Voyageur Planning Area are located within the incorporated centers at present. With the anticipated increase in tourism, pressures for additional commercial land within these municipalities and on approach highways to the Park have been growing. If the increase in tourist traffic and expenditures is to have the maximum benefit to the local economy, a proper balance between the supply and demand of commercial land must exist.

GOAL

To provide a network of commercial-service centers at convenient and appropriate locations in scale with demands and integrated with other land uses.

POLICIES

Encourage new commercial-service use at those existing locations which are suitable and capable of expansion and can provide necessary utilities.

Provide for new planned commercial-service centers or highway commercial centers at appropriate locations adjoining major arterials and permit their development only after detailed development plans, including plans for the installation of necessary utilities, are approved.

Require all new commercial service centers and encourage existing ones to provide adequate parking, traffic controls, landscaping, screening and architectural treatment in keeping with the character of the Park area.

INDUSTRIAL LAND USE

Industrial land use in the Planning Area is almost entirely related to forest resources and is concentrated mainly in International Falls. Adequate utilities, community facilities and support services, as well as a trained labor force, are available to accommodate any unforeseen industrial growth in the area. The existing industrial base must be strengthened and encouraged to expand. New recreational or Park-oriented industries may be interested in establishing in the planning area, appropriate locations should be provided.

GOAL

To establish a sound and diversified economic base which maximizes opportunities for private investment and employment respecting local and regional socio-economic and environmental concerns.

POLICIES

Encourage growth of forest-related industries in existing centers which can provide necessary utilities, transportation facilities, support services and a trained labor force within convenient commuting distances.

Provide areas for planned industrial parks with convenient access to rail, airports or major trucking routes and which can be economically served by utilities for any existing and future industries.

RESIDENTIAL LAND USE

Residential land use in the Voyageur Planning Area ranges from densely developed, fully urbanized neighborhoods to isolated homesteads. Outside the incorporated municipalities, much of the residential development is of a "strip" type, following roads or lakeshores. Such a pattern is difficult and costly to service. The demand for lakeshore and other recreational property is already high and can be expected to become even greater in the future. If new residential development is to be an asset and not a liability to the local units of government, it should be located where service is convenient and economical.

GOAL

To provide a desirable residential environment for both permanent and seasonal residents.

POLICIES

Encourage new permanent residential development in areas now served or adjacent to community facilities and public utilities.

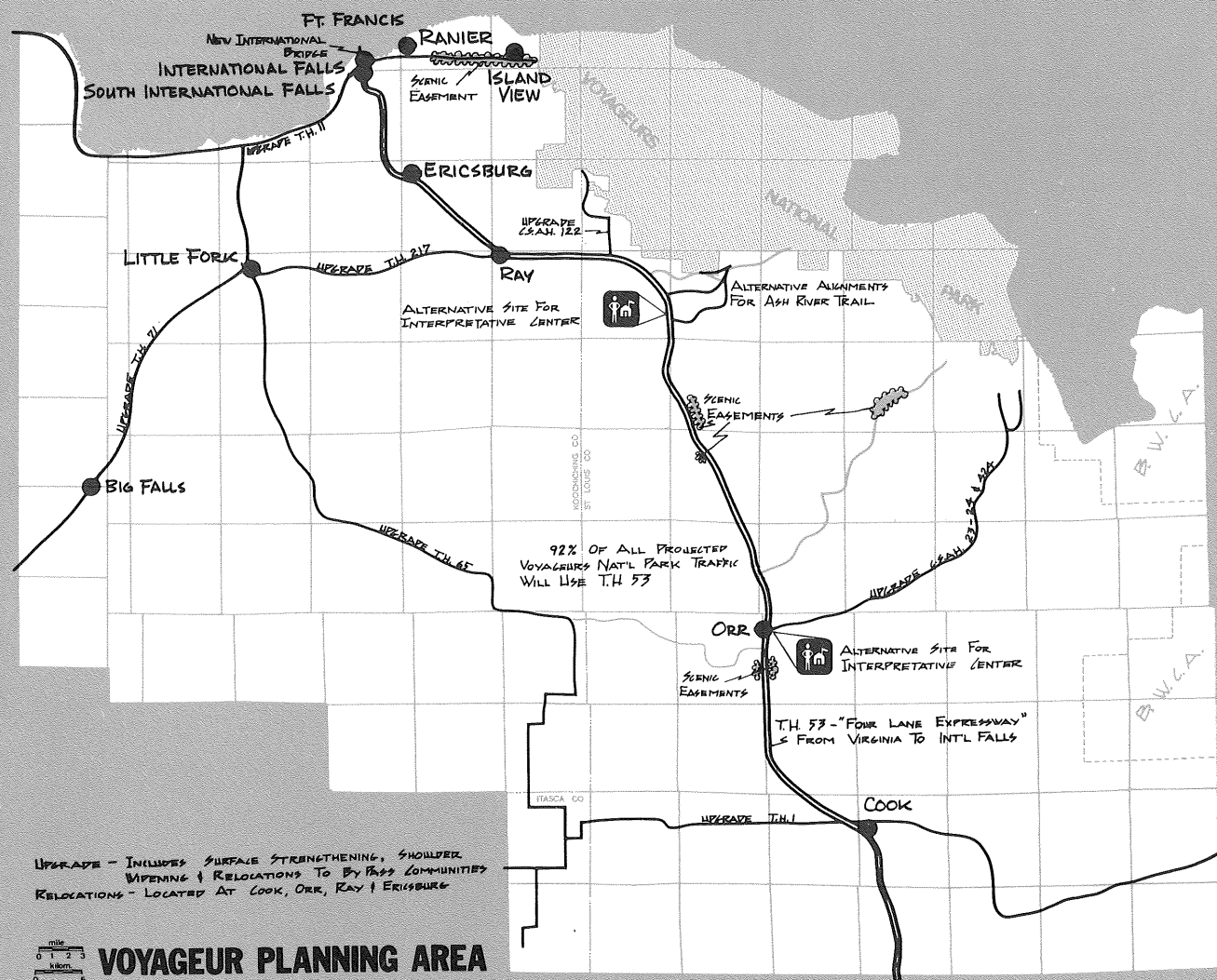
Prevent new residential development in areas where soils are unsuited for on-site sewage systems and where utilities are unavailable.

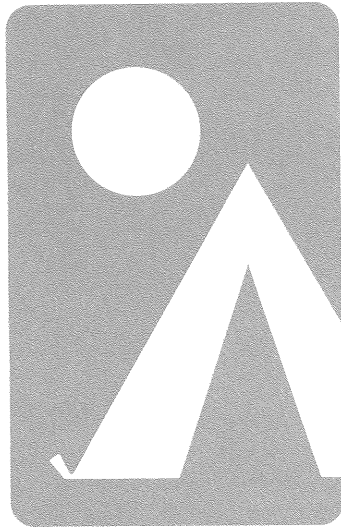
Limit residential development in rural areas to those types and densities not requiring utilities and community services.

Encourage cluster-type subdivisions of lakeshore and seasonal homes in order to facilitate common water and waste disposal systems, to minimize the costs of public utilities and to preserve the character of the area.

US
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TRANSPORTATION





PLANNING FOR LEISURE TIME

The recreation plan for the Voyageur Planning Area focused on the need for multiple-use of all resources. Identified as one of the more important industries, recreational resources should be developed in harmony with existing land uses based on the Voyageur Policies Plan and an areawide land use planning program.

The recreational plan compiled and studied existing facility data and projected future facility needs. Moreover, computer mapping and analysis tools were utilized in relating physical resources of the area to recreational and other land use development considerations for the entire Voyageur Planning Area. Detailed analyses were

also made of the six study areas, identified as the most probable site locations for future recreation development and growth. The study pointed out the need for clustering of diversified recreational facilities in areas that are now serviceable or have the capabilities to be serviced by sewer and water in the future.

Through appropriate management of the Voyageur Planning Area, recreational amenities can be enhanced, protected and developed for tomorrow's users. At the same time, recreation as an industry can be maintained and continue as an important component of the area's economic base.



SPECIAL STUDY AREAS

Six areas ranging in size from twenty to fifty square miles were selected for detailed analysis and development of specific land use plans due to current and anticipated impact by visitors to the Arrowhead Region. Located either on U. S. 53 or adjacent to the Voyageurs National Park, the areas are:

International Falls to Island View
Kabetogama
Ash River Trail

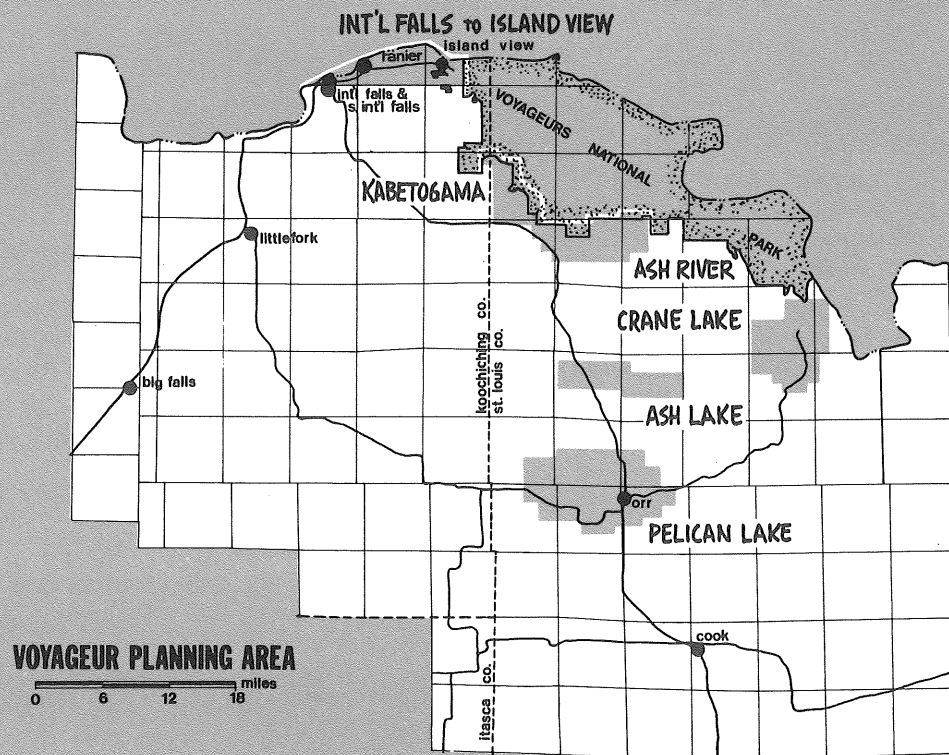
Pelican Lake
Ash Lake
Crane Lake

Existing land uses range from urbanized communities to undeveloped lakeshore with 190 square miles of commercial forest land. An inventory and analysis of land use and physical resources was followed by a determination of all land capable of supporting commercial forests in each study area.

Forest management units were recommended by setting aside the large tracts of commercial forest

land in the six study areas and by providing suitable zoning and other regulations. The management unit concept allows multiple use of this land - day use activities and continual harvesting of the forest lands. With continued support by county planning commissions and other involved agencies, the forest management unit concept may eventually be implemented in all seven counties of the Arrowhead Region, where appropriate.

Cluster developments have been suggested in the land use plans for the six study areas. An advantage would be the provision of sewer and water services at a cost effective level. Five study areas currently need and will require these services if new recreational accommodations and services will be provided in the future.



exists for additional permanent lodge and motel facilities.

For the sake of preserving privacy and unity for the permanent Crane Lake residents, it is proposed that the concentration be in a separate, but convenient, area. To insure compatible development, a sewage system facility would have to be developed.

With the exception of special management practices for roadsides, streams, lakes and the Voyageurs National Park entrances, the rest of the areas are capable of producing commercial timber and should be allowed to continue.

KABETOGRAMA

Many opportunities seem to be open to the Kabetogama developers. The Kabetogama area is not considered a potential Voyageurs National Park entrance, but is at the mid point of the Voyageurs National Park which puts it between International Falls and Orr, and only 3 miles off U. S. 53.

It is recommended that the facades of commercial facilities on the lakeshore be upgraded with the assistance of federal and state agencies. A new recreational vehicle campground is proposed to take the pressure off the existing State Wooden Frog Campground.

Without substantial federal and state assistance for this, the clusters cannot become a reality and natural amenities could be abused or destroyed.

Along with clusters for new development, adding new facilities next to existing recreational areas is being proposed in the land use plans for the Voyageur Planning Area study areas.

CRANE LAKE

The proposed land use in the Crane Lake area has largely been determined by the demands of the increased number of visitors to the area generated by the potential Voyageurs National Park entrance. It is estimated that approximately 250,000 tourists will visit Crane Lake annually when the Park is officially opened. About 530 families can be expected to be in the area on a peak summer day desiring a variety of

accommodations. Approximately 400 sites for recreational vehicles are needed in the area, and are recommended to be provided for by one public and three private campgrounds. A demand also



The existing agricultural, open space and residential areas should be maintained and allowed to expand with large lots.

Large tracts of forest management areas are proposed, which will continue to insure the area loggers and timber producers an ample timber supply.

Any intensive developments such as large motels, resorts, etc. will require a complete urban type water and sewer system.

ASH RIVER TRAIL

While the Ash River Trail is nearly 13 miles long, the vast majority of the commercial recreation development is within the last two miles. Approximately three miles from its end is an area which will require special planning, if it becomes a branch road to an entrance of the Voyageurs National Park, as proposed. Immediately to the east is proposed a huge parking area and an interpretative center. The plan recommends the transfer of travelers out of automobiles and into shuttle boats which will bring them along the river past some scenic bluffs that are proposed to be undeveloped. This plan suggests that a common waterfront motif be arrived at and suitable reconstruction of historical settlements be undertaken such as logging camps, fishing villages and trading posts. There would possibly be room for floating shops, restaurants and perhaps walkways along the shore and shops. These proposals would require a unique cooperation of existing owners, suitable plan and public water and sewer services.

Should Sullivan Bay become a Voyageurs National Park entrance of major significance an entirely new roadway would have to be constructed. The present roadway is grossly inadequate for high volume traffic flows and lacks a needed all-weather capacity.

Two alternative road relocations are suggested with the more southern alternate favored because

it takes advantage of an existing "near" all-weather road. In either case a travel information center with very limited services should be located on U. S. 53 to assist in guiding Voyageurs National Park travelers and providing services for other U. S. 53 travelers.

A relatively simple change in the existing roadway would eliminate the hairpin turn halfway down the trail. Alternate routes are suggested in the plan and with a minimum of time, effort and dollars a very hazardous roadway condition could be alleviated.

The vast majority of the land area is recommended to be devoted to forest management areas. The area has produced timber for several generations and with good management practices and protection from non-compatible uses can continue to provide for this renewable resource.

PELICAN LAKE

A host of land use alternatives exist in the City of Orr with the possibility of a four-lane divided

U. S. 53 near the top of the list. These land use proposals are covered in detail in Chapter V, Community Sketch Land Use Plans, of the technical report.

The plan recommends several areas on the southern and eastern side of Pelican Lake for conservancy uses. Thus, no new development should be undertaken. The plan recommends the maintenance of these areas for water fowl, wildlife and wildrice.

Three different residential areas are proposed:

- 1) The Oak Point and Bessett Point areas can support seasonal and year-round residential development in large lots.
- 2) To the west of Saunders Bay beyond a conservancy area is a seasonal and year-round residential area that requires large lots (5 acres plus) and very strict code enforcement for the installation and servicing of on-site sewage systems.
- 3) In an area to the west of Orr Bay beyond the conservancy it is suggested that seasonal and



year-round development be curtailed because the soils are unsuitable for on-site sewage systems.

The Cusson service area and historical facilities are slated to be maintained.

There are large tracts of commercial forests (forest management area) which have been classified and with protection will provide a continuous supply of timber in this area.

INTERNATIONAL FALLS TO ISLAND VIEW

The plan recommends that:

- high density residential growth should locate within the International Falls urban area to make use of the public utilities and services available there at the present time.
- public sewer and water services be provided for any development in the study area. The soils in

this area are unsuitable for the development of conventional on-site sewage systems.

- after plans for sewer and water utilities are implemented within the planning area both commercial and residential growth should be clustered at suitable locations between Ranier and Crystal Beach, well removed from State Highway 11.
- State Highway 11 should remain a scenic trunk highway with developments located beyond the line of sight of the roadway.
- the area between Crystal Beach and Island View should receive very limited growth until adequate sewer and water utilities can be planned and constructed.

- the State of Minnesota should continue to assist the Koochiching County sanitarian in developing alternatives to septic systems.

New developments should be promoted on vacant lots and on existing platted subdivisions to fill in areas already experiencing this type of growth.

Public sewer and water utilities are a real necessity for all types of development in the International Falls to Island View planning area. Therefore, adoption and implementation of the "International Falls Areawide Planning Jurisdiction Water and Sewer Functional Plan and Amended Land Use Guide Plan," April, 1974, should proceed on schedule. Forest management areas are also recommended for this study area.

(Specific recommendations for the City of Island View are contained in the technical report.)

ASH LAKE

Since a great deal of the planning area is undeveloped and the three lakes are not connected by roadways, there exists a chance in this particular area to *maintain the existing* land uses and keep future options open to this area. Thus, the Ash Lake study area is virtually being saved for future generations. Ample forest management areas have been delineated.





VOYAGEUR PLANNING AREA COMMUNITIES

initial meetings, ARDC offered technical assistance to the communities to aid in the initiation of land use planning programs that would eventually lead to the establishment of sound land use policies to be carried out through a zoning ordinance. The community officials accepted the offer of technical assistance and subsequently, by ordinance, each formed city planning commissions.

Immediately following the requests by the communities for technical assistance, work proceeded on preparation of base maps and overlays for land use, topography and other physical features. Additional factors which were considered in each community were the transportation system and physical problems and constraints of future development such as the soil conditions.

A series of working meetings occurred throughout the second half of 1974 where the planning commissions of the communities were instrumental in providing the bulk of the necessary information, ideas and valuable insight for the planning analyses. The effort expended at the working meetings had evolved by November of 1974 into a general statement of goals and policies and a sketch land use plan for each of the five communities. The primary purpose of developing and continuing a strong working relationship with each planning commission was to accomplish the formulation of planning concepts and standards that would make the sketch plans workable and useful documents. To be acceptable, the plan must be one that the residents of the community would believe in and maintain as the community plan and as an attempt to solve land use problems both for the present and the future.

Adoption of a goals and policy statement and sketch plan by each of the five communities is

anticipated by mid-1975. While a model zoning ordinance has been prepared to accompany each sketch plan, it is expected to be mid-1976 before one is fully developed, adopted and functional in each community.

The planning process for the communities in the Voyageur Planning Area and throughout the Arrowhead Region is an on-going, dynamic process. As population, visitor demands, industry and business concerns change, flexibility in the planning process accommodates the new with the old and provides a continuing plan for the future of the community and its residents and visitors.

BIG FALLS

The Big Falls City Council has set up a city planning commission and has reviewed draft goals and policies for development and preliminary land use proposals. The Planning Commission will hold hearings to adopt the goals and policies statement, land use plan and implementation ordinances.



With the exception of the International Falls-South International Falls urban area, existing development in the Voyageur Planning Area is concentrated in several incorporated communities and along major transportation routes and waterways.

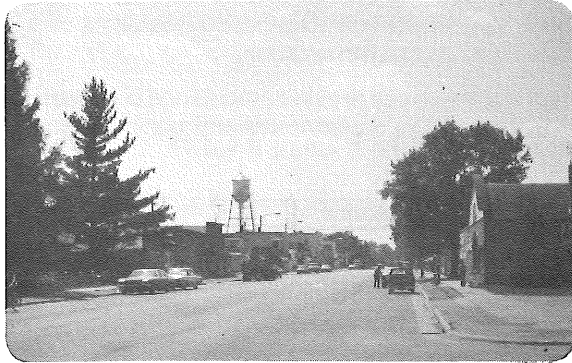
As a direct result of the voyageur planning program, five communities have entered into land use planning programs.

As plans for the Voyageurs National Park have progressed and as the opening has become more definite, the elected officials in communities surrounding the Park have become increasingly aware of existing land use problems in their jurisdictions.

Through the efforts of the Voyageur Planning Area planning program, each of five communities was contacted by the Arrowhead Regional Development Commission (ARDC) through the respective city councils for the purpose of discussing the voyageur planning program. At the

COOK

The Cook Planning Commission is developing goals and policies along with a land use plan. As the planning process continues, ARDC will be assisting through the development of a land use plan and implementation program.



ISLAND VIEW

The Island View Planning Commission has been initiated and is seeking citizen opinions on development issues. ARDC has been requested to assist in the completion of a land use plan and a preliminary zoning ordinance program. Future development in Island View will require a public



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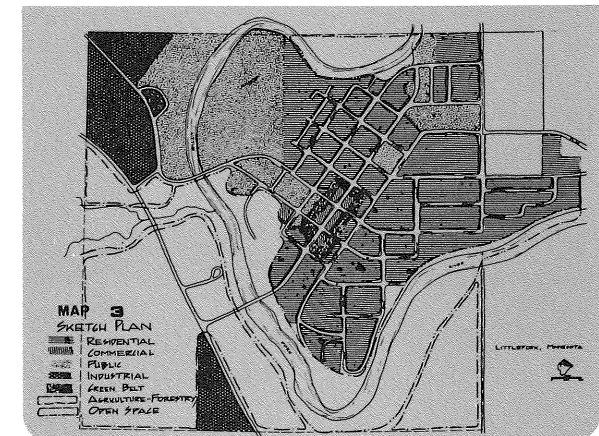
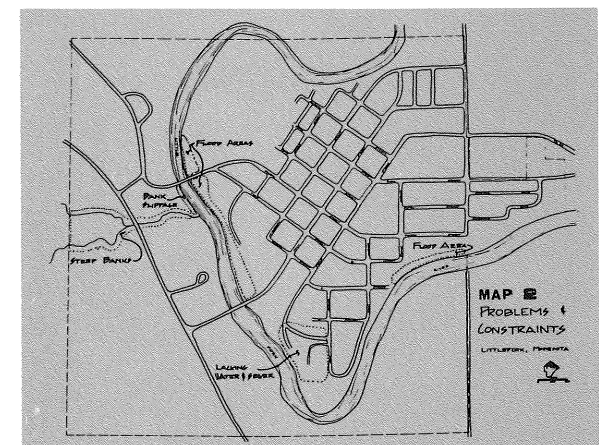
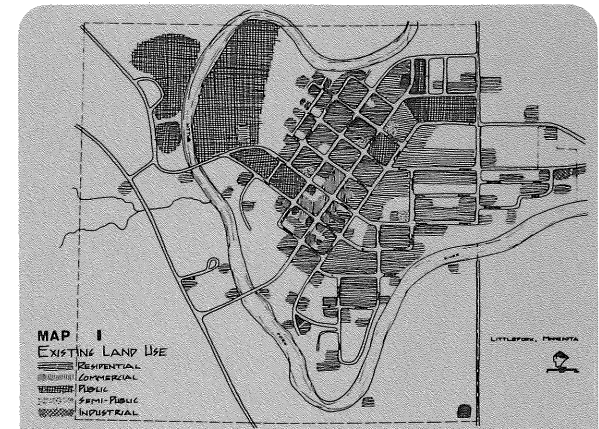
The Orr Planning Commission was set up by the City Council that has adopted an interim zoning ordinance. ARDC will be providing assistance during the planning process through the development of a comprehensive zoning ordinance based on a long-range land use plan.

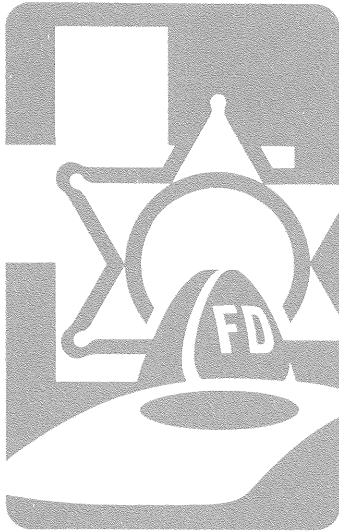


water and sewer system. Island View, being adjacent to the Voyageurs National Park, has two potential locations for park entrances. If realized, growth, development and the quality of life will be highly impacted in Island View.

LITTLEFORK

The Littlefork Planning Commission with assistance from ARDC has developed plans and land use controls that address the problems of the community. Upon adoption of goals and policies and a land use plan, Littlefork will be involved in the development of a zoning program.





EMERGENCY SERVICES

Existing emergency services: law enforcement, fire protection and health services, were inventoried and analyzed for the 3,600 square mile area of the Voyageur Planning Area. Comparative analyses were conducted with other national parks in the country having similar size, recreational attractiveness and economic potential for the area.

LAW ENFORCEMENT

Saint Louis County and Koochiching County Sheriffs' Departments and six municipal police departments currently hold most of the law enforcement responsibilities for the Voyageur Planning Area. Constraints in operating capital, equipment, training, facilities, actual numbers of police officers per person and per square mile, access and coverage in rural areas have indicated law enforcement at its current level is not adequate to meet the current and projected needs in the Voyageur Planning Area.

To improve the service

- Reorganize smaller police departments one of three ways: Pooling resources, contracting law enforcement services and consolidation of agencies
- Increase manpower during peak months: May through September
- Establish cooperative service agreements between National Park Service and local enforcement agencies
- Consider possible development of special law enforcement district as pilot project in furtherance of regional criminal justice system
- Continue study and research of seasonal use populations and the impacts on law enforcement services

MEDICAL SERVICES

Medical facilities located in the Voyageur Planning Area include three hospitals, all with 24-hour emergency patient reception and two with ambulance service. A clinic is established at Nett Lake providing primary services to residents of Bois Forte Indian Reservation.

Four communities provide ambulance services; two through fire departments and two through the hospital.

To improve the service

- Further coordination between ARDC and Arrowhead Region Planning Council for Health Facilities and Services (ARCH) in conducting research on population impact and facility requirements as a result of the development of the Voyageurs National Park



- Make modern, fully equipped ambulances available to each hospital in the planning area, including a training program for ambulance personnel
- Consideration for an aerial ambulance (helicopter or fixed wing) for the Voyageurs National Park and the surrounding planning area
- Establish further cooperation among local, regional, state and federal agencies to ensure adequate medical care facilities for Voyageur Planning Area

FIRE PROTECTION

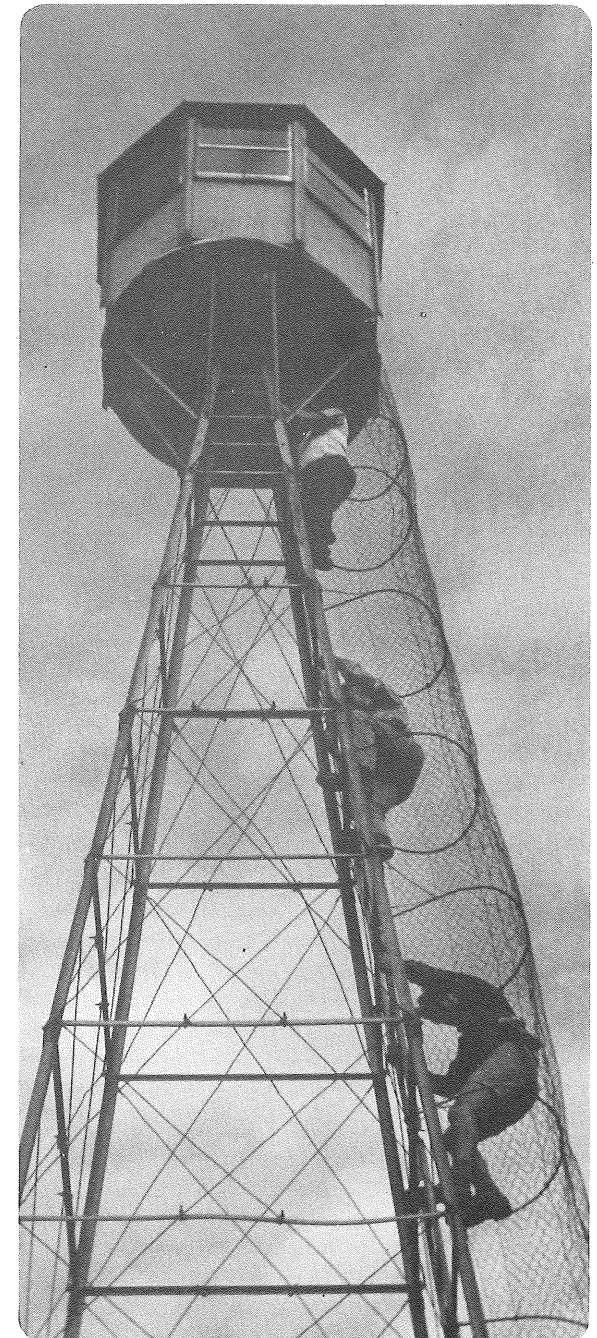
Fire departments in the Voyageur Planning Area are stretching their capacity to provide protection and, at the same time, are providing a false sense of security to residents in outlying areas. Eight of nine departments are manned exclusively by volunteers, using in many cases obsolete and unsafe equipment due to the unavailability of adequate funds to update the departments.



Protection districts range in size from a single community to 1,300 square miles.

To improve the service

- Provide motivation to upgrade local fire protection by establishing fire insurance classifications for communities through Insurance Services Offices of Minnesota
- Improve cooperation between Voyageur Planning Area residents and the Arrowhead Regional Development Commission and state and federal agencies
- Provide structural fire protection for unincorporated locations in the Voyageur Planning Area where substantial residential and commercial developments are concentrated, utilizing county boards of commissioners as vehicles
- Continuance of the state regional fire school, initiated in 1973, to insure that area fire fighters are adequately trained
- Establish eligibility of communities to receive the 2% state aid available



WHERE DO WE GO FROM HERE . . .

As the Chairman of the Arrowhead Regional Development Commission stated in the forward of this report, *IMPACTS AND OPPORTUNITIES* represents the culmination of a coordinated planning program for the Voyageur Planning Area. The two-year study resulted in only the beginning of a long process of providing for a sound mix of development and protection of the resources in the area surrounding the Voyageurs National Park. Continued coordinated assistance to both the affected communities and in the key development areas is essential if the efforts of this program are to be effective in guiding actions.

The communities in the Voyageur Planning Area are in various stages of the planning process. Given the necessary technical assistance each will find a comprehensive plan and adequate implementation regulations a reality before long. In addition, those areas that lie within key corridors of access to the national park are, and will be, in strong need of both governmental mechanisms and the requisite financial assistance in order to guide development in a sound manner.

The lack of adequate sewer and water facilities in concentrations of existing development, and in areas of future development is currently the most limiting factor in promoting clustered recreational or industrial development. The future of a balance between natural resources protection and stable year-round economy will in part be dictated by the availability of financial assistance to provide these necessary services.

The goals and policies adopted for the Voyageur Planning Area can be met and followed only with a continued strong commitment from the State of Minnesota, Koochiching and Saint Louis Counties, the numerous regulatory and planning organizations and units of government having an impact in the area.



ACKNOWLEDGMENTS

The *Sub-Regional Plan for the Voyageur Planning Area* and *Impacts and Opportunities* would not have been possible without financial assistance from the Minnesota Resources Commission and the coordinated, cooperative efforts of the following units of government and agencies:

Koochiching County Board of Commissioners
Koochiching County Planning Commission
Koochiching County Zoning Office
Saint Louis County Board of Commissioners

Saint Louis County Planning Commission
Saint Louis County Planning and Zoning Department
Saint Louis-Koochiching County Voyageurs National Park Periphery Committee
Pollution Control Agency
State Planning Agency
Department of Administration
Department of Economic Development
Department of Highways
Department of Natural Resources