
Comprehensive Plan



Luverne, Minnesota

June 2004

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Credits

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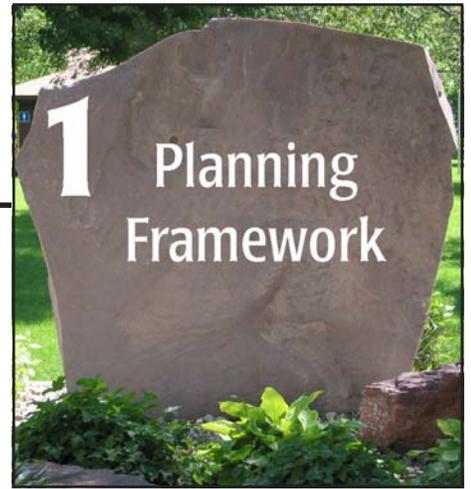


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Luverne embodies the best qualities of America's hometown.

Luverne means community. We care for our neighbors of all ages. Luverne fosters a sense of pride that creates a clean, safe and well maintained community. It is a place where people desire to stay. People who leave are drawn to return.

Main Street is both a quality and a place. The qualities of Main Street provide an alternative to the "one size fits all" look and approach of other places through dedication to service, a welcoming attitude and a unique setting. As a place, Downtown is a focal point of the community. It is a place of commerce and a place for the community to gather. It is a place to meet neighbors in passing on the sidewalk or at community events. The atmosphere of Downtown creates a destination for both residents and visitors.

Luverne is committed to the sustainable growth required to realize this vision. A superior work force and an entrepreneurial spirit make Luverne a great place to start and operate a business. Luverne seeks to retain and create quality employment opportunities. These jobs provide the means of supporting investments in housing, schools, municipal services and civic institutions.

In striving to nurture the body, mind and spirit of every resident, Luverne will represent America's hometown.

This statement describes the vision for the future of Luverne. The City of Luverne has created and adopted this Comprehensive Plan as a means for realizing this vision.



The Comprehensive Plan (the "Plan") is a tool for guiding the growth, redevelopment and improvement of Luverne. The traditional view of the Comprehensive Plan focuses on land use. The Land Use Plan describes the use of property within Luverne. It reinforces desirable land use patterns, identifies places where change is needed and sets the form and location of land for future growth. The vision for Luverne is more, however, than a rational pattern of development.

The Comprehensive Plan has far broader implications for shaping the character of the community and the quality of life in Luverne.

- The Plan seeks to create and sustain the elements that define the character, heritage and identity of the place that is Luverne.
 - The Plan influences the economic health of the community. The Plan seeks to attract new investment and guide it to proper locations in the community. The Plan protects the investment in existing properties by promoting strong residential neighborhoods and business districts.
-

- The Plan shapes the future of municipal government. Public improvements are needed to facilitate and sustain development. The type and form of development in Luverne influences the character of the local population and the demand for public services.

The Comprehensive Plan consists of a series of interrelated elements. These elements work collectively to create a plan for the future. These elements include:

- Land Use and Community Character
- Transportation
- Parks
- Using the Plan (implementation)
- Supporting Elements

Land Use and Community Character

The Land Use Plan forms the foundation of the Comprehensive Plan. Land use patterns play a significant role in defining Luverne. The organization of residential, business and public uses influences how people choose to live, work and play in the community.

The Use and Character descriptions provide context for the Land Use Plan. This section of the Comprehensive Plan describes the type of development represented by the categories in the Land Use Map. Use of the Comprehensive Plan means more than matching development with the land use shown on the Land Use Map. The Use and Character Descriptions identify the character and qualities of community sought by Luverne. These Descriptions provide a framework to guide municipal actions and investments.

The Land Use Map shows the plan for Luverne in graphic form. The Land Use Map contains the designated use for land throughout Luverne. The Land Use Map forms one element of local land use management. Zoning regulations and other land use controls support the use designations contained in the Comprehensive Plan and the Land Use Map.

The Plan divides Luverne into seven planning “districts” to examine land use and development issues in greater detail. These Districts are sections of Luverne with related development issues. The District section of the Plan provides a more detailed discussion of the planning issues and directions in each District.

Other Plans

The Comprehensive Plan contains two other “plans”: a transportation plan and a park plan. Both of these plans guide public systems that are essential elements of the community.

The Transportation Plan (1) describes the elements of the current and future street system in Luverne and (2) identifies targets for improvement and (3) describes strategies for using investments in streets to leverage broad community enhancements.

The street system provides the initial catalyst for development. All urban land uses require the access provided by city streets. The design of adjacent streets must match the character of development. Individual streets combine into a city-wide system. The street system allows for movement into and through Luverne. The effective functioning of the street system has a direct effect on quality of life. The design and maintenance of streets influences the character and sustainability of adjacent property.

Luverne's transportation plan considers more than the automobile. A related system of sidewalks, trails and dedicated street lanes provide viable options for travel within the community by foot and bicycle.

City investments in parks and open space help to define Luverne. Parks form part of the recreational, cultural and historic fabric of the community. Parks provide places for residents to gather and to play. The Park Plan describes the current park system and recommends strategies for enhancing the system. Guidelines for park development provide a tool for building new parks and reinvesting in existing parks.

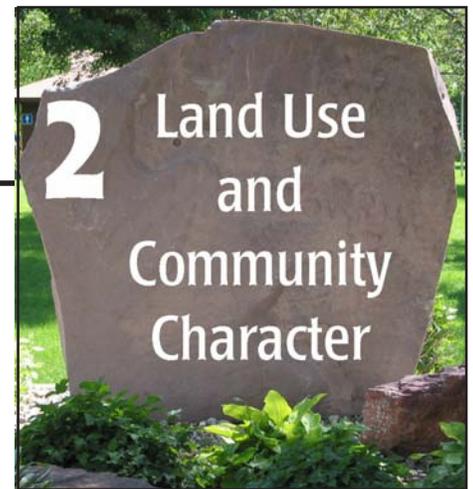
Implementation

There are several facets implementation contained in Using the Plan. State Law contains specific requirements for adopting and amending the Plan. The City will use zoning, subdivision and other land use regulations as tools for implementing the Plan. It is important to view the Comprehensive Plan as a tool. The Using the Plan section describes how to use this tool in to achieve the vision for Luverne.

Supporting Elements

The remainder of the Comprehensive Plan contains Supporting Elements. The Elements offer a substantive informational resource. They compile information about Luverne collected through the planning process. The topics contained in the Supporting Elements section of the Plan include:

- Housing
- Municipal Systems
- Community Context
- Census Data



The Land Use Plan provides the framework for the growth and development of Luverne. The Land Use Plan serves as a guide for the character and intensity of development throughout the city. The Land Use Plan promotes strong residential neighborhoods, a flourishing industrial base, a vibrant downtown core, focused commercial areas, and numerous recreational opportunities.

The Land Use Plan consists of three elements. The Description of Use and Character explains the character and qualities of each land use type. These descriptions provide the framework for evaluating land use decisions and guiding public actions. The Land Use Map shows how these land uses are assigned to each parcel of land in the current city limits and in planned growth areas. The community is divided into a series of Districts with common development interests. The Land Use Plan highlights specific land use and development issues in each District. This section also describes public policies and actions needed to guide the development in each District.

Description of Use and Character

The Land Use Plan places every parcel of land in Luverne into a specific category. This designation determines the type and intensity of development allowed in each location. Achieving Luverne's vision requires more than guiding the use of land. Land uses also contain elements of character and quality desired by the community.

The Comprehensive Plan encompasses four broad categories of land use to guide the growth and redevelopment of Luverne. Residential land uses provide areas for people to live. Commercial land uses represent the locations dedicated to the sale of goods and services to the community. Industrial land uses reflect centers of employment for Luverne and the region. A variety of Public and institutional land uses support the private development pattern. The challenge of land use planning is to address the unique set of needs presented by each land use and connecting the land uses in a sustainable manner with the character and qualities desired for Luverne.

Residential Land Use

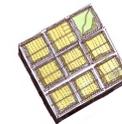
Housing lies at the heart of the vision for the future of Luverne. The character of the housing stock shapes the ability of Luverne to embody "the best qualities of America's hometown." Attractive neighborhoods and a high quality of life are among the defining characteristics of Luverne. More land area is allocated to housing than any other type of land use included in the Comprehensive Plan.

Housing is also a key economic factor for Luverne. Luverne lies in the shadow of the Sioux Falls region and faces economic competition for commercial and industrial growth. Luverne's advantage comes from being a great place to live. People can choose to live in Luverne and work anywhere in the region. The local population creates the demand for goods and services. The

quality of life in Luverne enhances the ability to attract employers. Luverne provides an excellent work force. People will find that it is better to live *and* work in Luverne than to commute to other locations for employment.

Land use planning often focuses solely on the type and density of housing units. In reality, there are many more qualities and characteristics of housing in Luverne. Residential land use in Luverne can be viewed at three different levels.

- The individual parcel is the basic building block of residential land use. At this level, the Plan considers characteristics of the house and the use of the lot.
- Housing does not occur on isolated lots, but in neighborhoods. At the neighborhood level, the Plan focuses on creating and sustaining desirable places to live.
- Luverne neighborhoods occur as part of the broader community with relationships to other land uses.



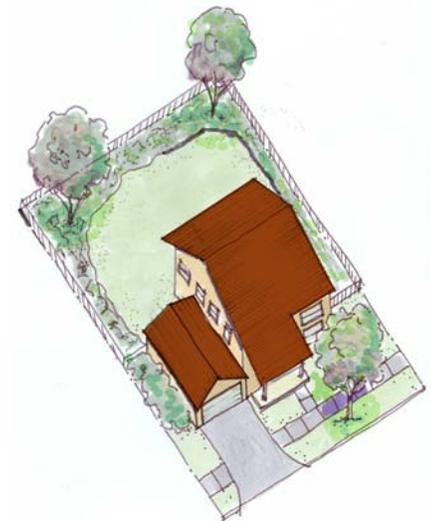
The examination of residential land use from the perspective of each level enables the City to more effectively meet local housing needs.

Housing Units

Planning for residential land use begins with individual parcels of land and housing units. These units are the places where people live. They change with the character of the land where they are built. The character of housing in Luverne is influenced by style, variety and quality.

Housing Style

Housing styles change over time based on financial considerations, architectural design, construction techniques, and consumer preference. A house built in the 1940's looks different than one built in 2004. Despite these changes, housing styles have many enduring characteristics. A description of the basic housing styles in Luverne forms a common language for planning.



Single Family Detached



When someone says “house” the most common image is a single family detached dwelling. This housing style is characterized by several features. There is a one-to-one relationship between the house and the parcel of land. The housing unit is located on a single parcel. The house is not physically attached to another housing unit. The housing is designed for occupancy by a single family unit. These factors are present in all forms of single family detached housing in Luverne.

The primary variables become the size of both the lot and the unit.

Single Family Attached



Single family attached housing comes in many forms. Duplexes, four-plexes and townhomes are common examples of this housing style. Although the specific form changes, there are several common characteristics. Each housing unit is designed for occupancy by a single family. The housing units are physically attached to each other in a horizontal orientation. This style is sometimes called “row housing.”

There is not a single pattern of organization for single family attached housing and parcels. The same physical structure may have different parcel configurations. For example, a duplex (two units attached) typically sits on a single parcel. The same structure can straddle two lots and be called a “twin home.” As more units are added to the structure, a third parcel pattern appears. The “townhome” model involves ownership of the individual building and a share of the common property for the entire housing development. In these cases, a homeowner’s association is responsible for the maintenance of these common areas.

Multiple Family



Multiple family dwellings are structures of two or more stories containing four or more housing units. The horizontal orientation of the units is a key characteristics of this housing style. The common names associated with this style reflects ownership. Units available for rent are called “apartments.” Owned housing is typically referred to as “condominiums” or “cooperatives.”

Variety

The Comprehensive Plan seeks to care for neighbors of all ages by promoting a housing stock that allows people to live in Luverne for a lifetime. An understanding of community characteristics and housing needs helps to achieve this objective. Each stage of life produces different housing demands. Market forces respond to demand and provide an adequate variety of housing options. Public action may be needed if the market response is not adequate.

Young adults seeking to locate in (or remain in) Luverne may face challenges to home ownership. People at this stage of life may not have the income or assets needed to purchase a

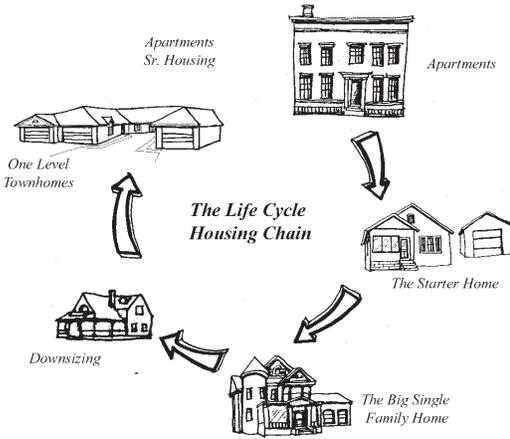


Figure 2-1 Life Cycle Housing Chain

home. This age group depends on apartments and other forms of rental housing.

Changes in age, economic status and family size often fuels a shift in preference to owned housing. The smaller and older homes in Luverne fill the role of starter home. Townhomes provide a more affordable form of entry level owned housing.

Families may “move up” to larger homes over a life time. This transition reflects the need for more space and the capacity to support additional housing expense.

Housing needs change as people age and children leave home. “Empty nesters” may seek to downsize with smaller homes and less maintenance. This trend has fueled demand for more twinhomes and other forms of attached housing in Luverne. Other forms of attached, owned housing including townhomes, condominiums and cooperatives have been built as senior housing in other communities. Other older residents may need housing that includes varying levels of support services.

Quality

Quality is an important characteristic of the housing stock. The Comprehensive Plan continues Luverne’s commitment to safe and decent housing. The quality of housing stock extends beyond the walls of the building. The maintenance of house and property affects the broader neighborhood. Good maintenance practices set a tone of community pride. Conversely, the failure to adequately maintain property plants the seeds of blight with the potential to spread to adjoining areas.

Luverne encourages the use of quality construction techniques and materials. Quality construction produces several positive outcomes:

- Promote health and safety of residents through the construction of sound dwelling units.
- Encourage energy efficiency.
- Minimize ongoing maintenance costs.
- Maintain values and contribute to growth of local tax base.

Luverne uses enforcement of building codes as one means of achieving this objective and realizing these benefits. Luverne has not currently chosen to adopt other regulatory tools that influence the quality of the housing stock. Housing codes and design guidelines are examples of other tools that might be used to address future needs.

Housing codes are typically designed to require adequate maintenance of existing units. Some housing codes target specific types of housing. Regulations applicable to rental housing set minimum standards for rental units and address the conversion of units from owner to renter occupancy.

Design guidelines set standards for building design and construction. Public design guidelines more frequently apply to downtowns or area of historical significance. Some private developers establish design guidelines through covenants on the property.

Character of Neighborhood

Housing does not exist as single, isolated units. Urban housing occurs in “neighborhoods.” The design and function of neighborhoods play significant roles in the quality of life in Luverne. The Comprehensive Plan focuses on ways to create and maintain strong neighborhoods

Basic Neighborhood Design

The foundation for neighborhoods is laid when land is platted for development. The actual design of Luverne neighborhoods adjusts to fit the physical characteristics of each location. The design of neighborhoods involves more than situating residential lots on a piece of land. Certain factors should be considered present in every neighborhood. The basic elements of neighborhoods in Luverne include the following:

- Neighborhoods should incorporate the natural characteristics of the setting. Trees, terrain, drainageways, and other natural features provide character to the place.
- Housing is built around a “system” of streets. Local or neighborhood streets provide access to homes. Larger collector and arterial streets provide connections to shopping, employment and other destinations.
- Housing is oriented to the local street, minimizing access and noise conflicts with collector streets.
- Public improvements influence the appearance and character of a neighborhood. Some examples of improvements that define an area include streets with curb and gutter, trees in the public boulevard, street lighting systems, and storm water ponding.
- Sidewalks, trails, and bikeways connect the neighborhood to other parts of the community.
- Well located and accessible parks provide places for residents to gather and play.

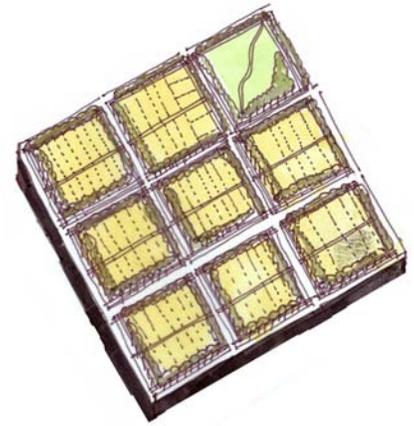
All of these elements work together to create a desirable and sustainable place to live.

Institutional Uses

Housing may not be the sole land use in a neighborhood. Institutional uses (such as schools and churches) can be part of the neighborhood environment. Churches can be found in many Luverne neighborhoods. The Comprehensive Plan identifies existing churches as a separate land use (Public/Semi-Public).

New churches may also be allowed in residential areas under certain conditions. These conditions should address the aspects of a church that conflict with desired characteristics of residential neighborhood. Criteria for locating a church in a residential land use area include:

- Size. Large church buildings and site areas can disrupt neighborhood cohesiveness. Churches in Low Density Residential areas should be treated as “conditional uses” to



allow for proper integration into the neighborhood.

- **Parking.** Parking may spill on to neighborhood streets without adequate on-site facilities. The parking needs will vary with the use of the facility. Worship may be only one aspect of this use. Education and other program uses may alter parking needs.
- **Traffic.** Traffic increases during peak use times. These times may not be limited to specific day of worship. Churches should be oriented to designated collector or arterial streets.
- **Lighting and signage.** Site lighting and signage needs may resemble commercial uses. These site factors should be managed to fit the character of the surrounding residential development.

These issues are better addressed through the zoning ordinance. Making churches a “conditional use” in residential zoning districts acknowledges that these uses are not suited for all locations. The additional controls provided by the conditional use permit enables the City to place restrictions on the scale and use of the church on make this non-residential use consistent with the neighborhood.

Attractive

Attractive physical appearance is one of the most common attributes of Luverne neighborhoods. Attractiveness is a combination of design, construction and maintenance. It applies to both private and public property. The attention to maintenance of houses and grounds reflects the values of Luverne. The City approaches the maintenance of neighborhood infrastructure and parks with the same commitment.

Private Property

The primary source of direct influence of the City on the visual appearance of new housing units comes from application of building codes. The City also plays a significant role in shaping the potential for attractive neighborhoods through the following:

- Subdivision regulations control the initial configuration of lots.
- Zoning regulations establish limitations on the size of lots, placement of the house on a lot, relationship of structure size to lot area, and building height.
- Other City regulations control ancillary uses of residential property.
- Development agreements provide the means influencing the design and construction of specific projects.

City government in Luverne has a unique perspective on neighborhood design. The City has acted as “developer” in the platting and sale of residential lots. The experience gained from the Veteran’s Subdivision provides the City with a better understanding of the development process and the approach to neighborhood design.

The City can use this experience to evaluate future opportunities to play a direct role in residential development. The advantages of the City acting as land developer include:

- The City has complete control over neighborhood design. The character of the subdivision is determined directly by the City as opposed to negotiation with the developer.
- The City takes a proactive approach to ensure that an adequate supply of developable lots are available in Luverne.
- City actions are more influenced by broader community development objectives than by profit.
- Any profit made through land development becomes potential funding for other development needs.

The disadvantages of this approach include:

- The City competes with the private sector. Care must be taken to avoid impairing the ability of the private sector to meet local housing needs over the long run.
- Land development creates a drain on limited financial resources. Money committed to residential land development is not available for other uses.

Maintenance of property is a factor in sustaining quality neighborhoods. The tenure (form of ownership) influences the responsibility for housing maintenance. The owner-occupant of a single family detached home is solely responsible for the maintenance of building and grounds. Maintenance responsibilities are often shared between tenant and owner when this same home is rented. This relationship may include a third party property manager retained by the owner to perform maintenance duties. Owners of attached housing may act collectively through a homeowner's association. The tenants have no direct responsibility for property maintenance in multiple family rental housing. This discussion does not imply a preference, but is intended solely to highlight the differences. This understanding becomes relevant when public action is needed to address a failure of the private maintenance approach.

Economics also influences property maintenance. The greater the portion of income devoted to basic housing costs (mortgage/rent, taxes, utilities), the less money available for maintenance activities. Maintenance can be deferred, but not avoided. This cycle of avoided maintenance produces negative effects when left unchecked. The ongoing lack of maintenance results in building deterioration. This deterioration may produce health and safety risks for occupants. The outward appearance of home deterioration can be called "blight." Blight often spreads as the condition of a home discourages adjacent property owners from investing in needed maintenance.

Public Realm

The role of municipal investment in the quality of neighborhoods must not be overlooked. The figure below illustrates the role of improvements in the public realm. Public investments in the right-of-way fills the area between parcels. The form of these improvements is an important element of neighborhood character and attractiveness.



The design and maintenance of improvements in the public realm influences the character of Luverne neighborhoods.

Paved streets with curb and gutter clearly distinguish between space for vehicles and space for people. Sidewalks allow people to move, play and interact. These activities often share the street with vehicles in areas without sidewalks. Trails and bikeways provide safe alternatives to movement in Luverne without an automobile. Trees in the unpaved right-of-way (boulevard) add natural beauty and comfort to a neighborhood. Street lights contribute to both appearance and safety of a place.

Luverne Municipal Utilities buries electric service lines to improve reliability. Underground lines also eliminate the visual clutter of overhead power lines and transformers.

Storm water management systems provide several ways to influence neighborhood character and appearance. The provision of a functional storm water management system prevents flooding and the related damage to homes. The form of these systems is a factor in neighborhood character. Storm water conveyed by catch basins and pipes has little impact on a neighborhood. Natural systems may be used to collect, convey and manage storm water. The use of natural systems brings more green environment into a neighborhood.

Public actions to influence the attractiveness of neighborhoods do not end with construction. Reinvestment and maintenance is needed to sustain the quality of public realm improvements. Sealcoating and other maintenance activities preserve the condition of the street surface. Periodic street sweeping removes debris from the roadway.

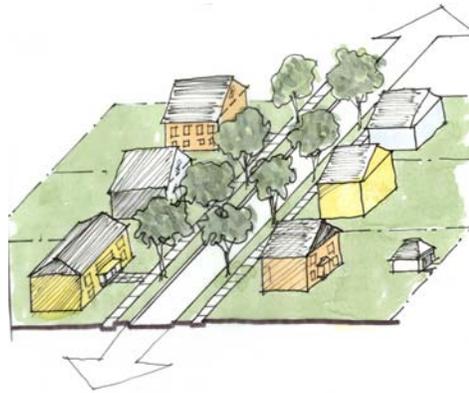
Safe Places

Safety is frequently identified as an essential characteristics of a place to live. Several aspects of the Comprehensive Plan and city government influence safety aspects of neighborhoods in Luverne.

Local Streets

Local streets are designed to bring people in and out of neighborhoods. They support low levels of traffic moving at slower speeds. The intended design minimizes the speed and noise of traffic.

The ability to achieve these objectives for local streets is influenced by the design and operation of the broader community street system. A system of larger streets serving as transportation corridors supports the local streets. These corridors collect traffic from neighborhoods and allow movement within Luverne to jobs, shopping and other destinations. Traffic cuts through neighborhoods on local streets seeking other destinations in places where these collector streets do not exist or function properly.



Local streets connect neighborhoods with the community. The overall operation of the street system seeks lower volumes and speeds on local streets.

Public Services

Services provided by the City of Luverne are essential parts of safe neighborhoods. The City provides police protection through the Rock County Sheriff’s Department. Police protection influences neighborhood safety in several ways, including:

- Working to prevent crimes against people and property.
- Responding quickly and effectively when crimes are committed.
- Providing an ongoing patrol presence in neighborhoods.

The Luverne Fire Department is an integral element of neighborhood safety. The Fire Department prevents a fire from spreading to adjacent property. The municipal water system enhances the ability to suppress fires by providing fire hydrants and adequate water pressure throughout the city.

Connections and Gathering Places

Without connections and gathering places, residential areas function like a series of housing islands. People come and go by car. Activity is focused on individual lots. There is minimal opportunity for interaction between neighbors.

Luverne seeks to create residential areas that builds connections among residents and with the community.

Connections

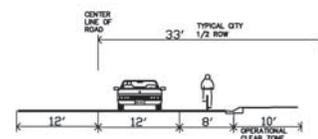
A system of sidewalks, trails and bike lanes creates a connected community. These improvements allow people to move safely and conveniently throughout neighborhoods and Luverne without a car. This form of movement provides the opportunity to meet and interact with other residents. It creates an awareness of the community and its environment that cannot occur from inside a car.

There are several strategies for providing this system in Luverne:

- Require the construction of sidewalks on at least one side of the street in new subdivisions.



Sidewalks are important elements of the character of Luverne neighborhoods.



A dedicated bike lane is one means of promoting non-vehicular movement in Luverne.

- Provide a system of trails, sidewalks and bike lanes that connects schools, parks, Downtown and other important destinations.
- Incorporate trails or bike lanes into reconstruction projects for collector and arterials streets within Luverne.
- Evaluate the ability to move throughout the City using sidewalks, trails and bike lanes, identify deficiencies, and establish a program for adding missing links.

These forms of non-vehicular transportation are also discussed in other parts of the Comprehensive Plan. The Transportation Plan discusses the construction of trails and bike lanes in conjunction with street improvements. The Park Plan shows the existing trail system. The discussion of land use issues in individual Districts highlights these issues in specific parts of Luverne.

Gathering Places

The City provides neighborhood parks as a means of promoting recreational, gathering and interaction for its residents. The neighborhood park is more than a public green space in a housing area. The City develops neighborhood parks for both active and passive activities for all ages, abilities and ethnic groups as determined by users in the service area.

This discussion focuses on parks as a general element of neighborhoods. The Park Plan section of the Comprehensive Plan contains a complete overview of the park system in Luverne. Park issues are also discussed in the District elements of this Land Use Plan

Parks should be well distributed and accessible to all neighborhoods. Typical park planning standards suggest a service area for a neighborhood park of approximately ½ mile radius (walking distance). This distance should be viewed in light of physical barriers to access or high-traffic road crossings.

The location of the park should be both visible and accessible. The park should have public street frontage and connection to the greater community system of trails and sidewalks.

The parks needs of each neighborhood are unique. Generally, the development of a neighborhood park should be a balance of active and passive uses. Active uses are intended to be informal and for local users, with the option of limited use by youth leagues if monitored for over use, noise, parking and traffic problems. More intensive organized recreational uses should be directed to community scale recreational facilities. Potential active uses include play structures, court games, informal play fields, wading pools, tennis courts, volleyball courts, basketball courts, ice skating, ice hockey, drinking fountain and rest rooms. Passive uses could include: trails (both paved and unpaved), picnic areas, benches, and attractive green spaces (trees, gardens, ponds). Neighborhood parks vary in size from 3 to 8 acres in size depending on the nature of uses in each park. Most neighborhood parks can be accommodated by on-street parking.

Evergreen Park provides a good example of a neighborhood park. The park contains a wide range of active play equipment. A half basketball court provides additional active recreation opportunity. Maintaining trees on the site add beauty and shade. Benches, picnic tables and water foun-



Parks create strong neighborhoods by providing places for residents to gather and play. As shown in this illustration, the park contains a mix of active and passive uses. Sidewalks and trails connect the park with the community.



Playground equipment at Evergreen Park

tains offer passive uses of this space. A small parking lot minimizes safety conflicts with traffic on Blue Mound Avenue. Trail connections provide access from the adjacent neighborhoods. The windmill adds another element of character to the park.

Community Housing Considerations

Luverne seeks to provide a housing stock that meets the needs of current residents and offers the capacity to attract new residents. The housing needs of the community will change over time based on demographic and economic factors. The City will monitor the housing stock to determine the need for public actions to address local housing needs. Two important community housing considerations are affordability and housing conversion.

Affordability

It is impossible to discuss community planning without using the term “affordable housing.” Some people interpret affordable housing as a politically correct term for low income housing. Housing for people and families with low incomes is only one part of affordable housing. The issue has far broader implications.

Planning for the future must begin with a common understanding of affordability. In broadest terms, affordability represents the share of overall income consumed by housing related expenses. The implications of housing affordability extend into many aspects of community development.

- Housing affordability affects the local economy. If housing becomes more affordable, then more household income is available to support local businesses and local government services. The reverse is also true. Tight budgets increase the reluctance of residents to support local businesses and local governmental programs.
- Affordability determines who lives in Luverne. The relationship is simple. People cannot move to Luverne without adequate housing options. This situation applies to employees for local businesses. It affects the ability of children to return and live in Luverne. It determines if elderly on fixed incomes can stay in Luverne.
- Affordability applies to the housing “system.” The housing system must provide affordable housing at different levels of income and life style. Encouraging housing mobility within the community promotes a desirable mix of options. A young family moving into a bigger house may create an affordable starter house for another person. Housing that allows seniors to transition into alternatives frees up units for family housing.
- Affordability has implications for maintenance of the housing stock. Affordability affects decisions on housing maintenance in a manner similar to spending for other goods and services. Parts of a house must be replaced as it grows older. Houses need to adapt as families change. Failure to address these maintenance needs leads to inadequate and deteriorating housing.



Housing Conversion

The majority of Luverne's housing stock was designed to be occupied by a single family. Traditionally, these housing units have been owner occupied. Economic and demand pressures result in the conversion of this use and tenure. This conversion may take several forms: conversion from single to multiple family occupancy, conversion from residential to lodging, and conversion or addition of a home-based business. Each of these conversions changes the nature of the land use and affects the surrounding neighborhood.

The first step in the conversion process is the shift from owner to renter occupancy. The evolution of this conversion may result in occupancy by multiple individuals or families. Housing converted from owned to rental may be subject to less maintenance. Renters that view the unit as temporary housing may have less incentive to maintain the grounds. Major maintenance responsibilities fall to the landlord. Single-family rental housing is often owned by individuals, who assume responsibility for maintenance. Providing adequate maintenance is a function of need, time and income.

Parking is a factor in housing conversion. Single family homes and neighborhoods are designed for the off-street parking needs of one family. Conversion of these units to multiple occupancy rarely provides additional off-street parking. A lack of adequate, off-street parking tends to degrade the overall quality of the neighborhood. Streets become crowded with unintended levels of on-street parking. Other parts of a residential lot not designed or developed appropriately for parking may be used for such purposes.

Allowing commercial uses in residential structures changes the character of the unit and the neighborhood. Commercial uses produce more traffic. The amount and timing of the traffic depends on the nature of the interaction with the customer. Commercial uses often seek signage to identify the business location. None of these activities are consistent with the character of residential neighborhoods in Luverne.

The conversion of housing produces a loss in ownership opportunities. New construction may replace the units lost to conversion, but the cost of housing may rise in the process, affordability becomes a concern. New construction is typically more expensive (less affordable) than the units converted to rental use.

Municipal Utilities

Luverne requires housing to be connected to municipal sanitary sewer and water systems. The municipal sanitary sewer system provides common means of collecting and treating wastewater. The City assumes responsibility for the treatment and discharge of wastewater. The alternative to a community system is individual septic systems. Septic systems can effectively treat sewage, but they increase the challenge of overall environmental protection. Each septic system becomes a separate point of discharge. The City's sewer system also allows for greater development density than could be supported by septic systems.

Luverne also operates a municipal water system. This system provides for the supply and treatment of water for homes in Luverne. The operation of the municipal system includes ongoing

testing to ensure the safety of the water supply. A collective approach to water supply seeks sources of water beyond the boundaries of Luverne. The Lewis and Clark System will bring water to Luverne from the Missouri River. The design, construction and maintenance of the water system also seeks to provide acceptable levels of water pressure throughout Luverne. Adequate water pressure is important to both residential use and to fire suppression services.

Land Use Categories

The Comprehensive Plan uses three types of residential land use:

- Single Family Residential
- Multiple Family Residential
- High Density Residential

Residential development also occurs within the Downtown District. Distinguishing among the different forms of residential development allows the Plan to focus on the setting, support and guidance required. The colored box corresponds to the designation for this category in the Land Use Map.

Single Family Residential

Residential neighborhoods make up the largest single land use in Luverne. The Single Family Residential designation seeks to create, sustain and enhance neighborhoods. Densities are intended to be not more than five (5) units per gross acre.

Single family detached housing is the primary land use in this area. Detached housing is a residential structure designed for occupancy by a single family and not physically attached to another housing unit. Attached forms of housing (i.e. duplex and townhome) are permitted within the density limitations of the area. Attached housing in Single Family Residential areas will be organized horizontally. Redevelopment should fit with the overall character of the neighborhood.

Multiple Family Residential

Multiple Family Residential areas are targeted for development with structures containing multiple housing units. These forms of housing require a higher overall density. Within the Multiple Family Residential area, development can occur at six to sixteen units per gross acre. The Land Use Plan guides this development to locations where the land, municipal utility systems and streets support this level of development.

Multiple Family Residential supports the full range of housing styles from single-family detached units to apartments, subject to the density parameters stated above. The housing units may be oriented in both horizontal (townhouse) and vertical (apartment) manner. This higher level of density may also be needed to facilitate redevelopment in designated areas of the City.

High Density Residential

High density areas are intended to accommodate exclusively multifamily densities exceeding 16 units per gross acre. These densities are intended to be located in areas compatible with surrounding land uses and supporting street systems. These locations may be adjacent to commercial and employment areas. Locations in developing areas should occur on collector or arterial streets to minimize impacts on local/neighborhood streets. This higher level of density may also be needed to facilitate redevelopment in designated areas of the City.

Commercial Land Uses

Luverne seeks to offer the most complete array of housing, jobs, shopping, health care, religious and recreational opportunities that provide an excellent quality of life. Commerce is an integral part of Luverne's vision for the future. Luverne also works to be the best place to do business. Achieving this vision requires strong commercial districts.

Economic Objectives

The Comprehensive Plan seeks to sustain attractive and functional settings for all types of land use. Community objectives related to commercial land use involve more than the physical form of development. Several economic factors play a role in planning. From an economic perspective, commercial land use provides the community with:

- Goods and services.
- Jobs.
- Tax base.

These factors influence the creation and the implementation of the Comprehensive Plan.

Characteristics of Commercial Land Use

It is important to understand the nature of the businesses that make up commercial land uses. These land uses vary by business type and by target market area. These factors influence planning and land use decisions. The following section discusses these characteristics of commercial land use.

Business Types

Commercial businesses are not a single, uniform commodity. These businesses encompass a wide range of goods, services and employment. Commercial land uses typically fall into three broad categories:

- Retail. These businesses provide the sale of goods and commodities to the public. The interaction between the business and the customer (shopping) is an essential factor in this type of commercial land use.
- Services. Service businesses provide a wide range of professional services. Examples of

service businesses include law, health care, banking, accounting, and real estate. Services typically entail less business/customer interaction than retail. Many services can be obtained without visiting the premises of the business. This relationship is different for each type of service business.

- Office. Office businesses closely resemble services. Many businesses located in an office setting provide professional services. From a land use planning perspective, it is important to distinguish office uses from other commercial activities. The office uses typically entail less interaction with customers. Employees are the primary activity generators for offices.

Understanding the basic distinctions among commercial businesses allows for more effective planning and land use management.

Demand/Market

Commercial businesses exist when there is a demand for the goods and services they provide. The nature of this demand influences land use. Location and accessibility to customers are two elements in capturing demand. The demand for goods and services for Luverne businesses comes primarily from the following sources:

- Local residents.
- Local businesses.
- Residents in the region surrounding Luverne.
- Travellers on highways.

The nature of the demand for commercial development is integrally related to other aspects of community planning and development. As Luverne grows, the market for local commercial businesses increases. The nature of this growth influences the types of goods and services desired by residents, businesses, and institutions. For example, the senior population creates a different demand than young adults. Businesses are influenced by the overall economic condition of the community. Disposable income provides the means of supporting local businesses.

The market for goods and services extends beyond the boundaries of Luverne. Residents of the surrounding rural areas and towns have the *potential* to shop in Luverne. Part of the ability to capture this market lies with the businesses. Product, price and service are key factors in the decision to support Luverne businesses. The Comprehensive Plan influences this market by creating a desirable place to visit and shop.

People travelling past Luverne on the highway system provide a potential market for local businesses. Thousands of vehicles pass Luverne each day on I-90. Capturing this market means attracting people off of the highway and into Luverne.

Technology creates implications for commercial land use in Luverne. The continued evolution of technology allows more commerce to occur over the Internet, rather than in a store. It is impos-

sible to account for the quantity of goods and services currently purchased by Luverne residents over the Internet.

Internet shopping could become a positive factor for Luverne. The size of the Luverne market and the proximity to Sioux Falls makes it unlikely that Luverne could provide all goods and services needed by residents and businesses. The Internet provides an alternative source of products that would otherwise be purchased in Sioux Falls. Reducing the retail connection with Sioux Falls creates the potential for local businesses to capture some of the discretionary spending currently made in Sioux Falls.

The growth of Internet-based commerce offers new business opportunities. Local businesses gain access to a broader market through the Internet. This approach to commercial development also alters land use considerations. These businesses have potentially less direct interaction with local residents. Reduced customer contact may change the need for parking. Such businesses may not require high visibility from primary street corridors, such as Kniss Avenue and Main Street.

Hierarchy of Commercial Land

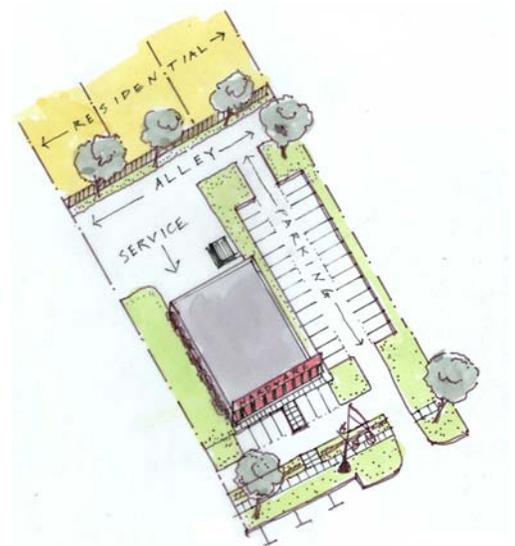
Commercial land uses organize in a hierarchy similar to residential uses: parcel, district and community. Each element of this hierarchy offers a different perspective on commercial land use.

The Parcel

Many commercial development issues occur at the parcel level. Luverne is largely a collection of individual businesses. The nature of these businesses makes the individual parcel a primary focus of commercial land use.

The illustration on the right shows some of the important considerations in guiding the development of a parcel for commercial use.

- The building is oriented to the street.
- The street provides access to the customer.
- The layout of the parcel must address both character and function.
- An ample supply of parking that makes it convenient to obtain the goods and services.
- Building materials, facades and signage combine with public streetscape to create an attractive setting.
- Consideration must be given on how to define edges and separation between the commercial parcel and adjacent residential uses.



Characteristics of "Typical" Commercial Parcel

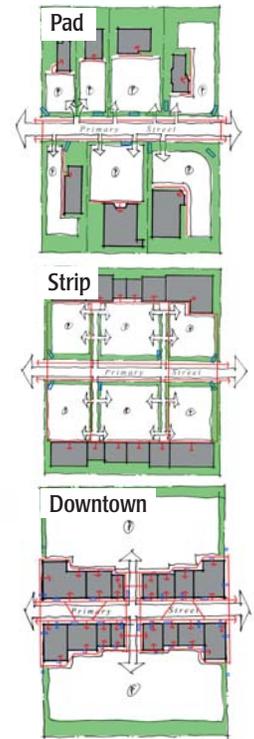
These characteristics help to create sustainable locations for businesses in a manner that enhances Luverne.

Commercial development in Luverne tends to organize in three basic patterns. Each of these patterns presents different land use management issues.

The “pad” pattern is based on individual parcels and businesses. Each lot contains a single building and each building contains a single business. The “individual” nature of the development influences land use decisions. All elements of the development pattern (building orientation, parking, street access) are driven by the needs of each parcel and business. In this pattern, pedestrian movement occurs at the street and from parking lot to store entrance. Pedestrian movement between businesses is difficult to encourage.

The “strip” pattern contains a series of businesses linked together in a common structure. The strip commercial use typically occurs on a single parcel and provides shared parking. The strip may have single, consistent facade or contain connected, but individual storefronts. The use of shared parking can reduce the number of spaces and the total paved area of the lot. The strip also allows for fewer curb cuts (street access points) and a more coordinated approach to traffic circulation. The physical connection of the uses allows for pedestrian movement within this development. The customer has greater ability to use more than one business without moving the car.

The “downtown” pattern combines elements of both pad and strip. The downtown is a collection of individual businesses (pad) joined together (strip). This pattern orients the storefront to the street, unlike the previous patterns that rely on parking between building and street. This pattern creates a strong relationship between pedestrian and vehicle activities. Both movements occur adjacent to the storefront. Publicly provided shared parking can offset the constraints of linking parking requirements to a single parcel/business.

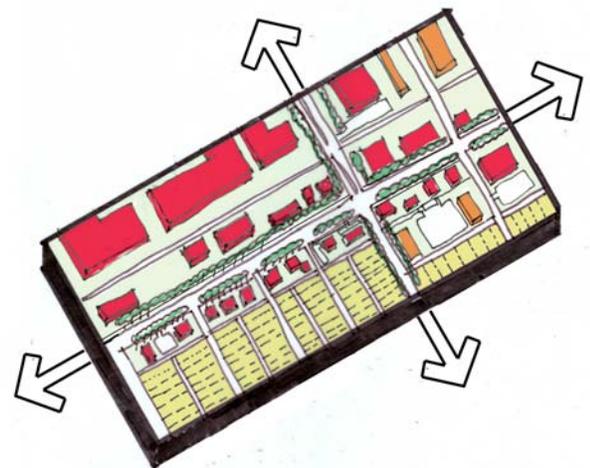


Patterns of Commercial Development

The District

Commercial land use rarely occurs as a single parcel. In Luverne, the street system is a key organizing factor for commercial districts. Streets provide the link between business and customer (see illustration on right). There are a variety of other factors that shape commercial districts:

- Businesses cluster together to take advantage of a common customer base. Service stations, lodging and restaurants seek to capture market from the highway. Smaller “pad” uses are attracted to locations around the larger, destination (anchor) stores.
- A district enhances the ability to coordinate land uses, especially the relationship between commercial and residential.
- Planning for a broader area allow for coordination of access to streets. This coordination will improve circulation and traffic safety.
- A district approach creates the potential to share parking and reduce the amount of paved surface.



As with residential neighborhoods, public investments help to shape the function and character of commercial districts. Commercial districts also need quality and reliable municipal utilities. Streets, trails, and sidewalks provide the access required for a successful business. Street lighting, banners, landscaping, monumentation, and other elements of streetscape help define and beautify commercial districts.

The Community

Planning seeks to find a balance between individual business and community needs. All commercial areas need to be good settings to operate a business. Managing commercial development requires a perspective that is broader than the individual business. Some commercial land use matters must be viewed at the community level.

Coordination of Land Uses

Organizing land uses in the community requires an understanding of the differing objectives of residential and commercial land uses.

- Residential neighborhoods should be quiet and peaceful places. Commercial districts are places of activity.
- Local streets want minimal traffic. Commercial streets feed upon traffic.
- The lights and signs that support businesses are out of place in residential neighborhoods.

These differences illustrate the need to create and maintain edges or buffers between commercial and residential land uses. These competing land uses want and need environments that are different and in some cases opposite. Clear delineations between these areas work to provide a distinct and sustainable setting for each type of land use. The environment from one area adversely affects the other without these edges. The negative effects typically come from the more intense commercial uses entering residential neighborhoods. This intrusion reduces the quality of the residential setting and creates a disincentive to property maintenance and barrier to appreciation of value. These conditions may, over time, result in the creation and spread of blight.

Commercial Streets

Streets and commercial development are integrally related. Streets provide the conduit between business and customer. Businesses seek visibility and convenient access from the street. The role of the street in commercial districts goes beyond function. Streets influence the character of each commercial district.

The illustration on the next page shows ways that public actions can use streets to define character in commercial districts.

- Separate turn lanes improve traffic flow and safety.
- On-street parking provides convenient access to businesses.
- Street lights, landscaping, banners, and other forms of streetscape add visual appeal to the district.

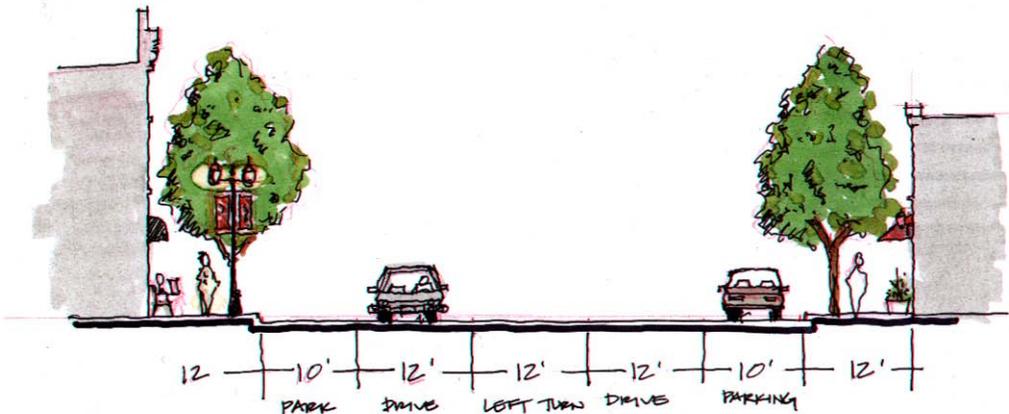


Illustration of Qualities for Commercial Streets

- Sidewalks provide the opportunity for people to visit more than one business at a stop.
- Buildings oriented to the street with interesting storefronts creates a stronger identity for the district.

This illustration is not intended to provide a template for commercial streets. Instead, its purpose is to stimulate ideas on how investments in the public realm can be used to enhance commercial districts.

Land Use Categories

The Comprehensive Plan uses three type of commercial land use to guide development:

- Highway.
- Community.
- Neighborhood.

The differences between these uses are based on market, location, size and infrastructure support characteristics of various types of commercial development. The Comprehensive Plan seeks to provide an adequate supply of all categories in locations that support the overall objectives of the Plan.

Highway Commercial

Highway Commercial areas are located in proximity to Interstate 90. They are primarily intended to accommodate freestanding commercial uses that depend on larger volumes of traffic, good accessibility and high visibility. They generally service the large volumes of traffic that pass through the Interstate 90/Highway 75 interchange area. Uses intended to be accommodated include automobile sales and service facilities, drive-up establishments including restaurants and banks, commercial recreation facilities, hotels and motels and similar uses.

Community Commercial

Community Commercial areas include retail sales and services targeted at the needs of the immediate Luverne community. These areas should be located along collector and arterial roadways. This category allows for uses such as banks, restaurants, grocery stores, gas stations and convenience stores, hardware stores, and other businesses that have merchandise or services for sale. These areas produce a high number of vehicle trips lending to their location along major roadways.

Neighborhood Commercial

The Neighborhood Commercial category accommodates smaller scale uses for professional trades such as finance, insurance, real estate, attorneys, and engineers. Smaller scale retail and service uses may be appropriate when they can be integrated in neighborhoods. Site and building design of neighborhood commercial areas should reflect more of a residential character trait than commercial. Often, they are adjacent to residential areas because they produce less traffic than other commercial uses. Businesses in neighborhood commercial areas typically do not provide a wide range of goods and services as those located in community commercial areas but they are typically more convenient to access by driving or walking.

Commercial Reserve

This area identifies an area held in reserve for future commercial development. The only area designated for this use lies along the northern edge of Luverne. This location is well suited to development for future commercial use in support of growing residential neighborhoods and the hospital campus. In the near term, the Comprehensive Plan seeks to guide commercial development into existing districts. The reserve status allows planning to facilitate the desired form of development in the future.

Downtown

Historically, the Downtown area is viewed as a commercial land use. The area has been called the “central business district.” While commerce is an important aspect of Downtown, a variety of other land uses make up the current environment and play essential roles in the future. Among the mixture of uses in the Downtown are:

- Retail, service, office and other commercial uses.
- Housing of varying forms and densities.
- Civic uses, including City Hall, Municipal Utilities, Post Office, County Administration, and Library.

The Downtown provides the only setting in Luverne where this diversity of uses with differing land use needs can exist in a common “neighborhood.”

A further discussion of land use issues related to the Downtown appears later in this section under the Downtown District.

Land Use Categories

The Downtown has one land use category which encompasses a mixture of uses.

Downtown

This land use category reflects the unique land use mixture in and around the Downtown. Downtown blends retail and service businesses, entertainment and cultural activities, housing, and civic functions. The Downtown land use replaces the Central Business District and Residential/Institution designations in the current plan. The area includes property in and around the Downtown. This land use seeks to provide a common framework for managing the mixed uses in this area.

A variety of uses fit into the Downtown designation: community-scale retail, professional services, public/civic uses, park, offices, dining and entertainment, banking, lodging, and housing. Uses need to be compatible with the character and scale of the Downtown area.

Industrial Land Uses

Industrial areas are important elements of Luverne's identity and its future. Luverne is an employment center in southwestern Minnesota. Building on this foundation is a key element of the community vision.

- The employment created by industrial users brings people to live in Luverne and surrounding areas. These people create the demand for housing and provide the market for commercial development.
- Industry is also part of the market for local commercial businesses.
- Industry creates tax base to finance local government.

Planning for industrial land uses focuses on several factors:

- Ability for existing businesses to expand.
- Minimizing noise, odor and traffic conflicts with nonindustrial land uses.
- Roadway access for employees.
- Access to highway, rail and air transportation to ship products and receive materials for processing.
- Supply, quality and reliability of municipal utilities needed to support operations.

Water supply is an important industrial development issue for Luverne. The groundwater system produces a limited amount of water supply. Upcoming construction of the Lewis and Clark water supply project expands local capacity. The eventual connection with Lewis and Clark does not provide enough water to eliminate supply as a constraint on industrial development. The Comprehensive Plan seeks new industrial growth that does not consume large volumes of water. Shifting large quantities of water supply to one or a small number of new users would impair the City's ability to realize other objectives.

The Comprehensive Plan places emphasis on the success and expansion of existing industries. These businesses and the City share an interest in the future prosperity of the community. With knowledge and acceptance of the community, growing these businesses should be easier than attracting new businesses. A related strategy is promoting the creation of new businesses that may spin-off of existing industries or seek a location close to these industries.

Land Use Categories

The Comprehensive Plan guides industrial land uses as general, special and business park.

General Industrial

The General Industrial category is the primary industrial land use in Luverne. Uses in this category are intended to be lower in intensity of activity. These uses limit potential for adverse impacts on adjacent land uses due to factors such as noise and odor. Examples of General Industry uses are offices, enclosed storage and warehousing, research laboratories and light manufacturing.

Special Industrial

Special Industry land uses are intended for businesses with more intensive uses. The level of intensity refers to the amount of land used by the business, the nature of the industrial activity, and the potential for truck traffic. Examples of Special Industry uses include contracting yards, grain and feed elevators, lumber yards, concrete products processing, processing of natural resources, and truck terminals.

Business Park

Business Park Areas are planned environments which require a higher standard of design and, therefore, protect businesses from adverse external influences. Uses intended to be accommodated include research laboratories, wholesale establishments, light manufacturing and processing facilities, warehouses and offices. Limited commercial development which supports the business park is also intended to be accommodated by conditional use permit (CUP). All storage is intended to be completely enclosed within buildings.

Industrial Reserve

This category identifies an area held in reserve for future commercial and industrial development. The only area designated for this use lies west of Highway 59 and north of Interstate 90. This location is well suited to development for highway commercial and industrial uses. Municipal utilities are not available to support immediate development in this area. Also, the Comprehensive Plan seeks to guide development in vacant land already served by utilities before opening new areas for growth. The reserve status allows planning to facilitate the desired form of development in the future.

Public Land Uses

All of the previous land use categories deal with private development. Public and institutional land uses also play an important role in shaping the pattern and character of Luverne.

Park/Open Space

The majority of the land in this category is owned by the City and operated as part of the municipal park system. The one exception is the Luverne Country Club. This private golf course is also designated as Park/Open Space.

Public/Semi Public

This category includes public schools, City and County governmental buildings, publicly operated institutions, colleges and religious institutions.

Environmental Protection

Areas designated by the Land Use Plan as Environmental Protection Areas are intended to remain undeveloped. They correlate with the floodway and the 100 year floodplain or floodway fringe plus designated wetlands. Uses permitted within Environmental Protection Areas include agriculture and parks and other uses that can be accommodated with minimal flood damage. Development already existing within Environmental Protection Areas that is susceptible to damage from natural causes is intended to be removed over time.

Land Use Map

The Land Use Map (Figure 2-3 on next page) shows the specific land use assigned to each parcel of land. The Plan as illustrated by this map evolved from inputs and evaluations received through the planning process. The Plan builds on the existing community pattern to achieve the desired vision for the future of Luverne.

Districts

The Land Use Plan divides Luverne into a series of planning districts. These districts are subareas of the community that share common land use and community development issues. This approach enables the Land Use Plan to provide a more detailed description of the objectives and policies for each district.

Highway/Airport Business

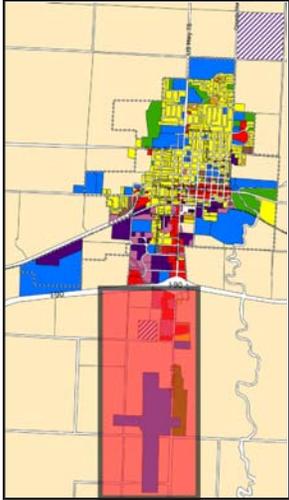
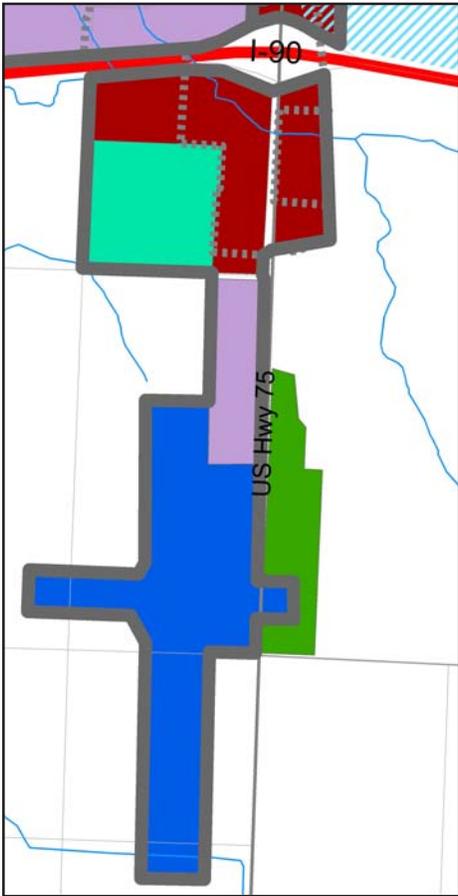
The Airport/Business District contains all land south of Interstate 90. The land use plan for the area focuses on business development.

The Municipal Airport is an important factor in shaping land use in this District. The land adjacent to the Airport and Highway 75 is targeted for industrial development. This site seeks to attract businesses either directly related to airplane/flight services or benefitting from the transportation support of the airport and the interstate highway.

The Airport affects other land use decisions in the District. The Comprehensive Plan guides the area with land uses that do not conflict with the operation of the Airport. Zoning regulations control the use of land in the zones extending from the runways. Height restrictions may affect development located north of the runway.

The District provides a good setting for Business Park uses. The location provides excellent visibility and access from Interstate 90. The road system supports the movement of supplies and employees. This location provides a place for office/warehouse developments that mix industrial and commercial uses.

Commercial development in the District is directed to Highway Commercial. The visibility and access from the highway system make the area well suited for the commercial uses that rely on the market travelling past Luverne. This area provides an alternative to the Industrial District for businesses needing highway frontage. Commercial uses that draw on a local market should be



Highway/Airport Business District

Figure 2-2 Land Use Plan - Highway/Airport Business District

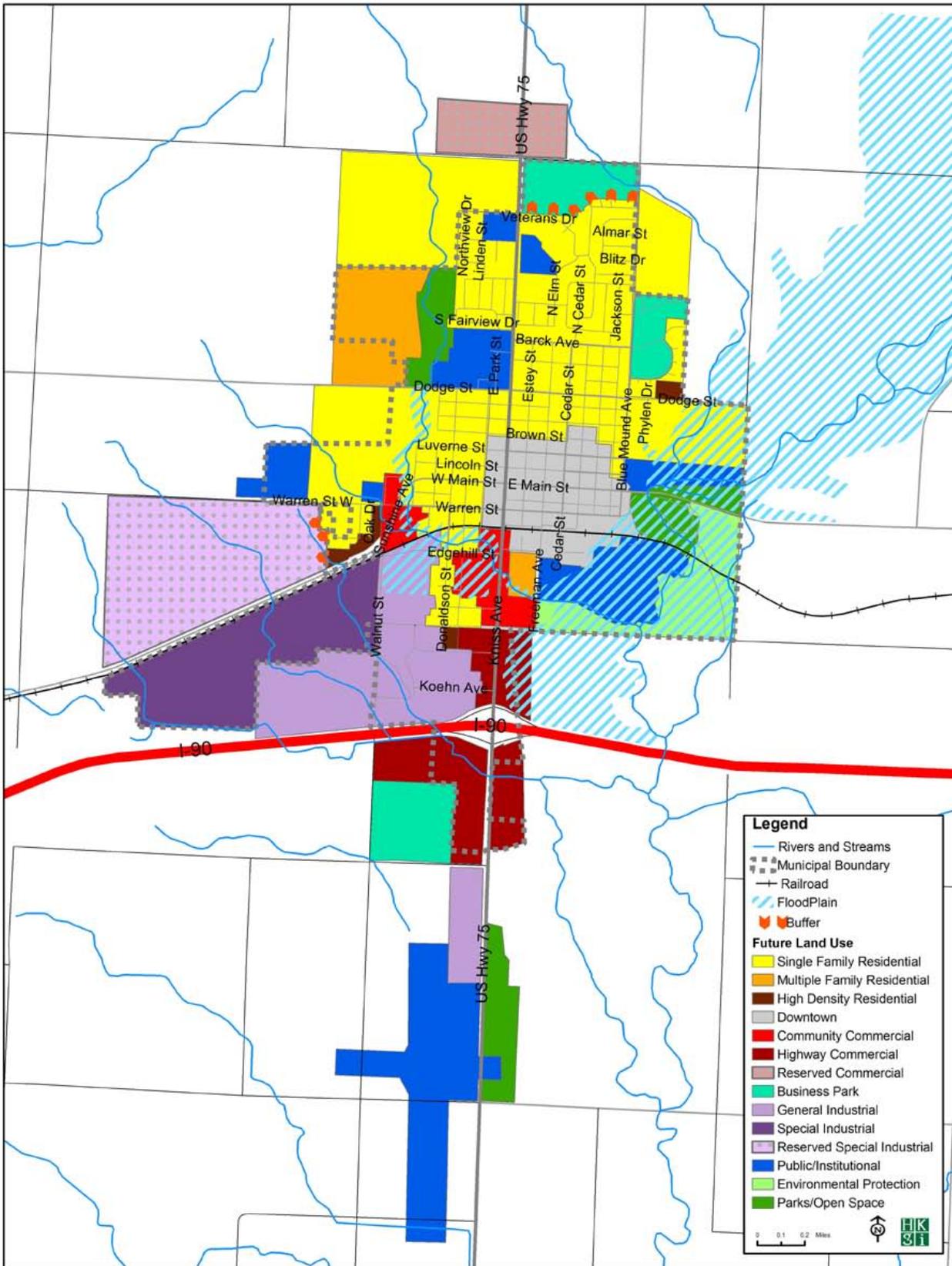


Figure 2-3
Land Use Plan - Entire City

encouraged to locate in other commercial areas north of Interstate 90.

Residential uses are not planned for the District.

Additional planning is needed to design the street and other utility systems to support future development. Streets provide this new development area with the capacity for land to develop. The street system also controls the flow of traffic. The design of the street system should provide connections between the Business Park and Commercial areas without creating undesired “cut through” traffic in the commercial sections.

South Gateway

The South Gateway District includes property along Kniss Avenue south of Main Street. This District serves as the gateway to Luverne. All traffic from Interstate 90 enters Luverne from Kniss Avenue.

The Kniss Avenue corridor serves as an important commercial district. The character of the district varies from south to north. The southern portion of the District is highway oriented. Food, automobile service and lodging businesses cater to the needs of travellers. The nature of the uses change to more community oriented businesses in the northern half of the District. Some of these businesses reflect the continued role of Luverne as the center of an agricultural area.

The current development along Kniss Avenue reflects the “pad” pattern described earlier in this section. This District contains a collection of individual businesses. Each business provides its own parking and separate drive access with Kniss.

The roadway also influences the pattern of development in this district. It serves as both a federal highway and a local street. The highway uses set the character of the street in the Gateway District. The primary function of Kniss Avenue is a transportation corridor. This function seeks to move vehicles safely and efficiently through Luverne. MnDOT controls design and access.

Roadway Implications

Kniss Avenue plays an important role in local development. The street provides access to customers for business along Kniss Avenue. The current design provides little opportunity for improvements to enhance this access. The picture on the right illustrates a typical setting. Two travel lanes in each direction emphasize movement through the District. There are no separate lanes for left or right turns enhancing access to businesses and connecting streets. With some businesses lo-

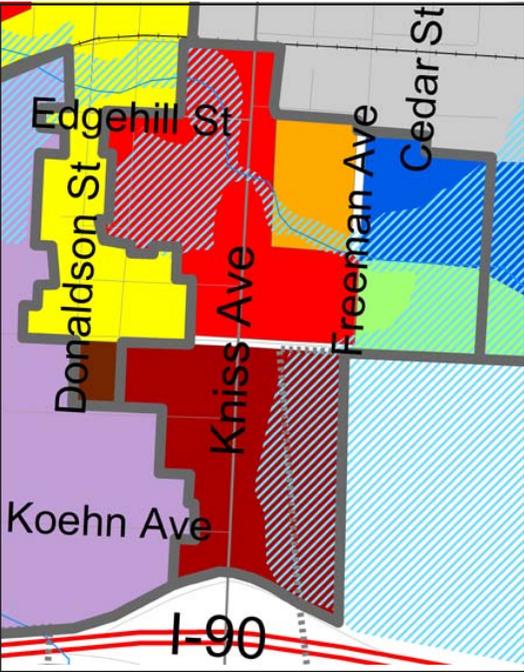
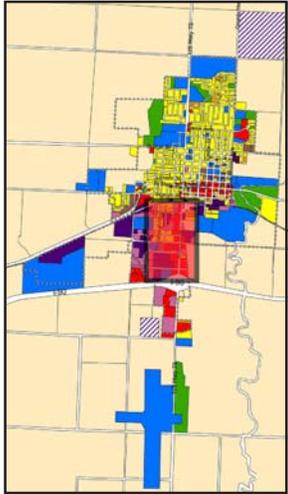


Figure 2-4
Land Use Plan - South Gateway District



South Gateway District



cated at the street, expanding the right-of-way along Kniss would be difficult.

As the district name suggests, Kniss Avenue is a gateway to Luverne. The road, other public investments in the right-of-way and the character of adjacent businesses combine to define an identity for Luverne. The area around the I-90 interchange may be the only part of Luverne seen by travelers. Making Kniss Avenue a more attractive and interesting corridor enhances the opportunity for enticing people to explore other parts of Luverne.

The photographs on the right show the inconsistent pattern of improvements in the right-of-way adjacent to Kniss Avenue. Some locations provide landscaping with sidewalks set back from the street. In other cases, the development abuts the street. The current development pattern combined with state control of the roadway limit the possibilities for a comprehensive approach to streetscape enhancements in the District.

The Comprehensive Plan promotes several options for enhancing the development pattern along Kniss Avenue:

- Street lights provide an opportunity to add elements of identity and visual appeal. As lights are replaced, the structures can be converted to a more attractive style. Light poles provide a means of displaying community banners, plantings and other decorations.
- Landscaping can be added when property redevelops.
- Redevelopment provides an opportunity to improve the development pattern. Replacing obsolete structures and combining parcels into larger sites allows the City to enhance the relationship between development and the street.



Green boulevard with sidewalk



Building and parking abut the street

New Gateway

With the limitations on improvements to Kniss Avenue, the Comprehensive Plan proposes the establishment of a new corridor linking Downtown and the highway interchange area. Connecting these areas with local streets provides the ability to create the type of corridor not possible on Kniss Avenue. The key elements of this initiative include:

- A “gateway” presence anchors the southern end of the corridor. One possibility is a combined Chamber of Commerce and Welcome Center along Kniss Avenue. A more passive approach uses entrance monuments and an information kiosk. Both approaches seek to define the corridor and provide information and guidance about opportunities for the visitor to Luverne.
- Another gateway enhancement suggested during the planning process placed a herd of buffalo in the fields adjacent to I-90. The buffalo provide an attraction and source of identity.

- Freeman Avenue provides the best route for this corridor. The existing street is designed to accommodate the additional traffic. Streetscape improvements can provide character and identity not possible on Kniss Avenue.
- The end points of the corridor require additional planning. An extension of Koehn Avenue creates the strongest connection with I-90, but requires additional street construction. A Hatting Avenue connection loses some proximity to the highway, but uses existing streets. Flexibility also exists in connecting the corridor with the Downtown. The route should use existing rail crossing at Freeman and/or Cedar. The nature of the route should be determined by the connection with Main Street and the ability to foster redevelopment along the new entry corridor.

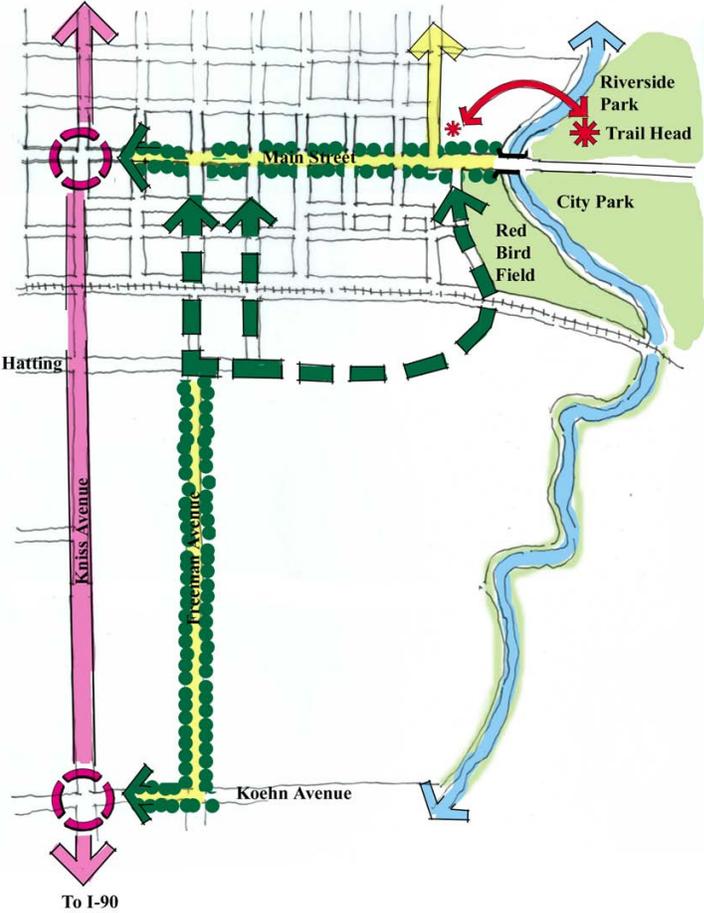


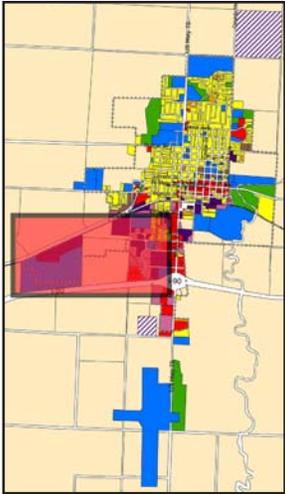
Figure 2-5
New Gateway Corridor

- Pedestrian and bicycle travel must also be a part of this corridor. In addition to providing for better non-vehicular movement within the community, these improvements can create a link with the Blue Mound Trail. This trail link could be part of the street corridor or a separate trail. A functional trail connection between the State Park and the amenities on Kniss Avenue creates additional tourism potential.

Industrial

The Industrial District is designed to create and maintain an excellent setting for industrial development. The Comprehensive Plan builds on the current development pattern. This location provides the utility and transportation improvements needed to support industrial development. Expansion of industrial development creates jobs and expands the tax base.

With this District, the Comprehensive Plan establishes an area dedicated to establishing and sustaining industrial development. Industrial land uses are the most intensive form of land use in Luverne. This intensity is characterized by several factors:



Industrial District

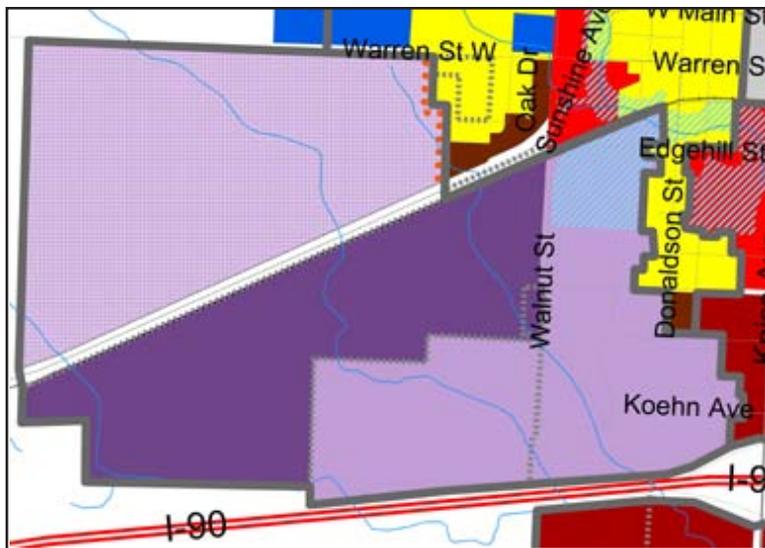


Figure 2-6
Land Use Plan - Industrial District

- Movement of materials and traffic from employees.
- Potential by products of the manufacturing process including noise and odor.
- Quantity of land needed for facilities, parking and storage.
- Demand for municipal, sanitary sewer, water and electric service.

The common needs of industrial users can best be met through this District. The City can plan for the provision of streets and utilities needed to support industrial growth. The District provides land for current development and future expansion. This development potential is supported by the ability to offer financial incentives under the State’s JOBZ program.

The Comprehensive Plan attempts to prevent the potential conflicts created by nonindustrial uses locating in and adjacent to this district. Commercial uses may seek a site in this district to secure a location with direct visibility from I-90. These uses should be guided to the Airport/Highway District.

The property north of the railroad tracks is placed into a new Industrial Reserve category. This designation serves two purposes. The Reserve provides the capacity for future expansion of the Industrial District. The Reserve status also prevents the expansion of residential development that could pose a barrier to industrial growth. Without this element of the land use, the residential neighborhoods south of Warren Street could expand to the west. The Plan seeks to establish buffers between the existing neighborhoods and future industrial development.

Downtown

The Downtown District and land use category recognize that the Downtown encompasses more than Main Street. The functional area of Downtown extends from Main Street and includes a mixture of land uses. The uses must work together to create an economically sustainable environment.

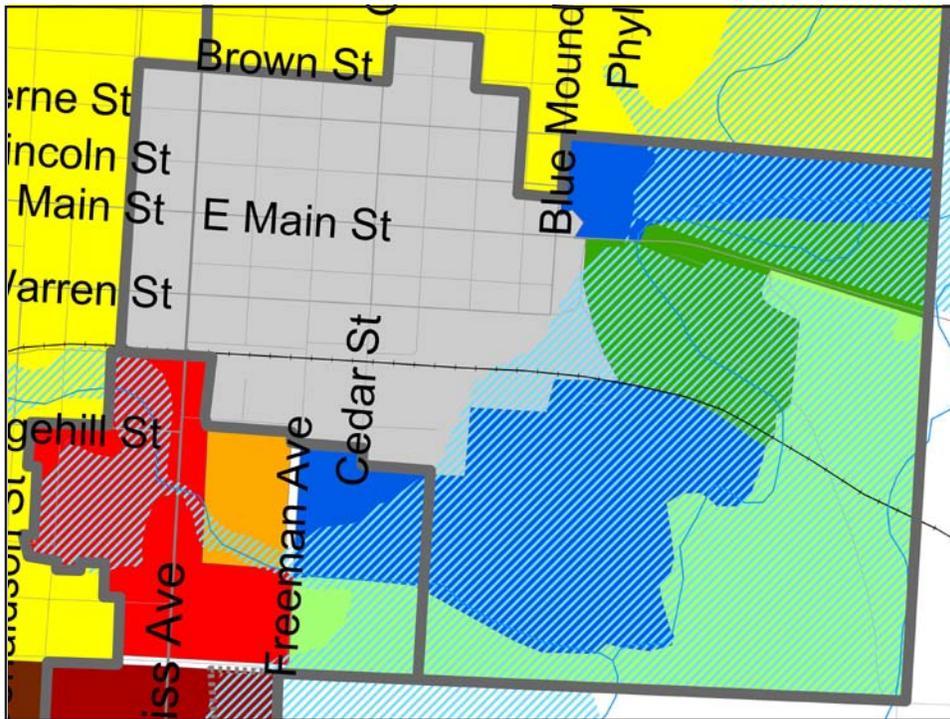
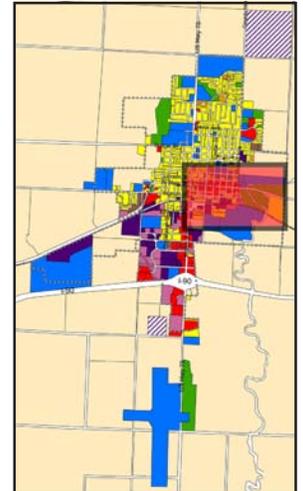


Figure 2-7
Land Use Plan - Downtown District



Downtown District

Main Street

Main Street is the foundation of this District. The Comprehensive Plan emphasizes the role of Main Street as a place of commerce and the central business district of Luverne. Development adjacent to Main Street should be commercial in nature.

The commercial pattern extends off of Main Street. The blocks connected to Main but fronting another street (Lincoln Street and Maple Street) maintain a commercial orientation. These locations provide a setting for businesses not suited to the smaller Main Street storefront. Parcels off of Main Street can be combined for larger stores with greater parking needs.

Housing

Residential development plays an important role in the plan for the Downtown District. Housing brings people into the Downtown neighborhood. These people become another market for Downtown businesses. For locations not suited to commercial uses, housing can facilitate redevelopment in the Downtown.

Housing the Downtown District may take a variety of forms:

- Residential uses provide a viable use for the second floor of Main Street businesses.
- Single family detached homes are located throughout the District. Land values and the nature of commercial activity may make it more difficult to sustain the traditional single family house adjacent the blocks along Main Street. This pattern of single family housing becomes stronger along the edges with residential districts.
- Single family attached housing provides the additional density that may be needed to redevelop residential property around the Downtown.
- This district supports the creation of multiple family housing. Higher density housing should be located with adequate street support and compatible adjacent land uses

Kniss Avenue

The Downtown District include the property along Kniss Avenue between the railroad tracks and Brown Street.

The property south of Main Street will have a primary commercial orientation. These parcels provide a link between commercial districts along Kniss Avenue and Main Street.

The intersection of Kniss and Main needs to establish a strong physical and visual connection with the Downtown. The purpose of this connection is to attract people off of Kniss and into the Downtown. This connection could include gateway improvements at the Kniss/Main intersection and enhanced public (streetscape) improvements along Main Street.

Traffic along Kniss may increase the difficulty of sustaining uses with direct drive access in these locations. The difficulty may be greatest on the northwest and southeast quadrants of the Kniss/Main intersection. Traffic backs up at the traffic signal. The starting and stopping of vehicles (particularly trucks) increases the noise for adjacent properties.

The Comprehensive Plan does not seek to change the land use pattern along Kniss north of Main Street, but recognizes that conditions may require a city role in redevelopment over the life of this Plan. The Plan seeks to sustain and enhance the residential quality of the Kniss Avenue corridor north of Main Street. The noncommercial character of this corridor is part of Luverne’s character. Redevelopment efforts should focus on residential uses. Projects should consider the consolidation of blocks facing Kniss to allow for access from side streets.

Despite the intent to foster residential development, the Plan recognizes that housing may not be viable in the area around the Kniss/Main intersection. Commercial uses would generate more trips than residential land uses. It is, therefore, even more important to prevent direct drive access to Kniss Avenue. This outcome requires redevelopment of the entire block facing the street with the provision of access from side streets. Offices and other commercial uses requiring lower direct customer interaction would be most compatible with these locations.



Redevelopment along Kniss (north of Main) should maintain the residential character of the area and remove the drive conflicts with Kniss Avenue.

Parks

Parks are an important part of the Downtown District. The primary park complex (Redbird Field, City Park and Riverside Park) lies on the eastern edge of Downtown. While these parks provide important amenities for the community, they offer a source of attraction for the Downtown. People pass through the Downtown business district to gain access to these parks. Tapping into this market provides a business development opportunity.

The establishment of a trailhead for the trail to Blue Mound State Park is one option identified in the planning process. The trailhead creates a strong connection between Downtown and the State Park. A smaller, informational trailhead could be created at the Public Works Building. A larger setting could be supported at Riverside Park. This location would require bike lanes or trail improvements over the Rock River.

Another idea for using park improvements to support Downtown businesses involves the establishment of a municipal campground. A location adjacent to Riverside or City Park builds on the outdoor recreation orientation of this area. A trail connection provides users access to the State Park.

Despite access to these parks, Downtown needs to be a “greener” place. Buildings and parking lots dominate the core of Downtown. In some downtowns, a central square provides green space and a place for people to gather. Luverne developed in a linear manner with the county courthouse (a typical focal point of a central square) located several blocks off of the main street. Rather than the larger focal point, green features in the Downtown District will include a series of smaller elements. Trees, plantings and other landscaping should be included in streetscape improvements along Main Streets and the new Freeman Avenue corridor. Municipal parking lots provide another opportunity to bring small green spaces into the Downtown.

Edges

An underlying objective of the Downtown District is to establish strong edges with adjacent residential neighborhoods. Special consideration must be given to development in the Downtown District that abuts residential districts.

Central Neighborhood

The primary focus of the Central Neighborhood District is the maintenance of existing neighborhoods. The Comprehensive Plan seeks to improve the overall living environment by maintaining and improving the existing housing stock and by protecting established neighborhoods from external influences. The Plan also seeks to create and reinforce neighborhood unity, safety and identity and increase the potential for home ownership.

Neighborhood Preservation

Ideally, private property owners will undertake all necessary maintenance and improvement actions without involvement of the City. The City will monitor the condition of the housing stock for signs of stress. City responses to address identified problems with the housing stock should be



This picture shows how streetscape improvements can be used to enhance commercial areas like the Downtown.



Downtown lacks trees, planting and other landscaping. These “green” elements make Downtown a more attractive and inviting environment.

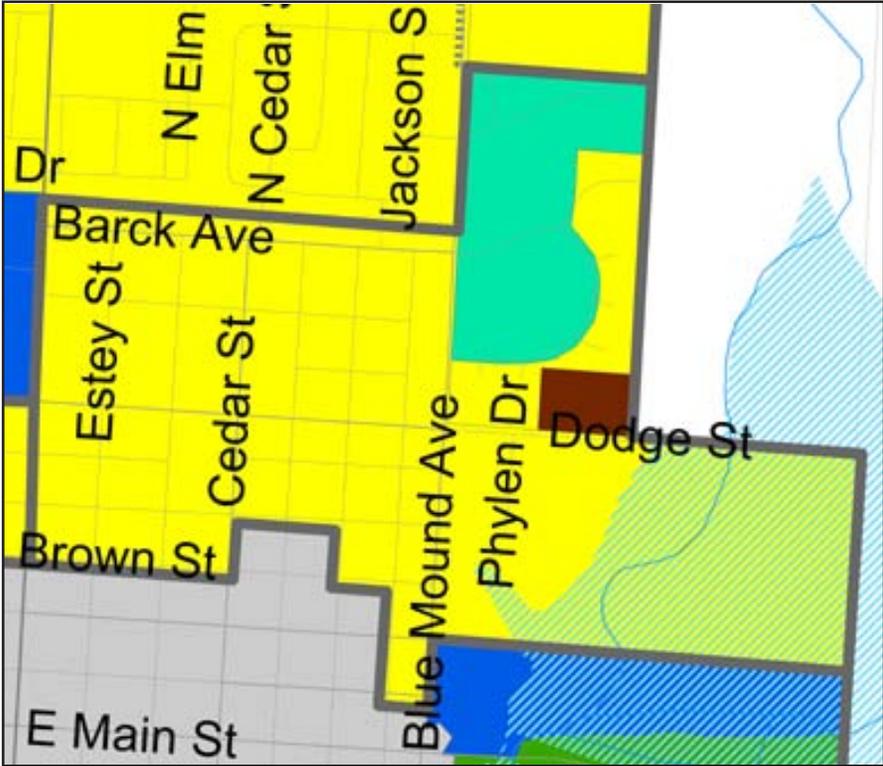
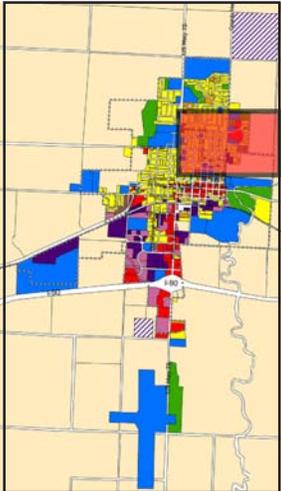


Figure 2-8
Land Use Plan - Central Neighborhood District



Central Neighborhood District

tailored to meet the specific need. Some aspects of housing maintenance can be handled through regulation. Other issues may require financial incentives and assistance.

Redevelopment should occur in a manner that is consistent with the single family character of the District. The typical redevelopment project in this District involves the combination of multiple lots and the replacement of detached housing with attached units. The size of the lots determines the number of lots that can occur at any given location. Architectural and site design should attempt to fit the replacement housing into the setting.

The City is also an active participant in the maintenance of the Central Neighborhood. The City is responsible for maintaining streets, sidewalks, trails and other infrastructure. The reconstruction of local residential streets will provide a character that is in keeping with the Central Neighborhood.

Transportation issues influence the environment for the Central Neighborhood. The street system should be designed and maintained to channel traffic onto designated collector and arterial streets. These streets provide appropriate routes to move traffic through and out of residential neighborhoods

The Central Neighborhood District contains a cluster of Business Park land uses. This area contains several different employment and civic uses. The Comprehensive Plan promotes the effective use of the properties for their current purposes.

Business Park

The Business Park land use in the District illustrates the need for good transportation planning. This area contains several forms of trip/activity generators. Two large office facilities (one currently vacant) are located in the District. The land use also contains County public works and social service facilities. The primary traffic pattern from these facilities is related to employment. Recreation facilities (ball fields and Community Center) also attract people to this area.

The street system channels all traffic from these sources onto Blue Mound Avenue. Blue Mound is designed to accommodate trips from these sources. The implications for the Central Neighborhood comes from the subsequent dispersal of these trips. The supporting street system must facilitate people seeking other locations in and out of Luverne. Without adequate support, peak period traffic will cut through on local streets seeking Kniss Avenue.

Neighborhood Park

The Central Neighborhood is the only residential district without a neighborhood park within its boundaries. Opportunities to establish a neighborhood park between Kniss and Blue Mound should be explored in conjunction with future redevelopment projects.

West Neighborhood

The West Neighborhood District contains all of the residential neighborhoods west of Kniss Avenue and south of Dodge Street. The objectives identified for neighborhood preservation in the Central Neighborhood apply to the existing residential areas. The West Neighborhood District presents, however, some unique housing issues.

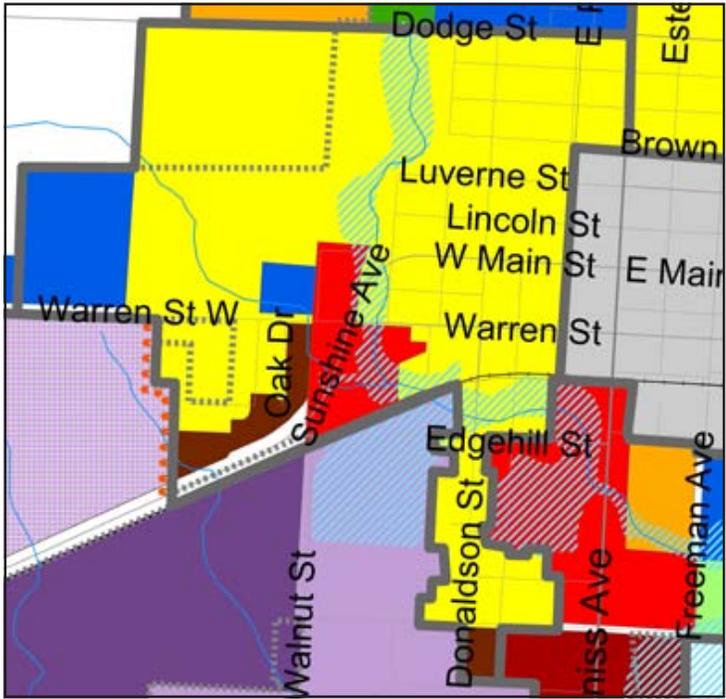
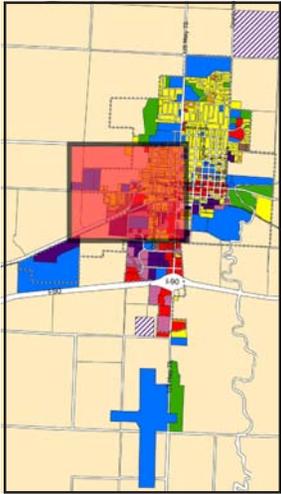


Figure 2-9
Land Use Plan - West Neighborhood District



West Neighborhood District

The housing south of Warren Street is sandwiched between commercial and industrial land uses. Particular attention should be given to the ongoing condition of the housing stock in this area. Close proximity to commercial and industrial development can create a disincentive to long-term maintenance of single-family homes. Careful monitoring of housing conditions identifies maintenance concerns and seeks solutions before problems become more wide spread.

The Plan does not provide for any further expansion of the neighborhood along and west of Oak Drive. The focus of the Comprehensive Plan is to minimize potential conflicts between residential and industrial development objectives.

The northwest portion of this District provides an area for future residential development. More detailed planning is required to facilitate this development.

- The street system should provide both north and south access. The north access connects with Dodge Street and the school campus. A southern access street would channel traffic on to Main Street. Without both points of access, growth in this area is likely to produce unacceptable traffic patterns.
- Flood plain and drainage systems provide both a constraint and an opportunity. The Comprehensive Plan only identifies broad drainage patterns. A more thorough investigation of this area is needed to determine the actual constraints for future development. These drainage areas provide an opportunity for features that define and add character to the neighborhoods. The areas can be dedicated and preserved for public use as greenways. They can provide an ongoing symbol of the former prairie condition of the area. The greenways should be designed to provide future trail corridors.

The node of Community Commercial uses reflects the existing land use pattern. The commercial character of this node will remain, but may require the assistance of the City to facilitate redevelopment. Commercial uses in this area should be targeted at “destination” uses that are supportable by the surrounding neighborhoods and do not rely on drive-by traffic. The City should avoid allowing smaller industrial uses to fill spots in this area simply to provide redevelopment. Industrial uses may impede broader commercial and residential objectives for the District.

North Neighborhood

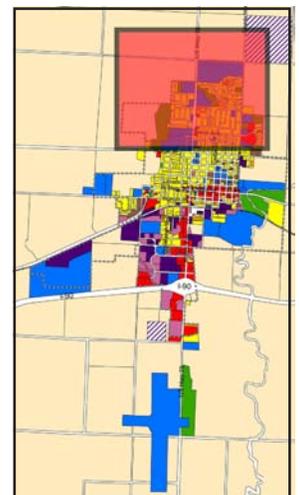
The North Neighborhood District contains a mixture of residential, civic and business related land uses.

Existing Neighborhoods

The neighborhood preservation objectives for existing residential areas in the North Neighborhood District follow those identified for the Central Neighborhood District. The focus of the Comprehensive Plan is on the creation and maintenance of strong neighborhoods.

Developing Neighborhoods

The North Neighborhoods District contains the primary residential growth areas for Luverne.



North Neighborhood District

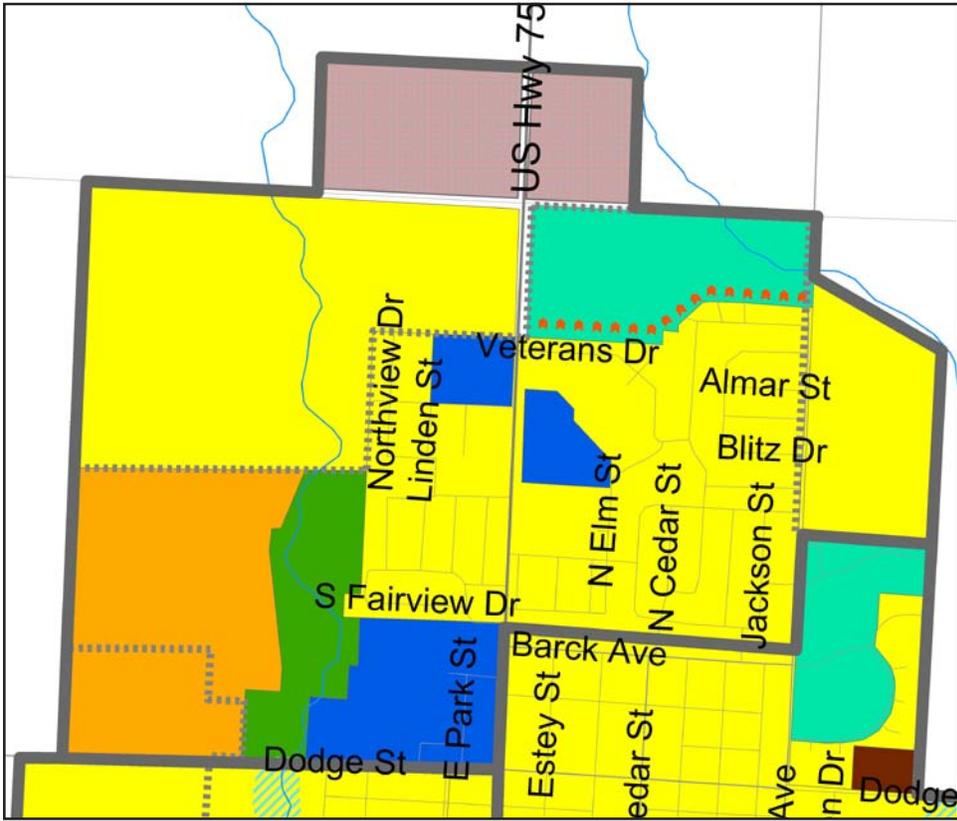


Figure 2-10
Land Use Plan - North Neighborhood District

Growth to the east represents a continuation of the existing pattern in the Veteran’s Subdivision. With a financial stake in the Veteran’s Subdivision, expansion east of Blue Mound Avenue should be staged in a manner not to impair the development of existing city lots. Growth to the east is constrained by drainage and flood plain issues.

Two forms of residential growth are planned for western portion of the District. In the northwest section (south of 131st Street) the Comprehensive Plan promotes a similar pattern to the Veteran’s Subdivision. Single family detached housing will be the primary land use. Two to four unit attached housing units will be included based on market forces.

The southern part of this growth area (north of Dodge Street) is guided for Multiple Family Residential. The section provides the only growth area guided for this land use. This location provides the best available setting for this growth. The intent of this designation is to provide flexibility in development and increasing the variety of housing options available in Luverne. The housing options may range from detached units on smaller lots to apartments that fall within the density guidelines for the area. The Plan anticipates that planned unit development (PUD) zoning controls will be used to implement this approach.

Additional planning for municipal infrastructure systems should occur in advance of development. This approach ensures that the systems will adequately support the planned development and that the city understands the financial implications of these investments.

Design of the supporting street system is an important element of infrastructure planning. Collector streets must be provided to support traffic from this area. A collector street should connect Dodge Street and 131st Street. Ideally, an east-west collector street would link this new street with Kniss Avenue. The existing development pattern may not allow the establishment of a collector street in this location. This development combined with planned growth in the West Neighborhood District will increase traffic along Dodge Street. Potential traffic flows along Dodge Street and at the Dodge/Kniss Avenue intersection should be studied. This information will help guide future transportation planning to support residential development in this area.

Planning should also target the site for at least one neighborhood park to serve this area. The current facilities in this area are recreational in nature and will not meet the broader park needs of residential growth. A park design similar to Evergreen Park would be an asset to the development of the area.

This growth area provides an opportunity for the extension of the greenway described in the West Neighborhood District. Planning for the greenway should occur prior to development to serve as a guide for platting.

Hospital Campus/Business Park

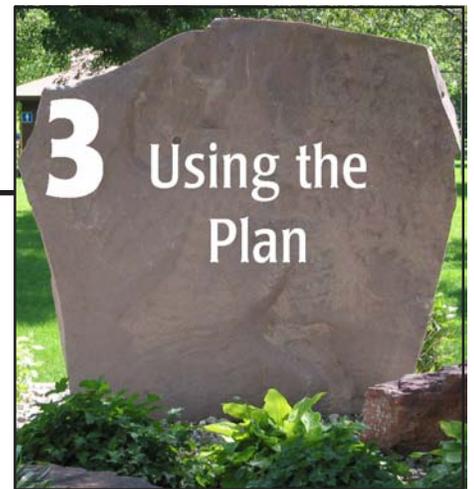
The relocation of the Hospital provides the catalyst for nonresidential development in the District. The area surrounding the Hospital is guided for Business Park uses. The objective of the Business Park area is to take maximum advantage of the development potential provided by the Hospital. The area should provide land for the potential expansion of the Hospital and for the development of businesses with a health care orientation. Development that does not need proximity to the Hospital should be guided to other locations within Luverne.

Development of the Business Park must fit this setting. The Plan calls for the establishment of a buffer with the adjacent residential neighborhood. The character of the land also provides the opportunity to establish a greenway. In addition to managing storm water in the area, the greenway can serve as a trail corridor connecting with the Blue Mound Trail.

Commercial Reserve

The land along Highway 75 and north of 131st Street is set aside for future commercial development. The Plan recognizes that the planned growth in this area provides a catalyst for commercial development. Development that needs proximity to the hospital because of the nature of the business can occur in the Business Park area. Businesses seeking to locate in this area as a matter of convenience should be located in other, existing commercial districts. Current commercial areas should benefit from these opportunities for development before a new commercial district is established. The Reserve status prevents conflicting land uses from impeding this Plan.

The delay in opening the Reserve area for development allows the City to evaluate changes in traffic flows and patterns from the Hospital and other new development. This information will better prepare the City to design streets and highways access to support commercial development.



Introduction

The Comprehensive Plan is the most important tool for guiding the development of Luverne, but the plans, policies and actions contained within can only help achieve the community's vision for the future if the Plan is used. The purpose of this section is to provide guidance on using the Plan. The section contains four parts:

1. Implementation - Steps to be taken to adopt and use the Plan.
2. Project Evaluation - Guidance on using the Plan in the evaluation of private and public projects.
3. Collaboration - Strategies for working with other units of government to achieve the objectives of the Comprehensive Plan.
4. Community Investment Plan - Framework for making public investments needed to implement the Plan.

Implementation

Formal implementation is part of using the Plan. Several formal steps are needed to implement the Plan. State Law sets forth a variety of requirements for putting the Comprehensive Plan into effect. These powers and requirements for implementing the Plan are found in Minnesota Statutes, Section 462.356.

Adopting the Plan

The process for adopting the Comprehensive Plan begins with the Planning Commission. State Law requires that the Planning Commission hold at least one public hearing on the proposed Plan. The final document is prepared after public comments are received. The Plan is presented to the Planning Commission for recommendation to the City Council. Adoption of the Plan by the City Council requires passage of a resolution by a two-thirds vote.

Modifying Land Use Controls

State Law requires that the Comprehensive Plan contain guidelines for the timing and sequence of the adoption of official controls necessary to ensure planned, orderly, and staged development and redevelopment consistent with the land use plan. Official controls may include ordinances establishing zoning, subdivision controls, site plan regulations, sanitary codes, building codes and official maps.

Zoning Regulations

The City has adopted zoning regulations for the purpose of carrying out the policies and goals of the land use plan element of the Comprehensive Plan (Chapter 11 of the City Code). The application of zoning districts and the specific regulations must support the objectives of the Comprehensive Plan. An outcome of adopting the Comprehensive Plan will be the review and modification of the zoning ordinance.

The land use plan provides the basis for guiding zoning decisions that will be made by the City and private property owners. Minnesota Statutes, Section 462.356 states:

“...the planning agency [Planning Commission] shall study and propose to the governing body [City Council] reasonable and practicable means for putting the plan or section of the plan into effect. Subject to the limitations of the following sections, such means include, but are not limited to, zoning regulations, for the subdivision of land, an official map...”

This statute anticipates that the zoning regulations will be reviewed and updated to ensure implementation of the land use plan. A broad review of the zoning ordinance should examine the following items:

- The regulations for each zoning district should be reviewed to determine if they fit with the intent of the Comprehensive Plan.
- Zoning districts should be examined in relationship to land use designations. Changes in zoning districts will be needed to match zoning with land use.

One of the policy decisions the City will need to make is how to implement the land use plan through the zoning map. Unlike the Metropolitan Land Planning Act (Minnesota Statutes, Section 473), which requires consistency between the land use plan and zoning in cities within the Twin Cities metropolitan area, Luverne may choose to take a number of implementation strategies. (Luverne has typically chosen to have zoning consistent with the Comprehensive Plan.) Each has varying implications for existing property uses and the current zoning. The strategies include, but are not necessarily limited to, the following:

- Keep current zoning in place until such time as the use terminates or redevelopment is initiated.
- Rezone property to a zoning district compatible with a land use plan category.
- Develop an interim strategy to address current use situations as they relate to long term objectives.

Nonconforming Uses

Changes in zoning districts will create nonconforming uses. Such uses occur when the existing land use is not allowed within the zoning district. These situations may arise as the result of a new Comprehensive Plan. The goal in addressing these nonconforming uses is not to influence

an immediate change in property use. The objective is to guide future investments to achieve the outcomes desired by the Comprehensive Plan.

Nonconforming uses are controlled by Section 11.70 of the Zoning Ordinance. A review of the overall Zoning Ordinance will provide the context for an evaluation of the nonconforming provisions of the Ordinance. This evaluation, in turn, may point to Ordinance changes that will assist in the reasonable transition of nonconforming land uses.

Subdivision Regulations

The Comprehensive Plan does not have comparable effects on the Subdivision Ordinance (Chapter 12 of the City Code). Changes in the Subdivision Ordinance are not required for the immediate adoption of the Plan. The adoption of the Comprehensive Plan provides an opportunity to review and consider updates to the Subdivision Ordinance. Elements of the Ordinance to consider include:

- Extensions and connections of streets to adjacent properties.
- Provisions to tie right-of-way dedication to the Transportation Plan.
- Provisions for the dedication of park, trails, and open space.
- Street width and design standards.
- Sidewalk design standards.
- Requirements for trees and other improvements to the right-of-way.

Amending the Plan

The Comprehensive Plan anticipates change in Luverne. Some of these changes are addressed in the Plan, while other changes may be unexpected or even beyond the scope of the Plan. Responding to these changes may require amendments to the Comprehensive Plan.

The Plan should not be amended capriciously. A great deal of thought, time and energy went into the creation of this plan, and the same effort must go into any amendment.

Amendments to the Comprehensive Plan may take several forms:

- Changes in the map or categories of the Land Use element.
- Changes in other elements of the Plan.
- Plans and other studies that become part of the Comprehensive Plan.
- Updating of entire sections of the Plan.
- Revisions related to major geographic sections of the community.

Amendments to the Plan may originate from the Planning Commission, City Council or

another party with a vested interest in effected property. The City Council must approve amendments by resolution. Council initiated amendments, however, may not be adopted until the Council has received a recommendation from the Planning Commission, or until 60 days have elapsed from the date of submission to the Planning Commission. All amendments are subject to the same public hearing and 2/3 vote requirements as adoption of the original plan.

Project Evaluation

The City of Luverne makes a commitment to use the Comprehensive Plan as a means of evaluating a variety of private and public projects. This evaluation requires using a series of questions to consider the merits of a project:

- Is the project consistent with the land use plan?
- Does the project move Luverne towards its vision for the future?
- Is the project consistent with the policies contained in the Plan?

A negative answer to one or more of these questions may illustrate flaws in the proposed project. These flaws may be fundamental and require denial of the project, but modifications to the project that bring it into compliance with the Comprehensive Plan may be possible. Negative answers to the questions listed above might, however, point to a need to amend the Plan (see Amending the Plan). If a noncompliant project underscores a potential flaw in the Plan, then the project should be approved and an effort to properly amend the Plan should be initiated. Repeated failures to amend the Plan so worthy projects can be compliant with the Plan from the outset will eventually render the Comprehensive Plan useless.

Project evaluation requires a definition of a “project.” This definition has both practical and legal considerations. The following items are considered projects for the purposes of the Comprehensive Plan:

- Platting of land for private development
- Rezoning of property
- Acquisition and disposition of public lands
- Construction of public improvements
- Provision of financial assistance to private development

The discussion that follows examines each type of project in greater detail.

Platting

The Subdivision Ordinance requires a series of findings as a prerequisite for approving a preliminary and final plat. One required finding is that the proposed subdivision be consistent with the Comprehensive Plan. The other required findings address additional factors relevant to the Comprehensive Plan.

Rezoning

Rezoning that changes the use of a parcel should not be undertaken without corresponding changes to the Land Use element of the Comprehensive Plan. The Plan and the Zoning Ordinance act in concert to manage land use. The Zoning Ordinance requires the City Council to consider relevant provisions of the land use plan as part of the review of proposed amendments to the Zoning Ordinance.

Acquisition and Disposition of Public Lands

State Law (M.S. Section 462.356, Subd. 2) requires that publicly owned land within the City cannot be acquired or disposed of until the Planning Commission has reviewed the proposal and reported in writing to the City Council as to the compliance of the proposed action with the Comprehensive Plan. The City Council may, by resolution adopted by two-thirds vote, dispense with this requirement when it finds that the proposed acquisition or disposal of real property has no relationship to the Comprehensive Plan.

Construction of Public Improvements

The Comprehensive Plan guides capital improvements by all political subdivisions. No capital improvements shall be authorized by the City (and its subordinate units) or any other political subdivision having jurisdiction within Luverne until the Planning Commission has reviewed the proposal and reported in writing to the City Council as to the compliance of the proposed action with the Comprehensive Plan (M.S. Section 462.356, Subd. 2). This requirement can be dispensed by Council resolution if the capital improvement has no relationship to the Comprehensive Plan (similar to land transactions).

Provision of Financial Assistance

Tax increment financing is the only finance tool formally tied to the Comprehensive Plan. State Law requires that the City find that a TIF plan conforms with the Comprehensive Plan. Similar evaluation should apply to other forms of public financial assistance. It is reasonable that the City Council determines that the development furthers the objectives of the Comprehensive Plan in agreeing to provide financial assistance to private development.

Intergovernmental Collaboration

The vision for the future of Luverne cannot be achieved without the cooperation and support of other units of government. Strong working relationships and collaborative solutions are essential to the success of this Plan. Some of the key governmental elements of the Plan include:

- The quality of local schools is an important element of the Vision. The school system is one factor in attracting and keeping people in Luverne.
- The School District provides recreational facilities for the community.

- School facilities influence traffic patterns and street systems.
- The reuse of school facilities provides important community development opportunities.
- Many of the key roadways in the Transportation Plan are under the jurisdiction of Rock County.
- The County and School District are major employers in Luverne.
- The Minnesota Department of Transportation controls the development of Highway 75.

Intergovernmental collaboration can help build successful solutions in a time frame that meets local needs and makes the best use of the full range of financial resources available for each project.

Community Improvement Plan

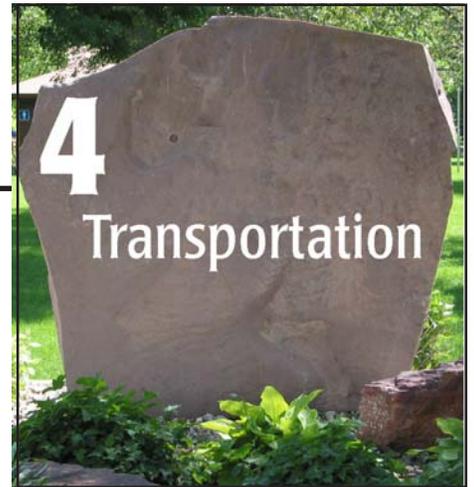
The Comprehensive Plan is a guide for public action. Many of these actions may lead to public investments. Planning for these investments must include a financial element in these times of limited financial resources,

The traditional tool to address these needs is a “capital improvements” plan. This plan matches the estimated project costs for infrastructure and facilities (capital improvements) over a five-year period with funding sources. The potential public investments resulting from the Comprehensive Plan include more than capital improvements. Community development and redevelopment projects will also seek public funding.

A more appropriate tool for Luverne is a Community Investment Plan (CIP). This broader approach considers all investments that will compete for city revenues, in particular property taxes. The CIP allows the City to prioritize projects and to make best use of available revenues. The City is better able to find funding sources to fill gaps and to coordinate projects with other jurisdictions by looking at all future needs.

Potential financial issues to consider in planning for community investments include:

- Implications of levy limitations.
- Long-term management of property taxes.
- Long-term management of utility rates.
- Application of tax increment financing, tax abatement, JOBZ incentives and other economic development tools.
- Type and amount of debt.



Introduction

Transportation is an essential aspect of community development in Luverne. Transportation systems play a key role in the form and function of the community.

Streets provide access to property and the ability for land to develop. Commercial and industrial land uses rely on this access to conduct business. Streets allow people to move throughout the community. The physical design of streets influence the character of residential neighborhoods and commercial districts.

The Land Use and Community Character section of the Comprehensive Plan discusses the role of the local street system in the development of Luverne. This Transportation section examines in greater detail the specific elements and needs of the street system.

Street System

Functional Classification

Understanding of the transportation issues influencing the future of Luverne begins with a description of the street system. The street system consists of three functional types of streets: arterial, collector and local streets. Each functional classification of street plays an important role in the operation of the system.

Arterials

Arterial streets are designed to be significant traffic corridors in the community. These streets provide the main routes into Luverne. Arterials also conduct traffic through the community. Arterials streets in Luverne emphasize larger traffic volumes with limited impediments to movement. County State Aid Highway 4 and Highway 75 are designated as major arterials. Such arterial roadways generally extend a considerable distance beyond the City limits, serving as linkages to other areas of the County and State. Several other streets are minor arterials, designed to serve as primary movement corridors within Luverne.

Collectors

Collector streets form the link between arterials and local streets. The name describes the function. These streets are intended to “collect” traffic from an area and channel it into the arterial system. Collector streets are typically limited in distance to discourage use for longer trips. Collector streets generally accommodate traffic movements within neighborhoods and industrial and commercial areas. They move moderate to low volumes of traffic over relatively short distances. The current plan distinguishes between major and minor collectors.

Local Streets

Local streets represent the largest component of the street system and play the least important role in transportation. The purpose of the local street is to provide direct access to and from individual properties. These streets are an extension of neighborhood character. Local streets move low volumes of local traffic at low speeds (maximum of 30 mph) over relatively short distances (less than one-third mile) within neighborhoods. All streets not designated as an arterial or a collector as classified as a local street.

The table in Figure 4-1 contains basic standards for the functional street types in Luverne. These standards provide guidance on the design and operation of each street.

	<u>ARTERIAL</u>	<u>COLLECTOR</u>	<u>LOCAL</u>
Location	At neighborhood edges	On edges or within neighborhoods	Within neighborhoods
Property access to street	Limited	Spaced access	Direct access
Traffic control	Signals & stop signs where warranted	Signals and stop signs where warranted	Traffic control/calming as warranted
On-street parking	Not permitted	Restricted by width	Restricted by width
Land use connections	Inter-city	Connects neighborhoods	Connects blocks
System connections	To arterials	To arterials/collectors	To collectors/locals
Service performed	Long trips	Within City - links to rural county	Short trips within city
Traffic volume (trips/day)	3,000-10,000	500-3,000	<500

*Figure 4-1
Standards for Street System*

The map in Figure 4-2 illustrates the current functional classification of the Luverne street system. The use of minor collectors makes it impossible to distinguish between local and collector streets. The current plan designates the vast majority of residential streets in Luverne as minor collectors.

The revised functional classification plan (see Figure 4-3) identifies a set of collector streets, with all remaining (non-arterial) streets becoming local streets. The objective of the revised plan is to provide a better tool for minimizing unnecessary traffic on local streets and preserving the quality of neighborhoods.

The revised functional classification plan adds four new collector designations:

- 131st Street from Highway 75 to Blue Mound Avenue.
- Blue Mound Avenue from 131st Street to Fairway Drive.

- Luverne Avenue from Kniss Avenue to Donaldson Street.
- Koen Avenue from Kniss Avenue to Commerce Road.

Each of these new collector links is based on established traffic movement patterns. The revised functional classifications also align with the County’s state aid road system (see discussion that follows).

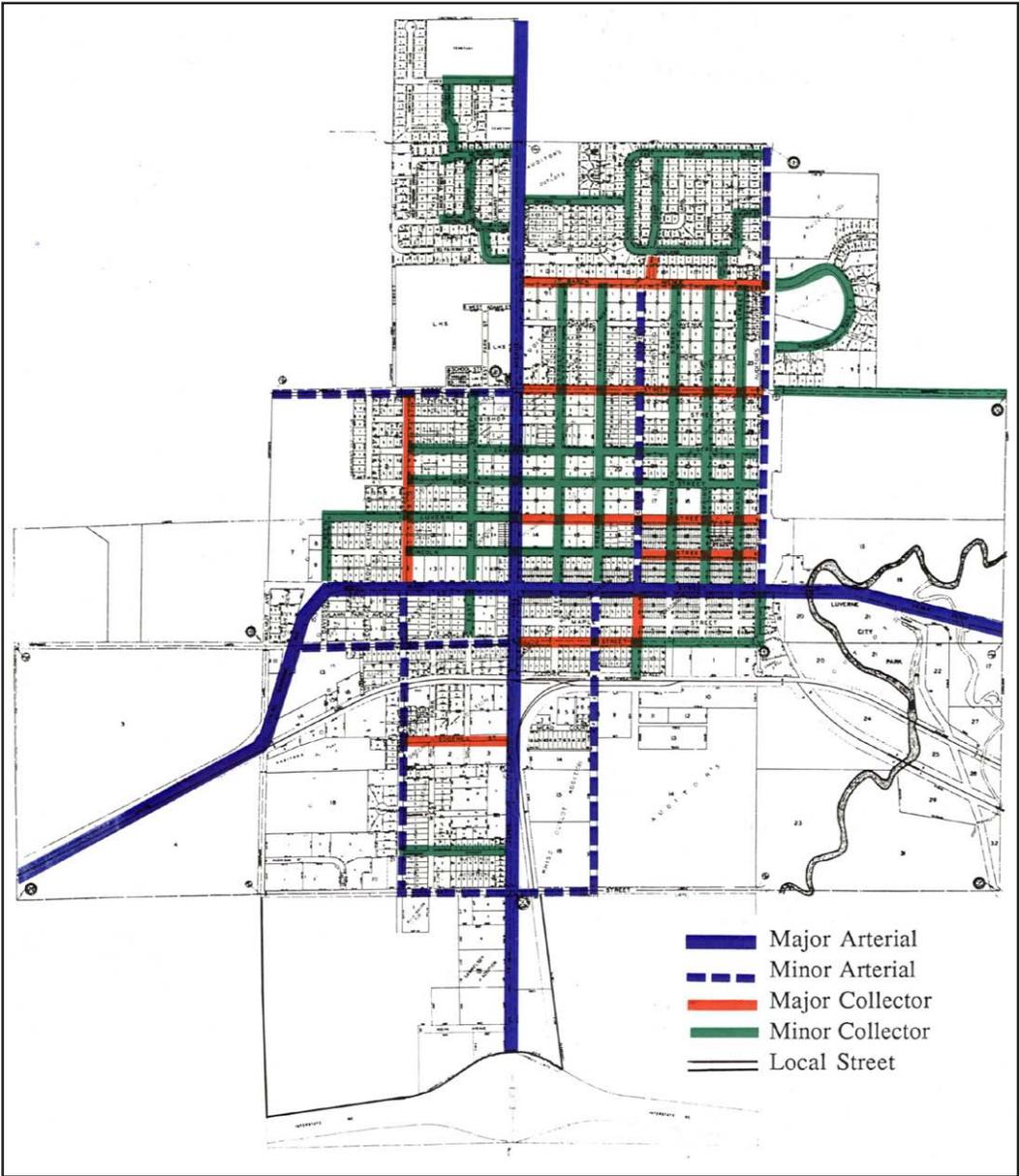


Figure 4-2
Current Functional Classifications

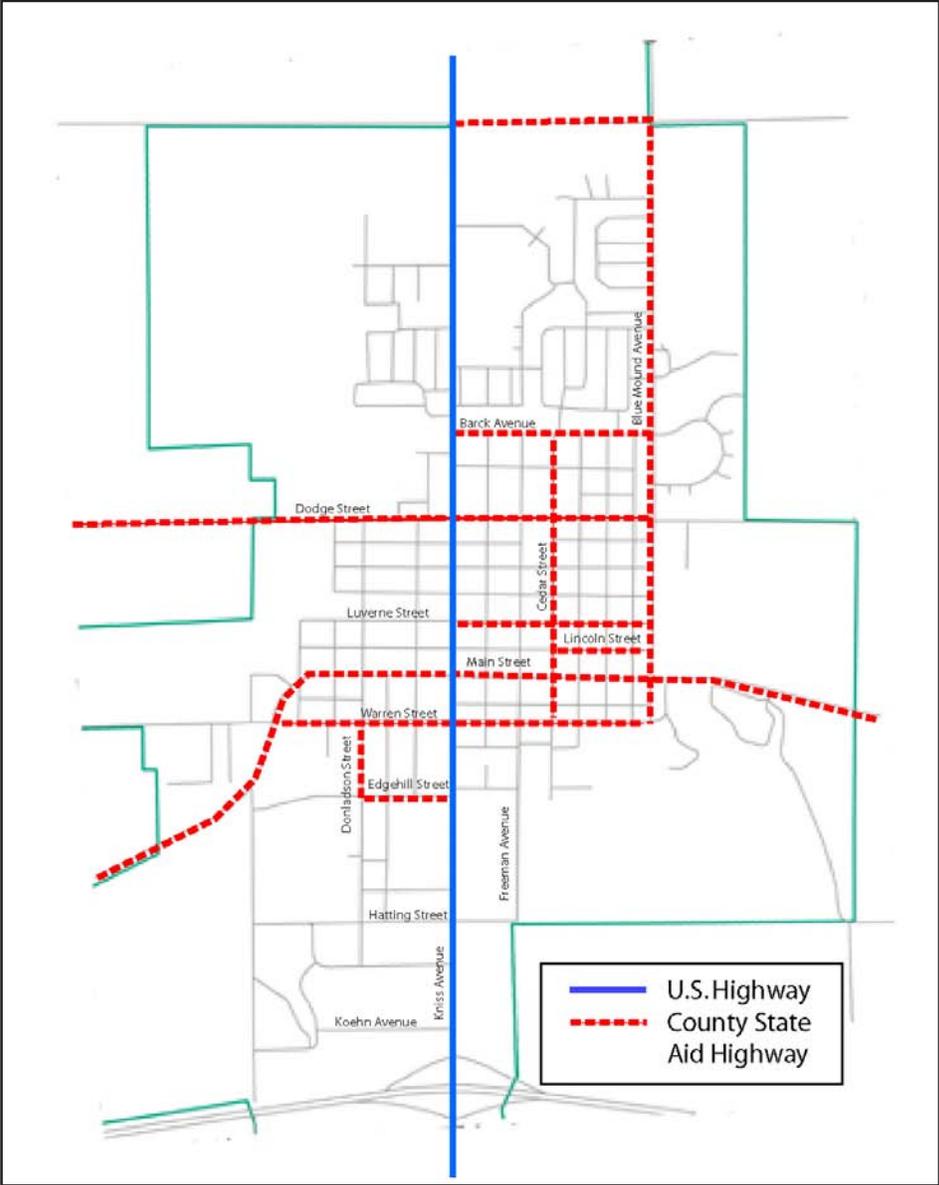


Figure 4-4
State and County Jurisdiction

- Highway 75 is the primary access point for traffic from outside of Luverne. This road provides the only interchange with Interstate 90 (I-90).

Rock County plays a significant role in the local street system. The majority of collector and arterial streets in Luverne are part of the County highway system. These roads are designated as county state aid highways (CSAH). This designation means that state aid can be used for the construction and maintenance of these roads. This designation also establishes minimum design criteria. County roads in Luverne include:

- CSAH 4 - Main Street through Luverne.

- CSAH 18 - Blue Mound Avenue from Main Street north through city.
- CSAH 36 - Blue Mound Avenue from Main to Warren Street.
- CSAH 5 - Dodge Street from Kniss Avenue west through city.
- CSAH 31 - Dodge Street from Kniss to Blue Mound.
- CSAH 30 - Barck Avenue from Kniss to Blue Mound.
- CSAH 32 - Luverne Street from Kniss to Blue Mound.
- CSAH 33 - Lincoln Street from Cedar Street to Blue Mound.
- CSAH 34 - Warren Street from Cedar to Blue Mound.
- CSAH 26 - Warren Street from Sunshine Avenue to Donaldson/Donaldson from Warren to Edgehill Street/Edgehill from Donaldson to Kniss.
- CSAH 22 - Warren Street from Donaldson to Cedar/Cedar from Warren to Main.
- CSAH 37 - 131st Street from Kniss to Blue Mound.

Luverne will be eligible to receive direct municipal state aid (MSA) for roads when its population exceeds 5,000. The City will receive annual aid payments for the construction and maintenance of “state aid” streets. The City will develop a plan that designates streets to be included in this system.

Traffic Volumes

MnDOT collects data on traffic volumes throughout the state. The most recent traffic volumes for Luverne come from 2002. The volumes and locations reported by MnDOT appear in Figure 4-5. Some observations from these traffic volumes include:

- 9,900 vehicles pass Luverne on I-90 each day.
- Local capture of this market has not grown with the traffic volume. The volume of traffic on I-90 grew from 7,700 in 1998 to 9,900 in 2002. The volume reported on Kniss Avenue immediately north of I-90 went from 8,500 to 8,600 during this same period.
- Kniss Avenue carries average traffic volumes comparable to the Interstate. The 2002 average volume from I-90 to Hatting Street is 8,600. The volume increases to 9,300 from Hatting to Main Street.
- Traffic on Kniss decreases moving north of Main. The average volume from Main to Barck Avenue is 6,500. The volume north of Barck falls significantly to 3,050.
- Main Street is a significant transportation route. MnDOT reported 8,000 vehicles per day on Main between Kniss and Cedar. Volumes drop to between 3,000 and 4,000

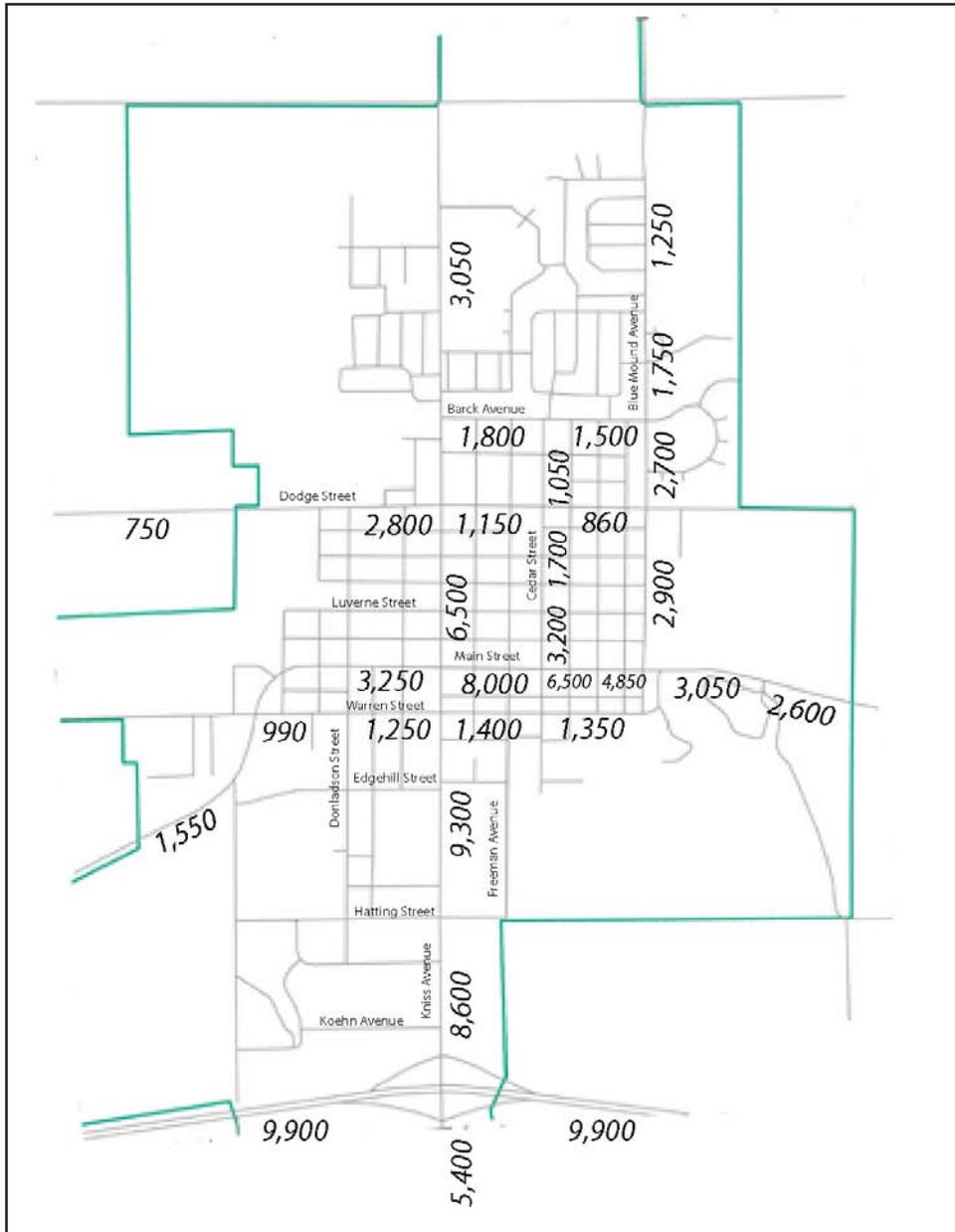


Figure 4-5
Average Daily Traffic Volume - 2002
Minnesota Department of Transportation

vehicles/day moving to both the east and west.

- Dodge Street adjacent to the school campus carries 2,800 vehicles per day.

Traffic volumes are an important part of street system planning. The design and operation of the street should support the volumes. High volume areas require careful coordination with access from adjacent properties and connecting streets. The volumes point to important movement patterns within Luverne. Ongoing transportation planning should monitor and evaluate changes in traffic volumes and patterns in Luverne.

Transportation Plan

General Objectives

The Comprehensive Plan seeks to establish and maintain a safe and efficient system of streets by focusing on the following objectives:

1. Establish and employ a functional classification system for streets that provides adequate transportation corridors and minimizes inappropriate traffic on local streets.
2. Work with County, State and federal agencies to provide for the proper operation and maintenance of non-local roads in Luverne.
3. Work with County, State and federal agencies to make best use of funding available for road improvements in Luverne.
4. Establish funding policies for street improvements that provide for an equitable balance between special assessments and general city revenues.
5. Design routes for new collector streets in advance of development and require the dedication of necessary right-of-way.
6. Construct sidewalks, trails and bike lanes as integral parts of the upgrading and construction of major streets.
7. Use signage, traffic diverters and other appropriate measures to minimize traffic volumes and through traffic on local residential streets but avoid the use of stop signs for traffic control purposes unless warranted by cross traffic volumes.
8. Permit limited use of cul-de-sacs only as a means to avoid street extensions that would be detrimental to the natural environment or where, due to topographic change, such extensions are not feasible.
9. Approve streets, only where every effort has been made to fit the natural contour and protect land forms.

Transportation Initiatives

This section highlights the key transportation initiatives identified through the Comprehensive Planning process. These initiatives represent actions to improve Luverne's transportation system.

New Downtown Corridor

The creation of new corridor between the I-90 interchange area and Downtown is a key initiative for the Comprehensive Plan. The illustration in Figure 4-6 shows the potential route of this corridor. The community development implications of this initiative are discussed in Land Use and Character related to the plan for the South Gateway District. This section of the Comprehensive Plan focuses on transportation related elements of the corridor.

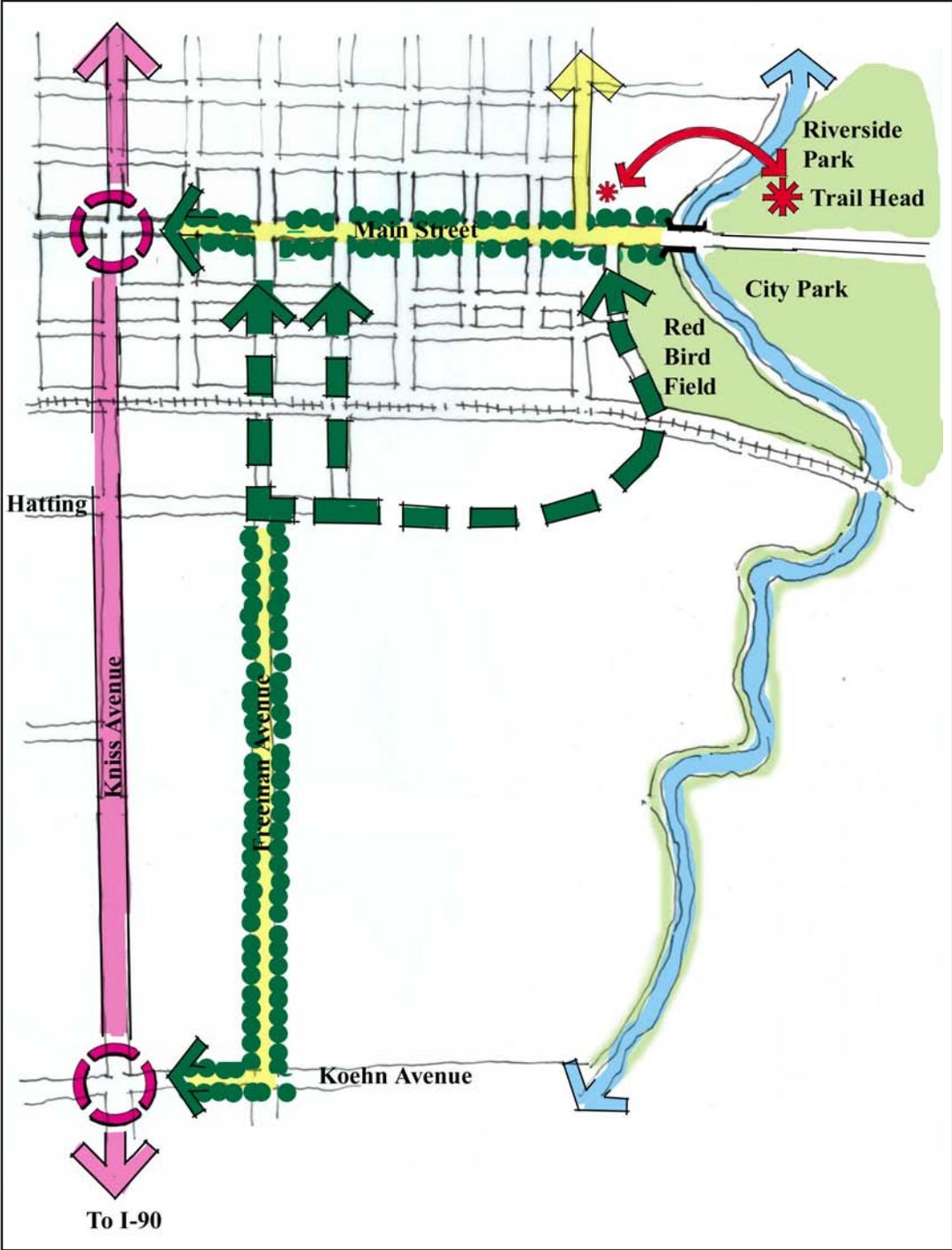


Figure 4-6
New Downtown Corridor

- Freeman Avenue is a local street. The City controls all aspects of design for the street and the adjacent right of way. This status also means that the City is responsible for all funding.

- The southern connection of the corridor with Kniss needs to be defined. Freeman does not currently extend south of Hatting. Moving the connection further south (Koehn Avenue) requires the connection of additional street.
- The northern route for the corridor remains to be determined. Some routes may involve the County with design and funding. Warren and portions of Cedar are county state aid highways.
- The establishment of a route enables the City to effectively plan for funding of the improvements.

South Kniss Corridor

Kniss Avenue between I-90 and Main Street presents a variety of transportation challenges.

- Development along the street is dominated by individual businesses. The large number of private driveways adds to the potential for traffic conflicts.
- Key collector streets link with Kniss. Koehn Avenue serves as the primary south gateway to industrial areas in Luverne. The new downtown corridor will add another significant connection.
- The street design facilitates through traffic, but not turning movements. Kniss has two drive lanes in each directions and no areas dedicated to right or left turns. These improvements cannot be created without removing a drive lane or expanding the right-of-way.

The potential for conflicts should grow as the hospital campus increases traffic volumes along Kniss.

There is no easy or single solution to managing traffic safety along Kniss Avenue. Strategies supported by the Comprehensive Plan include:

- Monitor accident data and identify specific safety concern locations.
- Work with MnDOT to evaluate the need and options for safety improvements include changes in the roadway and signalization.
- Consider access to Kniss in designing the downtown corridor.
- Work to minimize the number of private drive accesses by encouraging site access via side streets and use of shared parking and driveways.

Dodge Street

Careful planning will be needed to manage future transportation issues on Dodge Street. A combination of several factors will place pressure on the capacity of this street.

- The concentration of public schools creates “peak period” volumes around the school

campus.

- The Comprehensive Plan promotes future residential growth on the west side of Luverne. This growth may add traffic to Dodge Street.
- Additional traffic on Dodge combines with increased volumes on Kniss Avenue to produce greater conflicts with pedestrian movements.

Strategies for addressing these issues include:

- Plan and build collector streets in west Luverne that disperses traffic from new development.
- Work with County and State agencies to evaluate appropriate traffic safety improvements at and around the Dodge/Kniss intersection.
- Work with the School District to identify and address traffic safety issues at the school campus.

West Side Collectors

The Comprehensive Plan guides new residential growth into the west edge of the City. New collector streets must be planned and built to support this growth. Potential collector streets to be evaluated include:

- Improvements to 131st Street west of Highway 75.
- New north-south collector between 131st Street and Dodge Street.
- New north-south collector between Dodge Street and Warren Street.

Financial Tools

Street improvements will not occur without the appropriate financial resources. Financial planning must occur in conjunction with transportation planning to ensure that funding is available to support necessary improvements. Several financial tools will be particularly important in implementing street improvements.

Special Assessments

Special assessments are the traditional tool for financing public improvements. An assessment is the portion of an improvement cost levied against a benefitting property. This tool works well for the construction of new local streets. The adjacent properties clearly benefit from the construction of the street. The benefit to adjacent properties is less clear for arterials and other transportation-oriented improvements. While some benefit is created by the improved street, the nature of the improvement is to meet community needs.

The City can issue improvement bonds to finance street improvements. Issuing these bonds requires that at least 20% of the improvement costs are assessed. Any other legally available

source of revenue can be used to support these bonds if not all costs are assessed.

Street Reconstruction Bonds

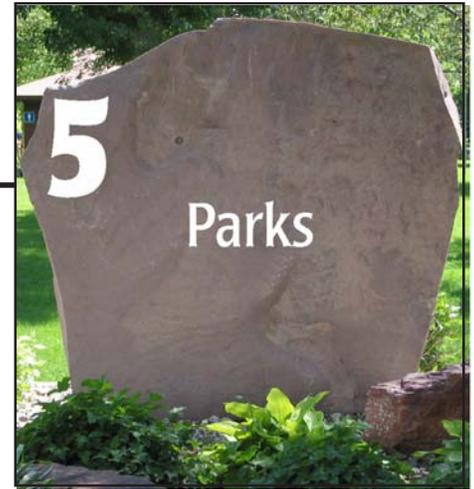
In 2002, the State Legislature gave cities the ability to issue bonds to finance the reconstruction of existing streets. These street reconstruction costs include utility replacement, but not widening of the existing surface. This bonding authority does not create any new sources of revenue.

Street Utility

A proposal to allow cities to establish “street utilities” was considered, but not adopted, in the 2004 Legislative Session. A street utility would allow the City to impose city-wide fees and issue bonds for the construction and maintenance of streets.

Municipal State Aid

Luverne is not eligible to directly receive municipal state aid (MSA) until its population exceeds 5,000. Rock County receives state aid for the construction and maintenance of designated streets within Luverne. The City should work with the County to ensure that these funds are applied effectively.



Introduction

The park system represents one of the basic public investments that accompanies the development of the community. The park system is an essential part of the quality of life in Luverne. Parks provide places for the community to gather and play. Parks are integral parts of Luverne neighborhoods. Providing recreational opportunities is an important element of making Luverne a complete place. The park system provides a means of preserving the natural features that are part of Luverne’s character and heritage. A system of trails allows people to move to parks and other destinations by foot or bicycle.

Parks and trails were discussed as part of the Land Use and Community Character element of the Comprehensive Plan. This section examines current and future park and trail issues in greater detail.

Existing System

City Parks

The City park system consists of twelve parks with a total area of 67 acres. This quantity of public parks is consistent with per capita standards established by the National Recreation and Parks Association (NRPA). The parks in the municipal system are listed in Figure 5-1. The “Map Key” refers to the location shown in Figure 5-2 on the next page.

Park	Map Key	Approximate Size (aces)	Type
Tonto Park	1	3	Playground
Veterans Memorial Park	2	8	Neighborhood Park
Evergreen Park	3	2.25	Neighborhood Park
Prairie Moon Park	4	1	Playground
Sitting Bull Park	5	0.2	Mini Park
Longhorn Park	6	0.1	Mini Park
Hawkinson Park	7	1	Playground
Kolbert Park	8	1	Playground
Buffalo Bill Park	9	0.2	Mini Park
Moccasin Park	10	0.2	Mini Park
City Park	11	30	Community Park
Riverside Park	12	20	Community Park

*Figure 5-1
Existing City Parks*

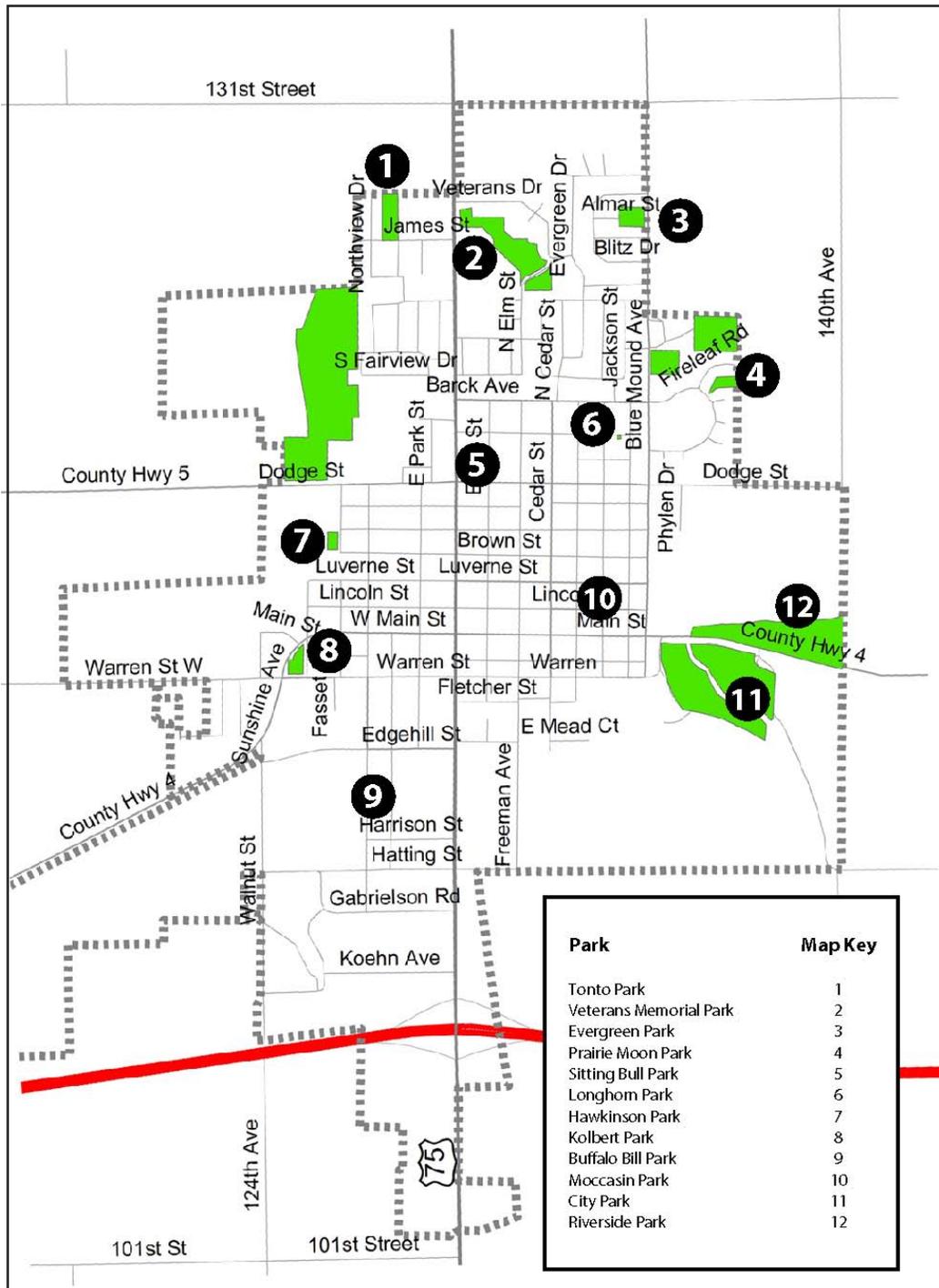


Figure 5-2
Current City Parks

The City park system includes four types of parks:

- Mini-Parks. These are very small parks that are intended to focus on the recreation needs of an area that is smaller than a neighborhood. Depending on the demographics of the sub-area, some may serve as tot lots, others as passive parks for more elderly patrons.



Buffalo Bill Park is an example of a mini-park.

- **Playgrounds.** These are relatively small parks which are located within neighborhoods and have playground equipment primarily for children including play structures, swings and slides. As demographics change, some of these parks may also need to change to serve the needs of an aging population.
- **Neighborhood Parks.** Neighborhood parks are centrally located within neighborhoods and are designed primarily for use by neighborhood residents within easy walking and biking distance of homes. They are intended for both active and passive activities such as field games, court games, crafts, playground apparatus, skating and picnicking. They are preferably combined with elementary schools.
- **Community Parks.** Community parks are much larger than neighborhood parks and are intended to serve the entire community. These are areas of diverse environmental character and contain both active and passive recreational facilities including athletic fields, tennis courts, basketball courts, picnic areas and trails. Wherever appropriate, these also may correlate with unique natural features for the purpose of their protection.



Kolbert Park consists of playground equipment and unstructured play space.



Evergreen Park provides a good model for the design of future neighborhood parks.

City Recreational Facilities

Luverne provides several recreation facilities that cater to the needs of the entire community.

Rock County Pool and Fitness Center

This facility is jointly owned and operated by Rock County and the City of Luverne. The Olympic sized pool includes six lanes. Three quarters of the pool is from 3.5-6 feet deep while the remainder consists of a 12 foot diving well with a low diving board and a dual plunge slide. The facility also includes a wading pool and spa. The fitness center also offers weight training and exercise equipment.

Blue Mound Arena

Blue Mound Arena is a “community” recreation facility. The Arena was built in 1991 by the Luverne Hockey Club. Winter activities include hockey figure skating, open skating, ice skating lessons, and other special activities. Summer uses change to in-line skating and floor hockey.

Redbird Field

Redbird Field is the community baseball facility. It is located across the Rock River from City Park.

Other Jurisdictions

Other units of government contribute to the parks and recreational facilities available in Luverne.

School Facilities

A variety of recreational facilities are located at the Luverne Public School campus. These facilities include stadium, track, baseball/softball fields, soccer fields, and tennis courts. A playground is located adjacent to the elementary school.

County Park

The Schoeneman County Park is located east of the municipal airport on Highway 75. The Park provides picnic areas, fishing, and walking trails.

Blue Mound State Park

Blue Mound State Park is located three miles north of Luverne. The Park contains the only buffalo herd maintained by the State park system. Blue Mound State Park provides campgrounds, beach, lakes, walking trails, nature programs, and rock climbing. The City is connected to the Park with a paved trail.

Park Plan

General Objectives

The City of Luverne seeks to create and maintain a system of parks and recreational facilities that enhances the quality of life and meets the needs of Luverne residents. The table in Figure 5-3 contains guidelines for the development of city parks. These guidelines will be used locating and improving components of the park system.

Park Type	Target Size (acres)	Population Served	Service Radius (mi)	Preferred Location
Mini-park playground	.25 - 0.5	500	¼	Within neighborhood
Neighborhood park	1.0 - 2.0	1,000 - 2,000	½	Proximity to schools
Community Park	5.0 - 8.0	City wide	City wide	Easy access

Figure 5-3
Park Development Guidelines

The Park Plan seeks to support the Comprehensive Plan through the following objectives:

1. Maintain the present park system at the highest level of quality.
2. Add additional park land as a means to satisfy the deficiencies in the existing system and meet the developing residential areas.
3. Improve the park system as needed to meet the changing needs of the community.
4. Provide indoor and outdoor recreational opportunities to satisfy the needs of all Luverne residents.

5. Establish a safe and convenient trail system with interconnects schools, parks, community recreation facilities and major community activity centers.
6. Cooperate with the Luverne School District to develop and maintain joint-use school park facilities.
7. Maintain a level of activity within each park that is consistent with and respectful of its surroundings.
8. Establish sustainable funding programs to provide for the construction, operation and maintenance of the park and trail system.

Initiatives

New Neighborhood Parks

Planning for the development of new neighborhood parks should occur in conjunction with future growth. The City should anticipate, in particular, the need for a neighborhood park in the northwest section of Luverne. Future neighborhood parks should follow the model of Evergreen Park.

Neighborhood Deficiencies

The City will look for opportunities to expand park facilities in neighborhoods currently underserved by the park system. Two needs identified by during the Comprehensive Plan process are:

- The Central Residential Neighborhoods are underserved by parks. This district contains just two mini-parks.
- The residential area in south Luverne has only one small mini-park (Buffalo Bill Park). This is the only park located south of Warren Street. The Park is inadequate in both size and facilities.

Buffalo Park

An idea raised in the discussion of the Downtown entry corridor is the creation of a buffalo park adjacent to the corridor and the Interstate. The buffalo provides another means of encouraging travelers to stop in Luverne. The buffalo tie in with Buffalo Days and create a stronger sense of identity for the community. Details for the creation and operation of the buffalo park should be investigated as part of planning for the downtown corridor improvements.

Municipal Campground

The development of a municipal campground was a park improvement initiative identified during the planning process. A campground offers another means of brining visitors into the community. Several factors suggest Riverside Park and the area immediately north as a logical location for a campground:

- The existing amenities of Riverside and City Parks can be used to attract users.
- A short trail extension (see Trail Plan) links the campground with the Blue Mound Trail.
- The location enhances the opportunity for visitors to support Downtown businesses.

The extension of municipal sanitary sewer and water systems is needed to develop a campground in this location.

Trail Plan

The current development pattern makes it difficult to provide independent or off-street trails in many locations. On-street trails are much easier to define, but bicycle traffic generally conflicts with on-street parking in residential areas. The system will, therefore, need to evolve slowly focusing on opportunities to build trails in conjunction with street improvement projects and with new development.

Initiatives

The Comprehensive Planning process led to the identification of several specific initiatives for the improvement of the trail system in Luverne.

Greenway Trails

Existing drainageways will shape the future development of Luverne. The Comprehensive Plan promotes the dedication of these lands for public use and preservation. These “greenways” provide potential routes for a trail system.

Downtown/City Park Link

No pedestrian/bicycle trail or sidewalk exists between Downtown and City Park. A trail would strengthen the connection between these destinations. This link becomes more important with the development of a campground at Riverside Park and the expansion of housing in the Downtown. This trail effectively links City and Riverside Parks with the Blue Mound Trail. The Trail extends into the Downtown with a sidewalk along Blue Mound Avenue.

Downtown Corridor Trail

Trail improvements should be part of the development of the new downtown entry corridor. This project provides the opportunity to connect the Blue Mound Trail with the I-90 interchange area. A trail can be easily incorporated into the roadway improvements. A greater challenge may lie with completing the link with the extended Blue Mound Trail at Main Street and Blue Mound Avenue. If a dedicated trail cannot be built, then well signed bike lanes may be an acceptable alternative.



The Blue Mound Trail is a focal point of Luverne’s trail plan.

Blue Mound Trailhead

A established “trailhead” enhances the ability to promote the Blue Mound Trail as a visitor attraction. A trailhead would include facilities to support people visiting Luverne to use the Trail. These facilities would include parking, maps and restrooms. Potential trailhead locations include Riverside Park, City Public Works site, and new “welcome center” at south end of downtown entry corridor.

Funding Park Improvements

Implementing this Plan requires the City to make effective use of limited sources of funding for creating and maintaining the park, trail and open space system. The anticipated approach for funding park improvements includes the following:

- Park dedication provides the primary tool for acquiring the lands for parks, trails, greenways and other open space.
- Property owners will be encourage to contribute land to the park system through donations, conservation easements and other methods.
- Special assessments, housing improvement areas, and other forms of development “fees” allow the City to build neighborhood parks without depleting limited general revenues.
- Property taxes and other general revenues of the City will be directed towards maintaining the system, building trails and undertaking other actions not funded by other sources.
- The City will work with other units of government to find collaborative solutions that secure additional funding for implementation.

The following section provides a brief description of key funding sources.

Park Dedication

Park dedication is one of the most important tools for implementing the Park Plan. State Law allows the City to require the dedication of land for parks and related uses in conjunction with the subdivision of land. Park dedication enables the City to acquire land needed to provide the park system described in this Plan. The use of park dedication powers should be guided the following principles:

- The City should accept land only if the property to be acquired fills a need identified in the Plan.
- Policies for cash payments should be periodically reviewed to determine if the payment reflect the current fair market value of the land in the subdivision.
- Monies received from payments in lieu of land should be used solely to implement this

Plan in accordance with statute.

- All forms of development should contribute equitably to the system of parks and trails described in this Plan.

Property Taxes

Property taxes are an obvious source of revenue. For Minnesota cities, the ability to use property taxes has important considerations. The first consideration is overall financial management. Cities try to manage the overall amount of property taxes levied each year. The second consideration is the ability to levy taxes.

The ability to levy property taxes is often, but not always, controlled by State imposed levy limitations. Current State Law imposes levy limitations only on taxes levied for collection in 2004. It is likely, however, that the Legislature will extend levy limits into future years.

All tax levies are subject to limitation unless specifically designated as a special levy by the Legislature. The City should anticipate that levies for park operations and annual capital improvements will be limited. Levies to pay debt service on bonded indebtedness have consistently been unrestricted.

Special Assessments

The city has used special assessments to build street, utilities and other public improvements. This approach can be used to facilitate the acquisition and development of parks and trails.

A special assessment represents the portion of park improvement costs levied against benefiting property. The ability to levy assessments for park improvements is governed by Minnesota Statutes, Chapter 429. This statute defines eligible park improvements as "acquire, improve and equip parks, open space areas, playgrounds, and recreational facilities within or without the corporate limits". This definition would cover the vast majority of projects anticipated by this Plan.

Employing this strategy would allow the City to build park improvements as land is developed. The residents benefit immediately from the availability of an improved park and trail connections. The most straightforward approach would be to levy an equal (unitary) assessment on each parcel. The assessment could be for all or any portion of the improvements. At least 20% of the costs of the improvement must be assessed to gain the authority to issue bonds. If less than 100% of the costs are assessed, then park dedications fee, property taxes or other available revenues would be needed to support the debt.

Voter Approved Bonds

Cities may seek voter approval to issue bonds for the acquisition and improvement of parks. While the City would have the ability to levy property taxes to support the bonds, park dedication fees and other available revenues could be used to offset the levy.

It is important to note that the levy to pay debt service on voter approved bonds is different from other tax levies. Most tax levies are applied to the tax capacity (taxable) value of property. The voter approved debt service levies are spread on the market value of property. This difference means that single-family homes will pay a higher portion of the overall expense with voter approved bonds.



Introduction

Housing is significant factor in planning for the future of Luverne. More existing land use is dedicated for residential uses (22%) than in any other category. Housing forms a substantial portion of local property valuation. The availability and affordability of housing determines who lives in Luverne. This section of the Comprehensive Plan explains the basic characteristics of the housing stock in Luverne.

Housing Type

Single family detached housing is the primary housing style in Luverne. This housing style represented 70% of all occupied housing units in 2000 (see Figure 6-1). This share of the overall housing stock remained constant from 1990 to 2000.

The housing stock grew and diversified from 1990 to 2000. The total number of housing units increased by 158 units, or almost 8%. Single family detached housing continued as the preferred housing style with 67 new units. Other forms of housing contributed 91 units of housing growth. This growth was balanced among single family attached and forms of higher density housing. Housing with 5-9 units in the structure and mobile homes lost units from 1990 to 2000.

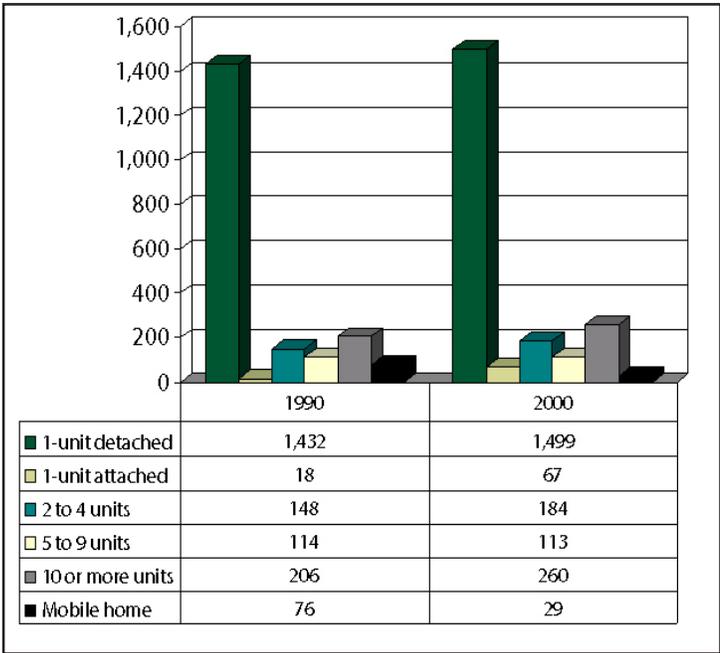


Figure 6-1
Type of Housing (U.S. Census)

Growth in both the number and variety of housing units is a positive trend.

Tenure

The term “tenure” refers to the ownership status of a housing unit. This factor distinguishes between units occupied by the owner of the unit and housing occupied by renters. Home ownership is a goal of many people, but not everyone desires or can afford to own a home. The

housing stock needs an adequate balance of tenure alternatives.

Luverne’s housing stock has a strong orientation to owned housing. Owner occupied units accounted for almost 72% of all occupied housing in 2000 (see Figure 6-2). The overall share of owned housing rose slightly from 1990 (70%). The number of renter occupied housing units showed a small decrease from 1990 to 2000.

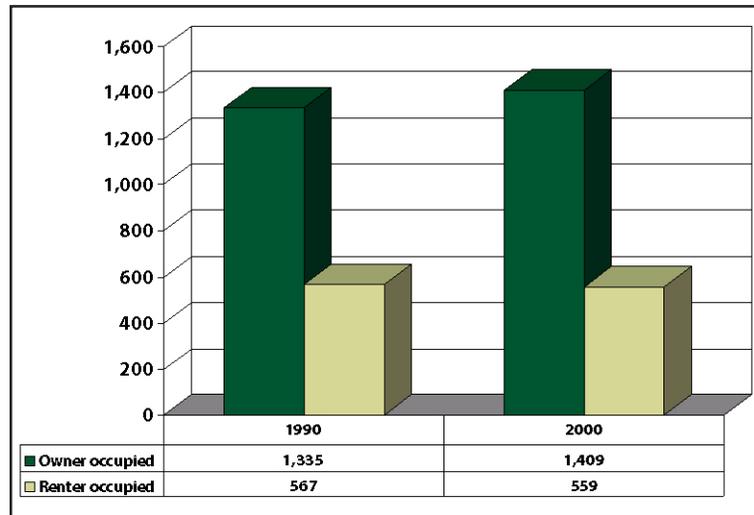


Figure 6-2
Tenure (Own/Rent) of Housing (U.S. Census)

The chart in Figure 6-3 examines tenure in greater detail. This chart compares occupied housing units in 1990 and 2000 by tenure and the number of units in the structure. This information illustrates several important characteristics of the local housing stock:

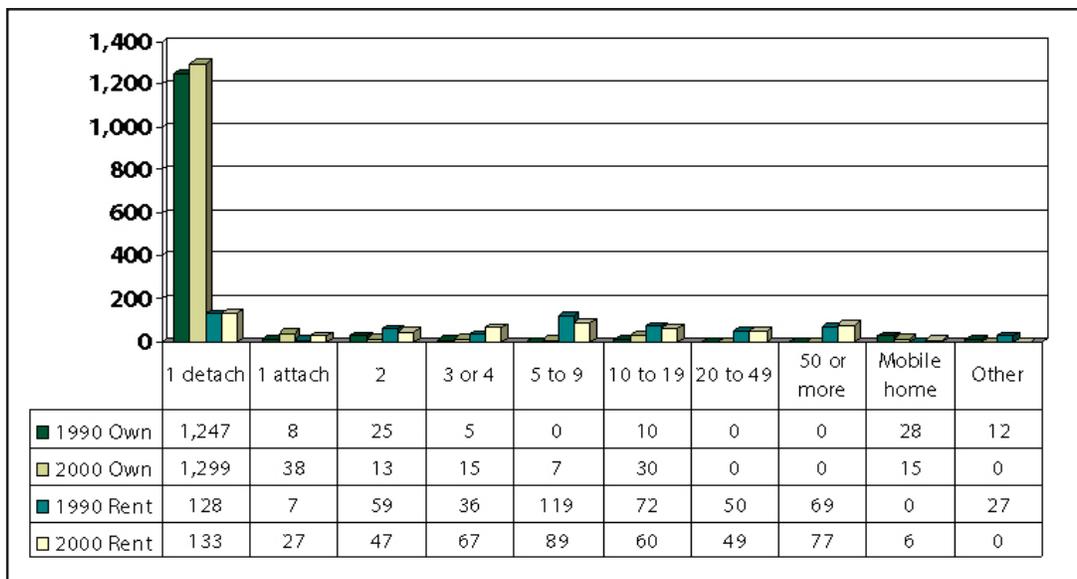


Figure 6-3
Tenure (Own/Rent) of Housing Units (U.S. Census)

- About 9% of the single family detached housing stock was occupied by renters in 2000. This share remained constant from 1990.
- The majority of multiple units structures (2 or more units in structure) were renter

occupied. Over 83% of these units were rental in 2000. Owner occupied multiple unit housing is most frequently smaller buildings, with two to four units per structure.

- Little of the housing stock consists of mobile homes (less than 1% of all units). Mobile homes tended to be owner occupied.

Census data also examines who lives in these housing units. The Census distributes the population according to the type and tenure of the housing (see Figure 6-4). Among the trends shown in Figure 6-4 are:

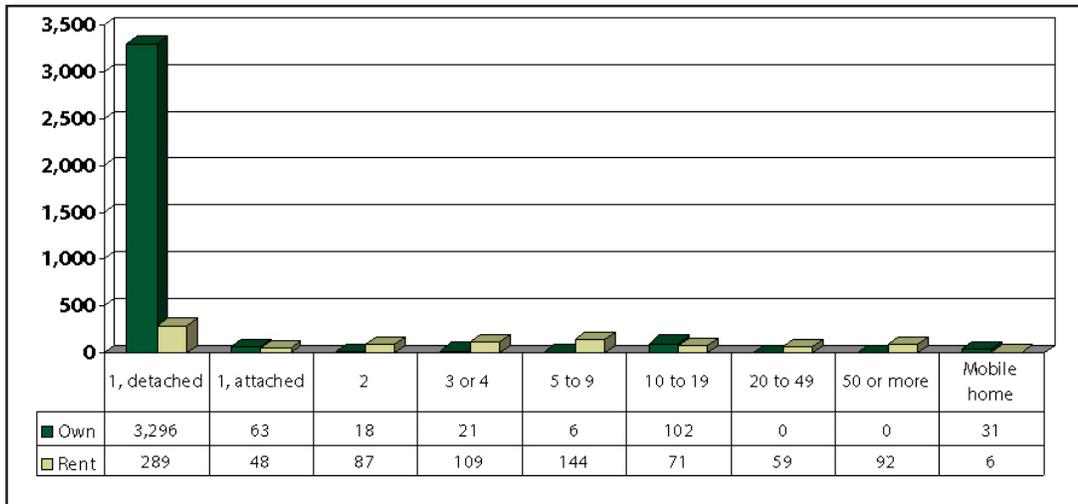


Figure 6-4
Population in Housing by Tenure
U.S. Census

- More than seven of ten people (74%) live in single family detached owner-occupied housing.
- Single-family detached homes provide the largest single type of rental housing (32% of rented units).
- There are relatively limited options for home ownership beyond single family detached units. Less than 7% of the population in owned housing lived in some other type of unit.
- Luverne offers a variety of rental options. The population living in multiple unit rental housing is distributed among structure size.

These relationships illustrate housing preferences in Luverne.

Age of Householder

Census data on the age of householder offers some insights on life cycle issues of the housing stock in Luverne. The chart in Figure 6-5 shows the age of householders for owned and rental occupied housing in 2000. Among the points illustrated by this data are:

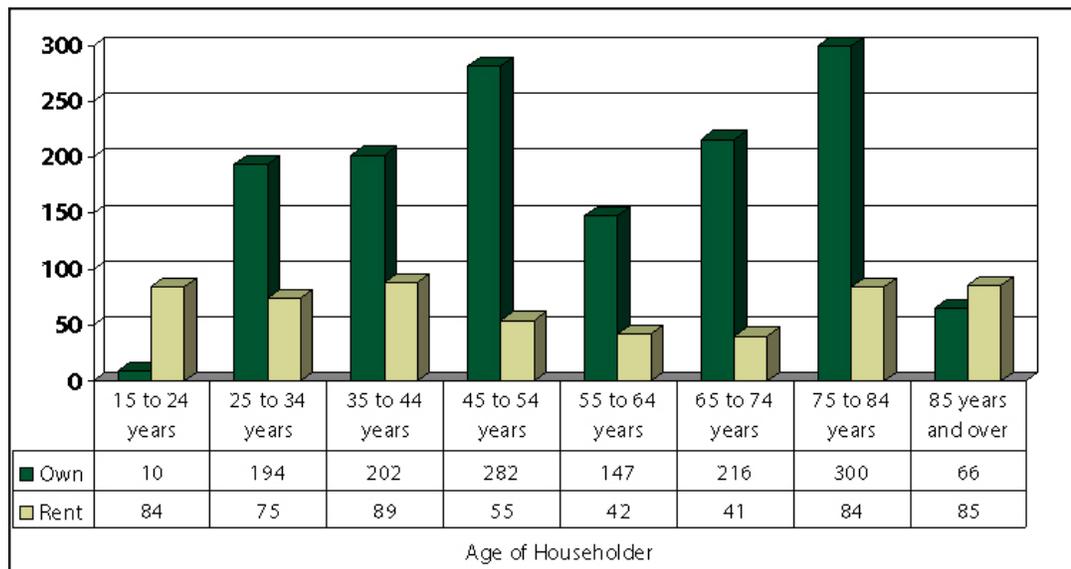


Figure 6-5
Age of Householder by Tenure
U.S. Census

- The younger householders rely on rental housing. Over 89% of the housing is rental when the age of the householder is between 15 and 24 years of age.
- The preference for owned housing is relatively consistent across age groups.
- Use of owner housing actually grows as the householder ages. Over 80% of the units with a householder age 65 to 84 were owned units in 2000.

Public actions related to life cycle housing needs should focus on gaps and breakdowns in the housing cycle. These areas where market forces do not provide adequate housing options. The 2000 Census data suggests three areas of potential need:

- Providing adequate entry level housing.
- Removing barriers to homeownership with younger households.
- Encouraging transitional housing for older households.

Additional investigation will be needed to determine if this trend reflects real needs.

Affordability

Measures of housing affordability compare housing costs to gross household income. The general industry standard is that housing is affordable if housing expense equals 30% or less of gross household income. The Minnesota Housing Partnership (in its Affordable Housing Primer) suggests the following thresholds:

- Ownership - 80% of median income. A family earning 80% of the median household income would spend not more than 30% of gross income on housing expense.
- Rental - 50% of median income. A family earning 50% of the median household income would spend not more than 30% of gross income on housing expense.

What do these thresholds mean for Luverne? According to the 2000 Census, the median household income in Luverne was \$36,271. If a family earns 80% of the median, the 30% criteria would allow \$725 per month to support housing costs. The basic components of the monthly mortgage payment include principal and interest, property taxes and insurance. Under the current property tax system, about 20% of the monthly expense should be allocated to taxes and insurance. The supportable mortgage will vary according to interest rate and term.

Assuming a 30 year, fixed rate loan at an interest rate of 5.50%, the income remaining after taxes and insurance supports a loan of \$102,210. If the interest rate rises to 7.0%, the supportable loan drops to \$87,229.

Several statistical measures help to examine the housing stock in terms of affordability.

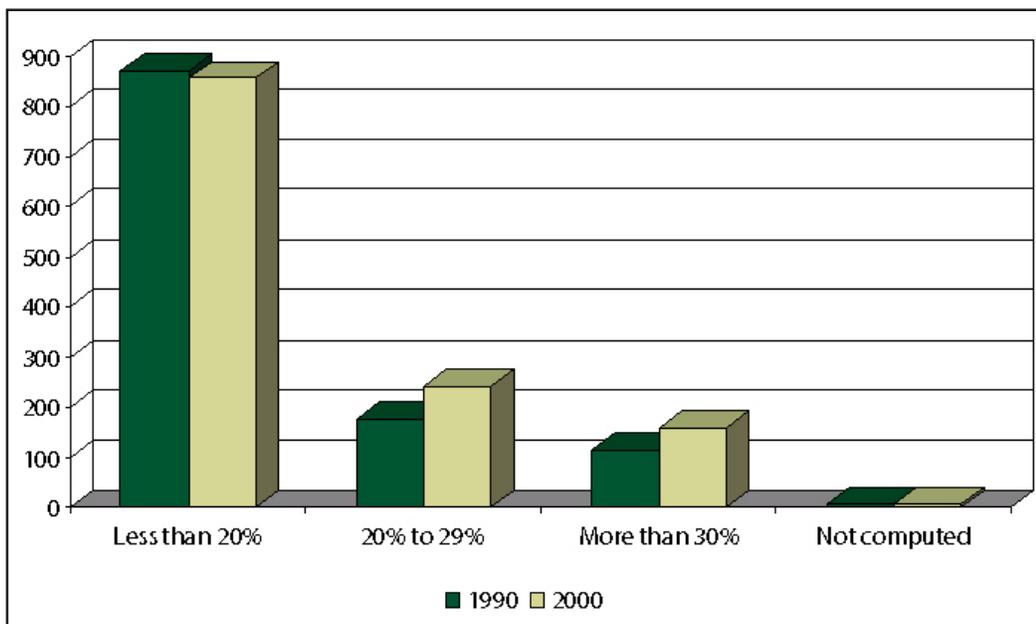


Figure 6-6
Selected Monthly (Owned) Housing Costs as a Percent of Household Income
U.S. Census

- The 2000 Census set the median value of owner-occupied housing at \$72,600. This value falls below the “affordability” test described above.
- According to the 2000 Census, over 80% of owned housing had a value of less than \$100,000. These units would be classified as affordable under current market conditions.

The Census also attempts to assess housing affordability. The Census includes a calculation of selected monthly housing costs as a percent of median household income. The 2000 Census reported that 12.5% of household in owned housing spent 30% of more of income on housing expenses. This share is greater than the 9.8% reported in 1990 (see Figure 6-6).

The current stock of housing provides a good supply of homeownership opportunities. Construction and land costs have pushed many new construction options outside of the affordable range. If the price of existing homes increases at a faster rate than income, the supply of affordable housing in Luverne will become smaller.

The affordability threshold for rental housing is a gross rent of \$453 per month (30% of monthly income at 50% of the median household income). This compares to a median gross rent in the 2000 Census of \$393/month. These statistics suggests a reasonable supply of rental housing that meets the criteria for affordable in Luverne.

The 2000 Census provided another indicator of the affordability of renter occupied housing. The Census reported that one-third of households in rental housing paid 30% or more of their income in gross rent (see Figure 6-7). This share is higher than the 26% in the 1990 Census. It is also significantly higher than the similar measure for owner-occupied housing.

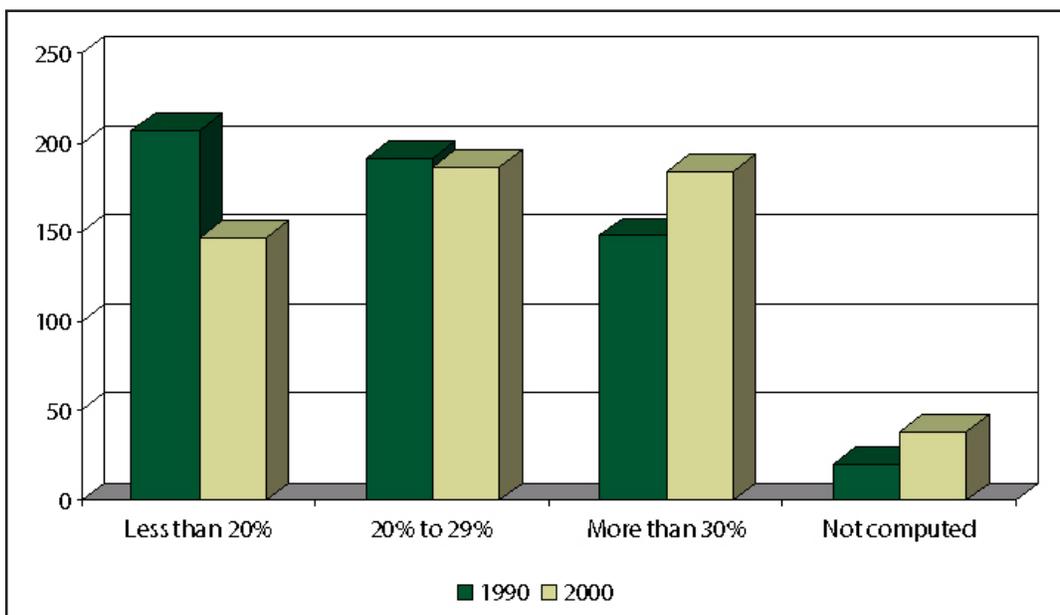
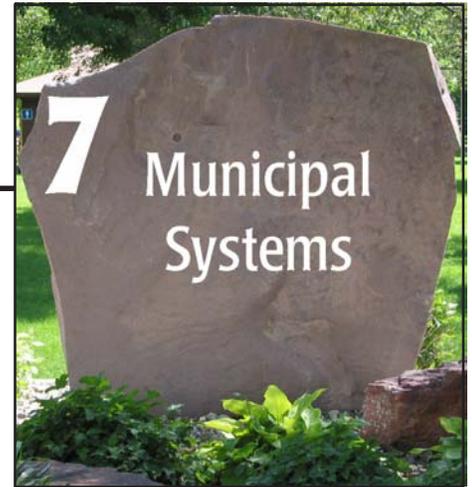


Figure 6-7
Gross Rent as Percent of Household Income
U.S. Census



Introduction

The Comprehensive Plan creates the framework for city government in Luverne.

- The development pattern of the community and the composition of the population influences the demand for public services.
- Public facilities are part of the City's service delivery system. These facilities also shape the character and quality of life in Luverne.
- Municipal utilities support development. The location and capacity of utility systems influence the future growth of the community.
- The Comprehensive Plan affects the financial condition of the City by creating the demand for expenditures and the base for generating revenues.

This section of the Comprehensive Plan describes the municipal service systems in Luverne.

City Government

The City of Luverne was organized as a municipality in 1871. The City operates under a home rule charter form of government. The governing body of the City is the City Council consisting of four Aldermen and a Mayor.

Administration

The City Administrator is responsible for day-to-day administration of city services. The City Clerk/Office Manager is responsible for municipal records and elections. The functions of administration include:

- Supervision of departments and services.
- Council support and resources.
- Meeting scheduling and preparations.
- Intergovernmental relations.
- Community relations communications.
- Elections.
- Human relations/personnel/labor contracts.
- Insurance.
- Business licenses.
- Record/data management.

Finance

The Fiscal and Management Service Coordinator is responsible for finance and data processing related services. Functions performed in this area include:

- Financial reporting and audit.
- Operating budget development and management.
- Investment management.
- Payroll.
- Insurance.
- Accounting (payables/receivables).
- Computers/IT (information technology).
- Debt issuance and management.
- Billing for utilities and other municipal services.

Annual auditing is provided by an independent certified public accountant. The assessment of property for the determination of valuation for taxation is provided under a service contract with Rock County.

Legal

A city attorney is retained on a contract for service. The City Attorney represents the City on all civil and criminal legal issues.

Building/Planning/Zoning

This department focuses on the administration of the regulations governing development and land use in Luverne. Key services provided by the Building/Planning Official include:

- Building permits and inspections.
- Zoning regulations.
- Platting and subdivision regulations.
- Comprehensive planning.

Economic Development

The City provides a specific focus on economic development. City involvement in economic development concentrates on the identification of needs and the development of programs to meet these needs. The Economic Development Director works with the Luverne Economic Development Authority (LEDA), City Administrator and City Council on economic development policies and programs. Among the ongoing economic development programs operated by the City are:

- Tax increment financing.
- Tax abatement.
- Job Opportunity Building Zone (JOBZ) program.
- Border city tax incentives.
- Revolving loan fund.

Luverne has been certified for “e-commerce” by the State of Minnesota.

Police

The City provides police protection and law enforcement services through a service contract with the Rock County Sheriff’s Department. The contract also provides for dispatching and 911 emergency services.

Fire

The City provides fire protection and suppression services. The Fire and Rescue Department consists of 37 paid on call (volunteer) fire fighters operating out of a single fire station. Current firefighting equipment used by the City includes three fire engines (one rural), tanker, rescue van, ladder truck, grass fire rig, and equipment truck.

Public Works

The Public Works Department provide a wide range of services. Public Works is responsible for street maintenance. The activities include snow removal, sealcoating and overlays, tree removal and trimming, sidewalk maintenance, and sign maintenance. The Department also maintains city parks, storm sewer systems and airport facilities. Public Works maintains and repairs all city vehicles and public works equipment.

Municipal Utilities

The City owns and operates utility services for water, sanitary sewer, electricity, and refuse collection/recycling.

Water

The City operates a system to obtain, treat and distribute water. Water supply comes from a system of fifteen active municipal wells with a capacity of approximately 2.5 million gallons per day. The two filtration systems provide the capacity to distribute 3,168,000 gallons per day. Average daily demand is 1,100,000 gallons with peak demand rising to 1,500,000 gallons per day. The system includes one elevated water storage facility and several ground storage tanks with a combined total capacity of 2,400,000 gallons. An additional 300,000 gallon elevated tower is currently under construction. The City builds and maintains the distribution system.

Lewis and Clark Rural Water

The Lewis and Clark Rural Water System will provide supplemental water supply to communities and rural areas in South Dakota, Minnesota, and Iowa. The water supply comes from a treatment plant on the Missouri River in southeastern South Dakota.

Luverne will be served in Phase 3 of the system development. This phase consists of 134 miles of pipe. These improvements are scheduled for construction in 2009 with service starting in 2012. Luverne's reserved capacity in the system is 750,000 gallons per day.

Sanitary Sewer

The City operates a system for the collection and treatment of wastewater. The wastewater treatment plant has a capacity of 1,500,000 gallon per day. Average demand is 700,000 gallons per day with a peak demand of 1,000,000 gallons per day.

Electric

The City provides electric service to the community. This service involves the construction, operation and maintenance of the local electric distribution system. Luverne has contracts for the purchase and receipt of electricity through Missouri River Energy Services (MRES) and the Western Area Power Agency (WAPA). A municipal power plant provides for supplemental and backup power production. The City, through a contract with MRES, builds and maintains the system for the distribution of electricity within the community.

Refuse

The City provides weekly garbage collection service. This service includes curbside collection of recyclable materials and yard waste. Waste materials are deposited in the Rock County Landfill.

Other Municipal Services

Library

The City provides library services under a joint powers agreement with the County. Costs of library operations are shared equally by the City and County. The Rock County Community Library serves all residents of Luverne and Rock County. The library is member of the Plum Creek Library System, providing access of other book collections and resources.

Fitness Center

The Rock County Pool and Fitness Center is a another joint venture of Luverne and Rock County. The majority of annual operating costs are paid from user fees and charges. The City and County provide equal contributions to the operating budget to maintain affordable membership fees. Additional information on this facility can be found in the Parks section of the Comprehensive Plan.

Airport

Luverne owns and operates a municipal airport. The airport is located on an 80 acre site with one 2,500 foot runway. A second runway is being planned. The City maintains the grounds, facilities, and runway lighting. The facilities can accommodate single and twin-engine aircraft.

Storm Sewer

The City has established a storm sewer utility. This utility provides a funding mechanism for the construction and maintenance of a comprehensive system of storm water management in Luverne.

Liquor

The City operates an off-sale liquor store. The facility provides for the sale of adult beverages in compliance with Federal and State laws. Net income from the liquor store provides additional revenues for other municipal services and improvements.



Introduction

Planning for the future does not start on a clean slate. The future will be built on the foundation of Luverne as it exists today. The Luverne of today has evolved over time, shaped by a variety of forces. These forces will continue to shape the community into the future.

The Community Context section of the Comprehensive Plan examines a variety of forces and factors affecting development in Luverne. A clear understanding of these influences provides the context for planning decisions.

In addition to the information in this section, a summary of 2000 Census data appears in Appendix A. The summary contains information of many demographic and economic characteristics of Luverne. This appendix serves as a resource for both current and future planning.

Development Framework

The chart in Figure 8-1 provides a simple, but important, illustration of the framework for community development in Luverne. This chart shows the interrelationships between key forces that shape the future of Luverne.

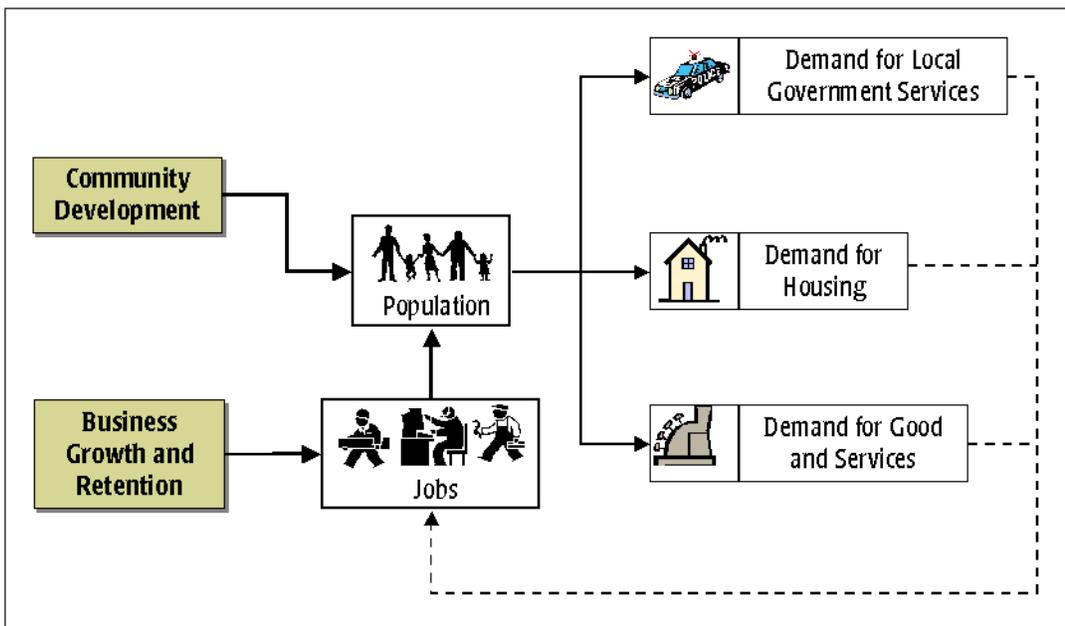


Figure 8-1
Framework for Community Development

The growth and retention of business is perhaps the single most important community development force influencing Luverne. Businesses produce jobs and a means of attracting people to

Luverne. Jobs are not the sole source of attraction. A wide range of factors called “community development” influence the ability of Luverne to attract and retain population. In simple terms, Luverne must be a desirable place to live.

Population creates the demand for many other aspects of community. People require housing. The local population is most important factor in creating the market for commercial business development. Population produces the demand for services and facilities provided by local government.

Each of these forces also plays a role in the creation of jobs. New housing creates construction jobs. Commercial businesses provide employment as well as goods and services. Local governments are among the larger employers in the community.

The nature of the jobs is an important variable in this framework. Some jobs tend to attract single people. Other jobs fit heads of households and bring families into Luverne. Wages produce wealth. Wealth determines the affordability of housing, the demand for goods and services, and the need for and ability to support local government services.

The Comprehensive Plan seeks to guide the development of the community in a nature consistent with its vision for the future. These relationships help to illustrate the connections between the physical, social and economic elements of the community. All of these elements are part of the vision for the future of Luverne.

Location

Luverne’s location is an important planning factor.

Luverne lies approximately 20 miles east of Sioux Falls (SD) with access via I-90. This proximity allows Luverne to benefit from the health care, cultural and transportation services available in the Sioux Falls metropolitan area. People can live in Luverne and commute to jobs in the Sioux Falls area. The convenient access also makes the area a source of competition for retail businesses in Luverne.

The location makes Luverne a “border city”. This status provides the City with access to economic development tools not available to other cities in the State.

Luverne lies approximately 200 miles from the Minneapolis-St. Paul metropolitan area. The Twin Cities can be reached in three hours travel on either highway corridor. Similar to Sioux

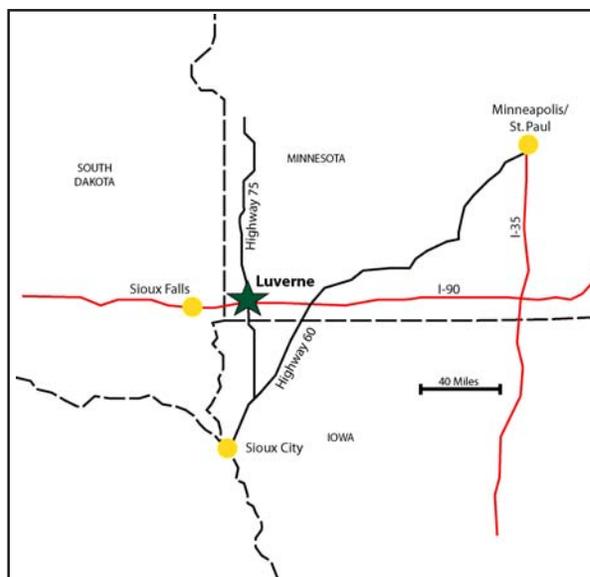


Figure 8-2
Luverne Location

Falls, the Twin Cities offers both amenities and business competition.

Luverne is a regional center. Luverne provides goods, services and employment to portions of southwest Minnesota and northwest Iowa.

Population Growth

Luverne’s population grew by 1,311 people (13%) from 1990 to 2000 (see Figure 8-3). This growth reversed the trend of the previous decade. During the 1980’s, the population dropped by 2.6% (266 people).

An increasing share the County population resides in Luverne. In 1980, Luverne represented 43% of the Rock County population. By 2000, more than 47% of the County’s population lived in Luverne.

The County population outside of Luverne has been in steady decline. From 1980 to 2000, the non-Luverne parts of Rock County lost 933 people.

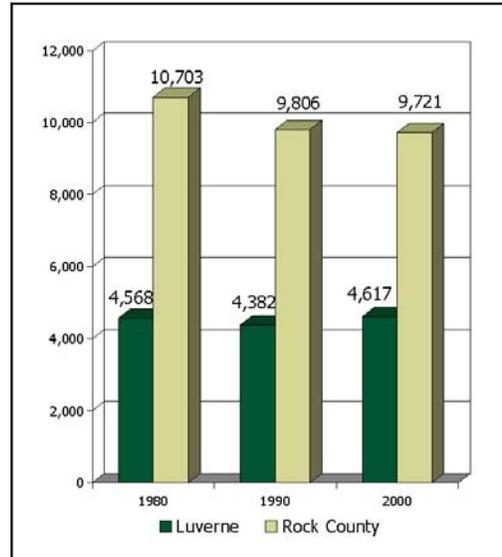


Figure 8-3
Population Trends City and County (U.S. Census)

Household Size

Trends in household size help to understand how the physical development of the community leads to growth in population. Each new housing unit bring new people into Luverne. The amount of population varies by type of housing.

The average household size in the 2000 Census was 2.25. This average size did not change from 1990. Households grew smaller from 1960 to 1990.

Luverne householdsh tend to be smaller than the State average. The 2000 average household size for the State was 2.52.

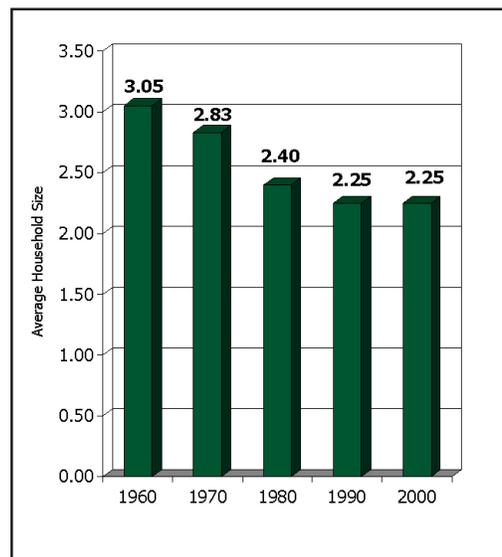


Figure 8-4
Average Household Size (U.S. Census)

Owner-occupied housing produces more population per unit. The average household size for owned housing is 2.50 (2000 Census). The average size drops to 1.63 for rental housing.

Age of Population

The age of the population is an important demographic factor for community planning. The age of people living in Luverne influences the nature of public services and facilities and the economic capacity to support local government.

Luverne’s population is older than the State-wide average. Median age of Luverne in 2000 was 42.6, compared with 35.4 for the entire State. The charts in Figure 8-5 compare the 2000 population of Luverne with the State. More than one-quarter of Luverne’s population in 2000 was older than 65. Only 12% of the total State population fell into this age bracket.

The chart in Figure 8-6 provides another perspective on the age of Luverne residents. The primary growth in population from 1990 to 2000 occurred in the ages 45 and older.

It is difficult to accurately predict future age characteristics of the population. Existing trends and community characteristics suggest that Luverne is likely to continue to attract more elderly. The health care, housing options and other services sought by this segment of the population are available in Luverne.

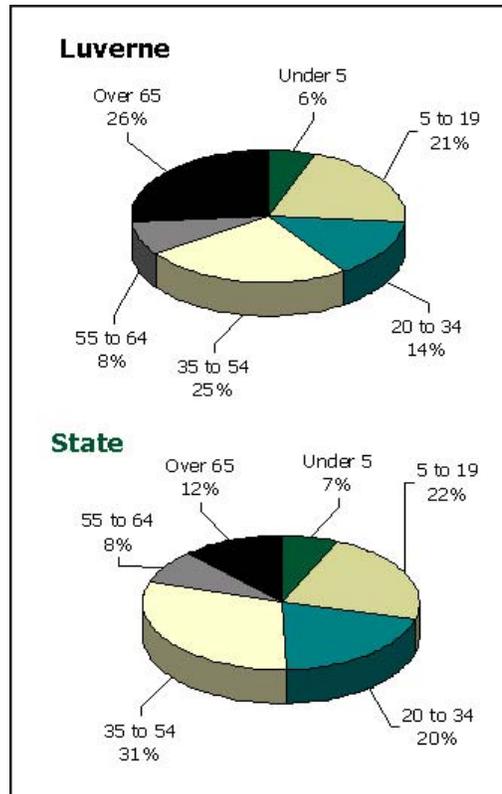


Figure 8-5
Age of Population - 2000 (U.S. Census)

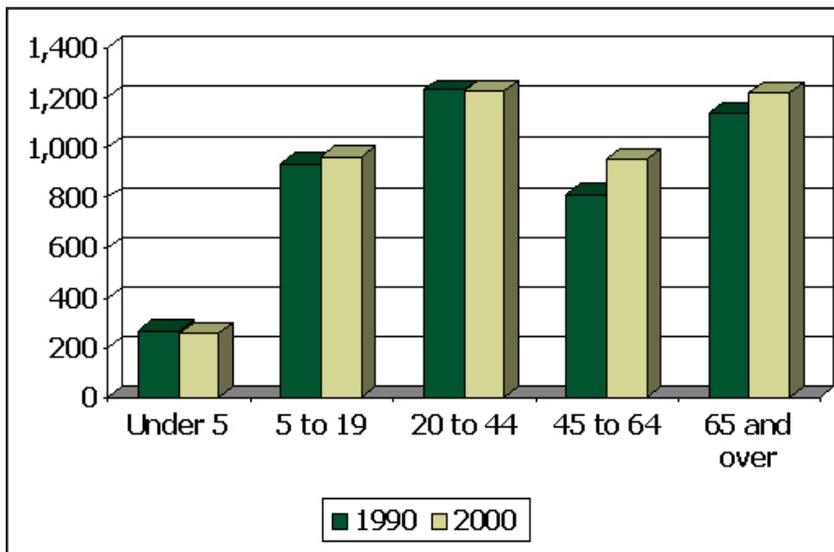


Figure 8-6
Population Age Trends (U.S. Census)

Income

Income is one measure of community “wealth”. Income indicates the ability of residents to pay for goods and services provided by businesses and government. The median household income for 1999 was \$36,271. This amount is 59% higher than the median income reported in the 1990 Census. The distribution of household income appears in Figure 8-7.

The 2000 Census reported that 5.7% of Luverne families and 8.8% of individuals had incomes falling below the poverty level. This share of the population is slightly higher than state-wide averages (5.1% for families and 7.9% for individuals).

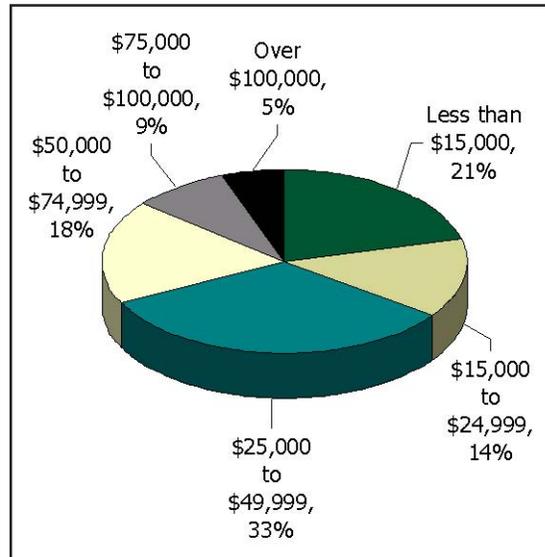


Figure 8-7 Household Income - 1999 (U.S. Census)

Property Valuation

Property valuation provides an indicator of community growth and wealth. The growth in property value comes from new development, reinvestment in existing structures and the appreciation of property. Since local government draws on property taxes for operating revenues, property valuation is one measure of community wealth.

Estimated Market Value (EMV) offers the most consistent indicator of property valuation. The county assessor sets the EMV for every parcel in Luverne. From 1994 to 2003, the total Estimated Market Value of Luverne increased by 78% (see Figure 8-8). The annual EMV increases averaged 6.7% during this period. This growth represents both new development and the appreciation of existing property.

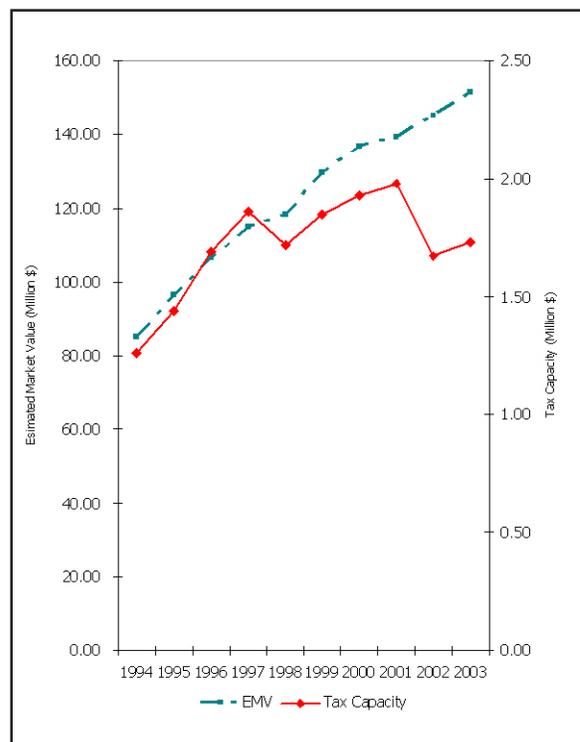


Figure 8-8 Property Valuation

Another important measure of property valuation is Tax Capacity. The Tax Capacity value is used for levying property taxes. The State Legislature sets percentage factors for converting

EMV to tax capacity. The factors vary according to type of property. The Tax Capacity value of property in Luverne increased 37% from 1994 to 2003. This expansion of taxable value averaged 4% per year (see Figure 8-8).

Since the mid-1990's, the Legislature has reduced the percentage factors (class rates) for all type of property. These legislative changes explain why total tax capacity has fallen in recent years while EMV continued to grow. Tax Capacity represent 1.4% of Estimated Market Value. This ratio fell to 1.1% in 2003.

Retail Sales

The State compiles and reports information about retail sales in Luverne. This information provides guidance on business operation and growth.

The chart in Figure 8-9 shows total sales trends for the primary categories of retail businesses. The categories are based on Standard Industrial Classification (SIC) groupings of businesses.

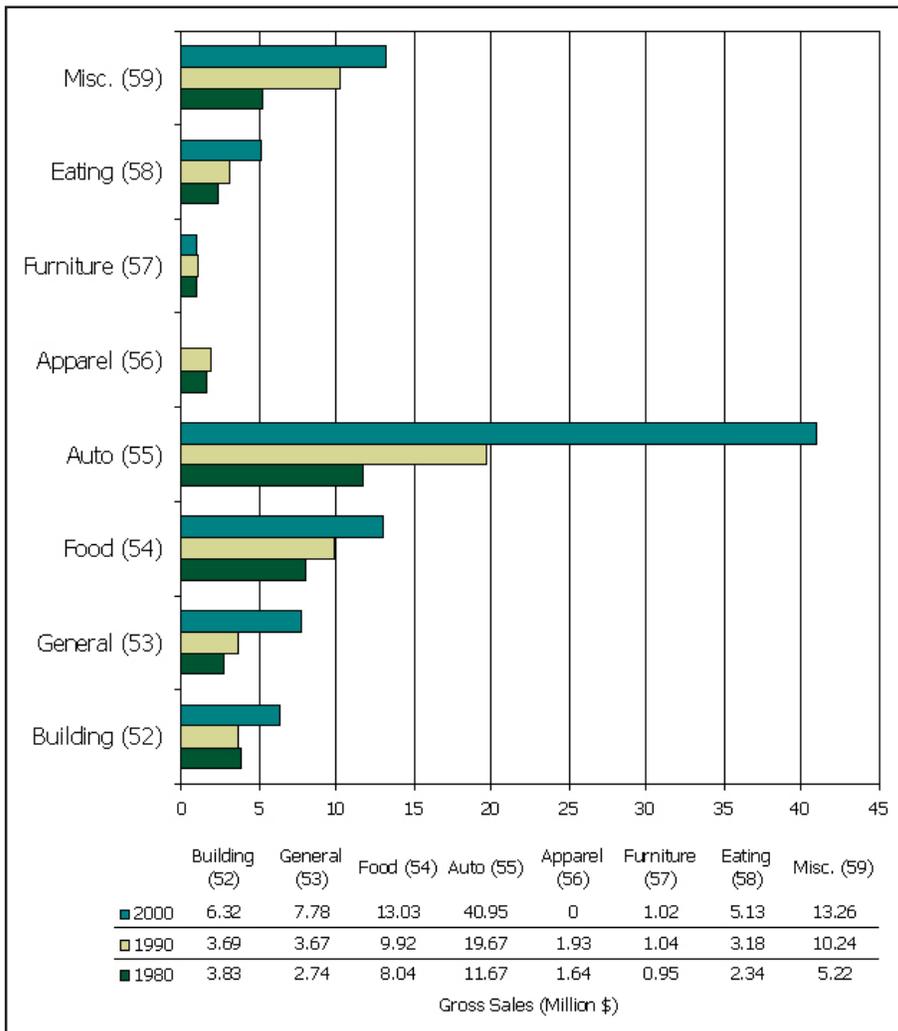


Figure 8-9
Retail Sales 1980-2000

SIC Retail Groups

Building Materials, Hardware, Garden Supply, And Mobile Home Dealers (52) includes retail establishments primarily engaged in selling lumber and other building materials; paint, glass, and wallpaper; hardware; nursery stock; lawn and garden supplies; and mobile homes. It includes lumber and other building materials dealers and paint, glass, and wallpaper stores selling to the general public, even if sales to construction contractors account for a larger proportion of total sales.

General Merchandise Stores (53) includes retail stores which sell a number of lines of merchandise, such as dry goods, apparel and accessories, furniture and home furnishings, small wares, hardware, and food. The stores included in this group are known by such names as department stores, variety stores, general merchandise stores, and general stores.

Food Stores (54) includes retail stores primarily engaged in selling food for home preparation and consumption.

Automotive Dealers And Gasoline Service Stations (55) includes retail dealers selling new and used automobiles, boats, recreational vehicles, utility trailers, and motorcycles including mopeds; those selling new automobile parts and accessories; and gasoline service stations. Automobile repair shops maintained by establishments engaged in the sale of new automobiles are also included.

(continued on next page)

Gross sales in all but two areas have grown over the 20-year period from 1980 to 2000. These figures are not adjusted for inflation. Growth in sales reflects both the larger volumes and higher prices.

This chart illustrates the challenges facing retail development in Luverne. Local demand for certain goods and services is captured by other markets, in particular, Sioux Falls. This effect can be seen in home furnishings and apparel sectors. No apparel sales were reported in 2000. Commodities with greater travel resistance (more likely to purchase locally) have experienced growth in sales.

Another view of retail development comes from the number of establishments operating in each SIC category (see Figure 8-10). According to this data, Luverne has experienced a net loss of retail businesses.

- There were eighteen fewer total establishments in 2000 (92) than in 1990 (110).

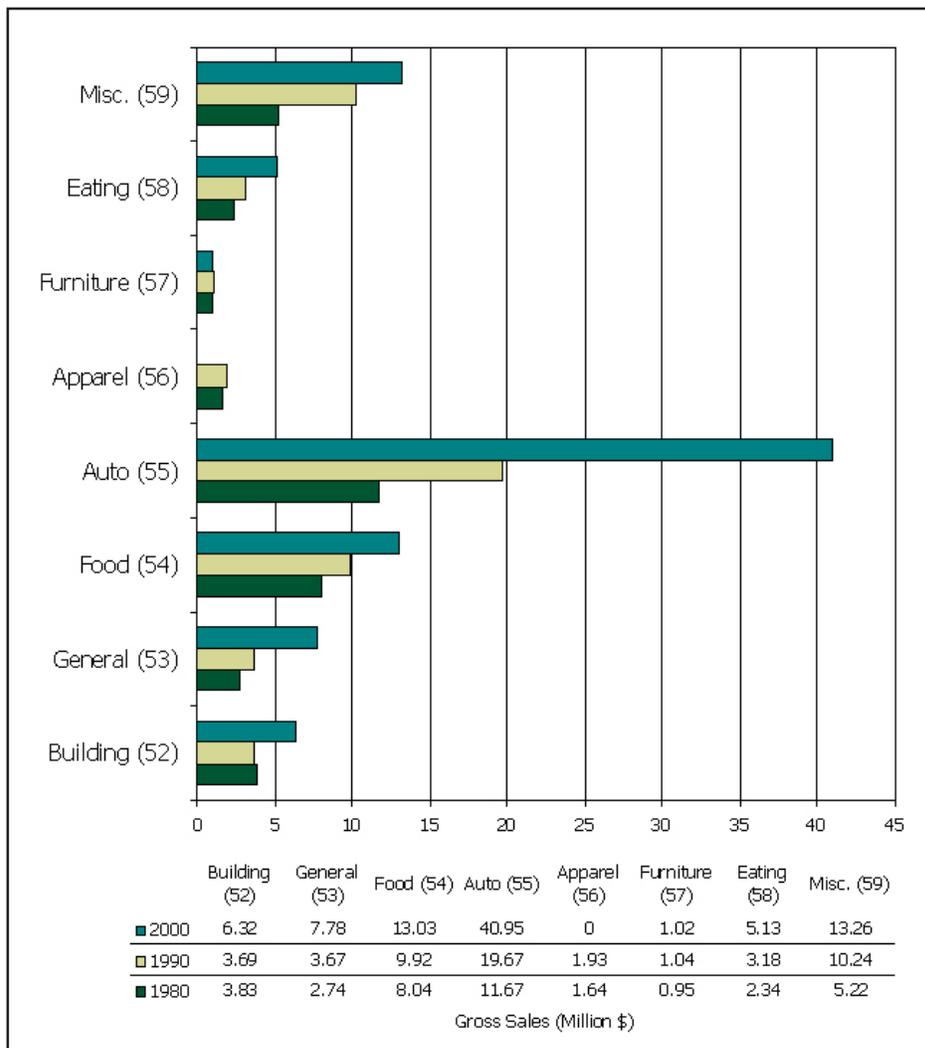


Figure 8-10
Number of Retail Establishments

Apparel And Accessory Stores (56) includes retail stores primarily engaged in selling new clothing, shoes, hats, underwear, and related articles for personal wear and adornment. Furriers and custom tailors carrying stocks of materials are included.

Home Furniture, Furnishings, and Equipment Stores (57) includes retail stores selling goods used for furnishing the home, such as furniture, floor coverings, draperies, glass and chinaware, domestic stoves, refrigerators, and other household electrical and gas appliances. Establishments selling electrical and gas appliances are included in this group only if the major part of their sales consists of articles for home use.

Eating And Drinking Places (58) includes retail establishments selling prepared foods and drinks for consumption on the premises; and also lunch counters and refreshment stands selling prepared foods and drinks for immediate consumption. Restaurants, lunch counters, and drinking places operated as a subordinate service facility by other establishments are not included in this industry, unless they are operated as leased departments by outside operators.

Miscellaneous Retail (59) includes retail establishments, not elsewhere classified. These establishments fall into the following categories: drug stores, liquor stores, used merchandise stores, miscellaneous shopping goods stores, non-store retailers, fuel dealers, and miscellaneous retail stores, not elsewhere classified.

- Losses occurred in the Apparel, Eating and Drink Places, Furniture and Home Furnishings, Miscellaneous categories.
- Building Materials, Hardware, Garden Supply, and Mobile Home Dealers is the only category reporting an increase in the number of establishments from 1990 to 2000.

Employment

The Census offers insights on where Luverne residents work. More than two-thirds of workers living in Luverne are employed locally (see Figure 8-11). Twenty percent of Luverne workers travel to jobs in South Dakota.

The commuting pattern to places of employment in Luverne shows how employment draws people into Luverne. Fifty-seven percent of local workers employed in Luverne reside in Luverne. A large number of workers (27%) live near, but outside of Luverne in Luverne Township and of the portion of Rock County. The remaining 16% of the work force travels to Luverne from places outside of Rock County.

Existing Land Use

The planning process began with the investigation and analysis of existing land use. Luverne is constantly changing. Development converts vacant land to built uses. Redevelopment changes the character and, at times, the use of land. The analysis that follows takes a snapshot of Luverne in 2003. The picture shows both graphically and numerically Luverne as it exists today. This information formed the foundation of the Land Use Plan by describing:

- The nature and diversity of land uses in Luverne.
- The relationships between built and natural features of the community.

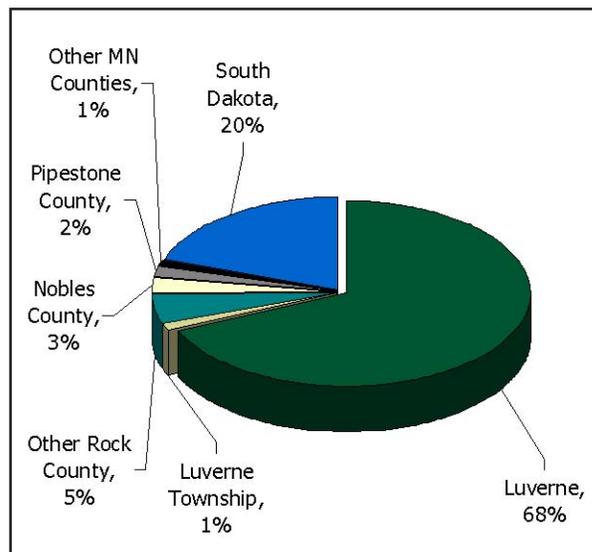


Figure 8-11
Location of Employment for Workers Residing in Luverne

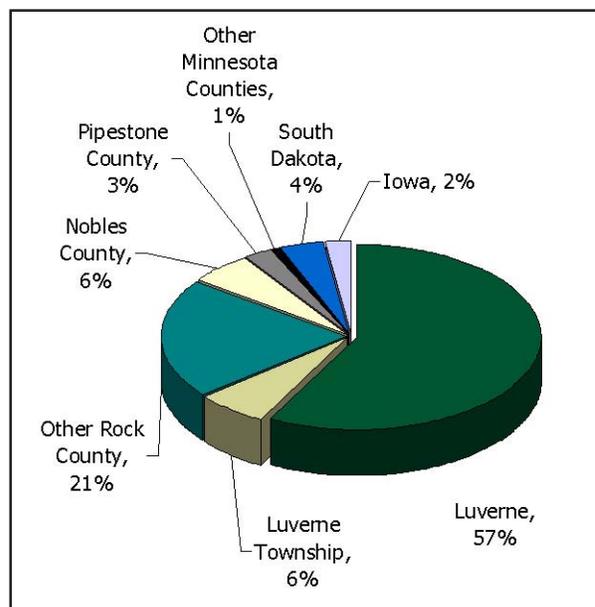


Figure 8-12
Residence of People Working in Luverne

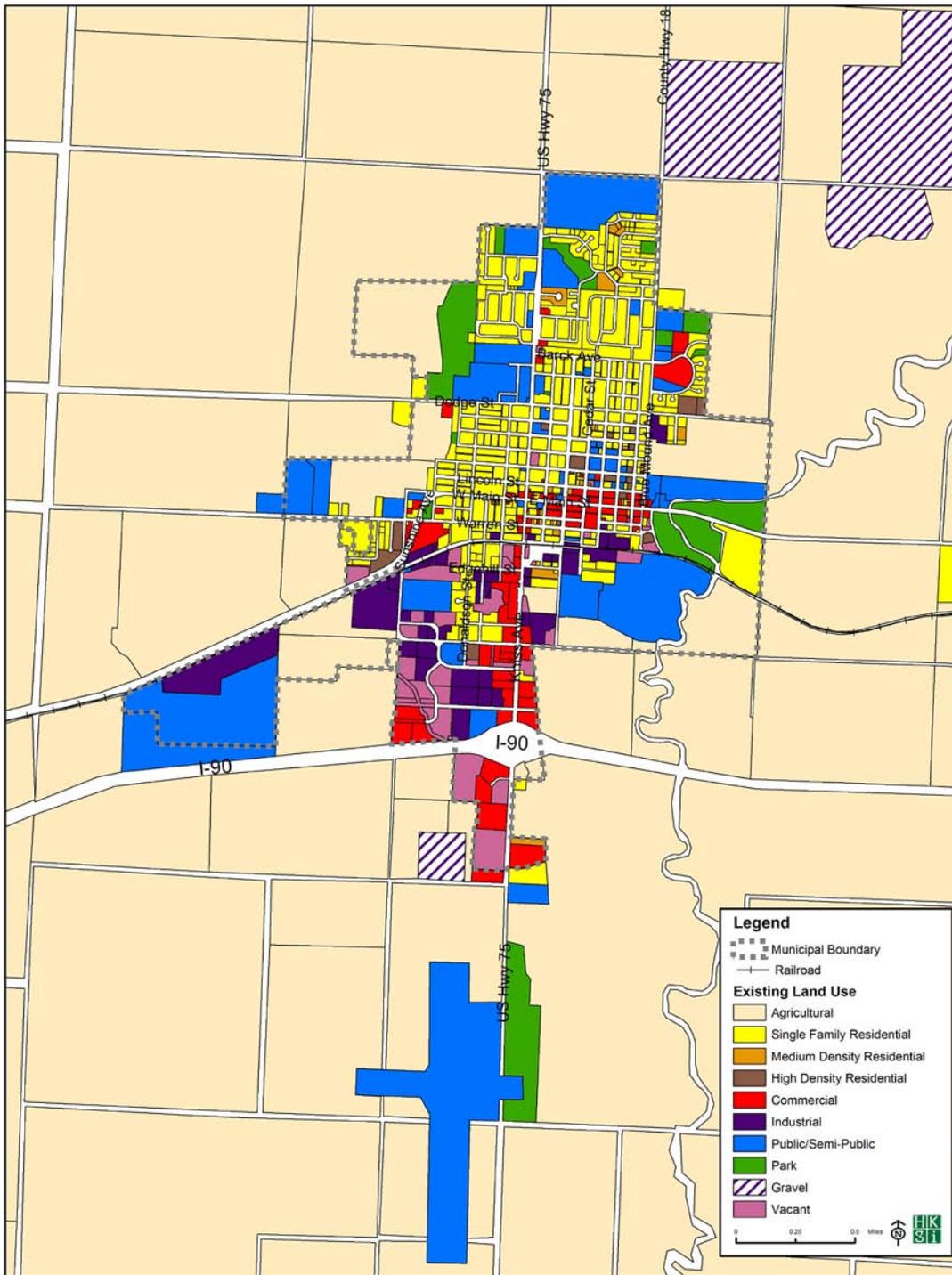


Figure 8-13
Land Use - 2003

- Areas with potential capacity to accommodated future growth.

The map in Figure 8-13 contains existing land use in Luverne. The inventory of land uses evolved during the planning process. A variety of sources contributed to the inventory including property information, aerial photography, and windshield surveys.

Luverne in 2003 contains approximately 2,196 acres of land. The chart in Figure 8-14 shows the existing distribution of land uses. This analysis of existing land use in Luverne illustrates several important issues about current and future development:

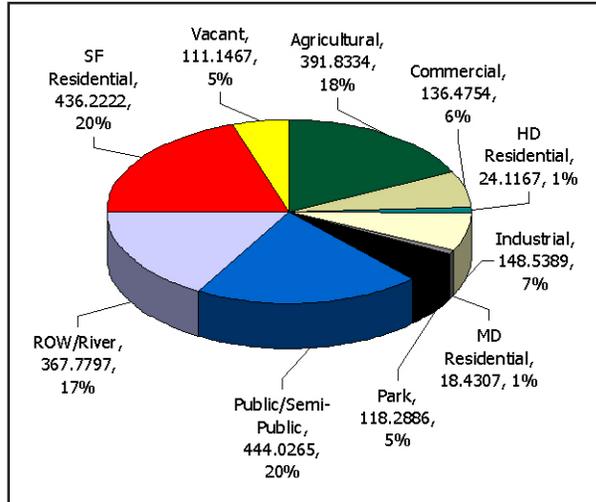


Figure 8-14
Land Use - 2003

- Over one-fifth (22%) of the city is classified as agricultural or vacant. This area provides a broad indicator of future development capacity within the current corporate boundaries.
- Public/Semi-Public is the largest land use representing 20% of the total area.
- Single family residential is the largest form of private development representing 19.86% of the total area.
- Commercial and industrial land uses combine to account for 13% of the property in Luverne.

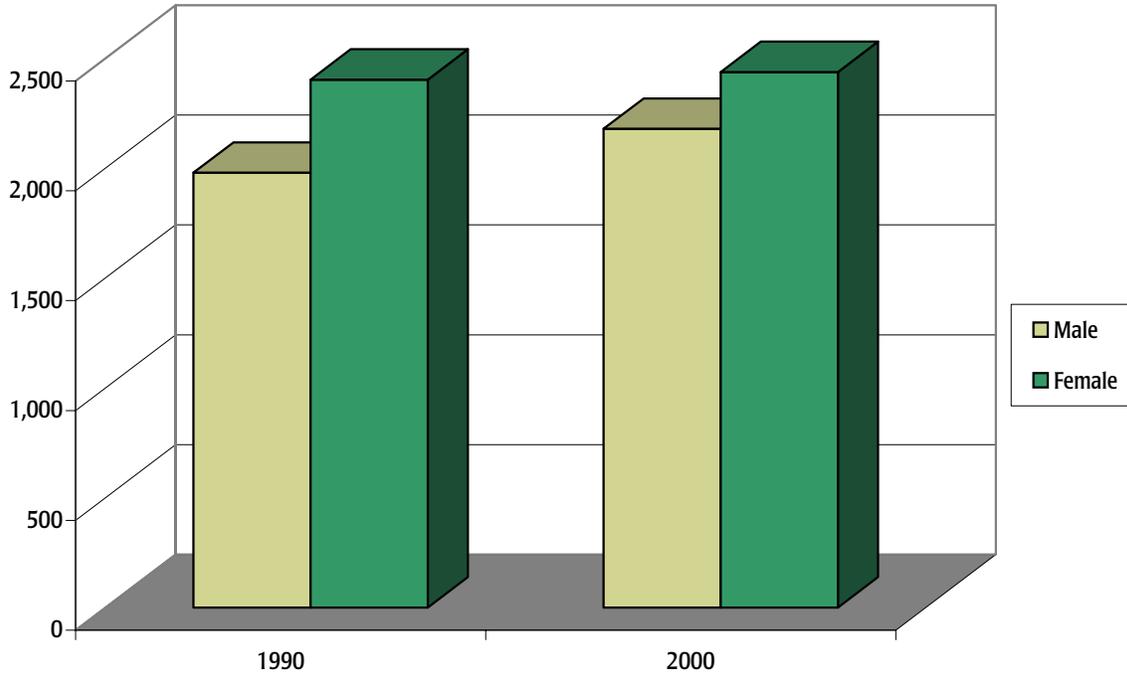
APPENDIX A

Summary of Demographic and Economic Factors (U.S. Census)

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17	Income (1999)
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21	Year Structure Built
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24	Vehicles Available
25	Value of Owned Housing
26	Selected Monthly Housing Costs as a Percentage of Household Income
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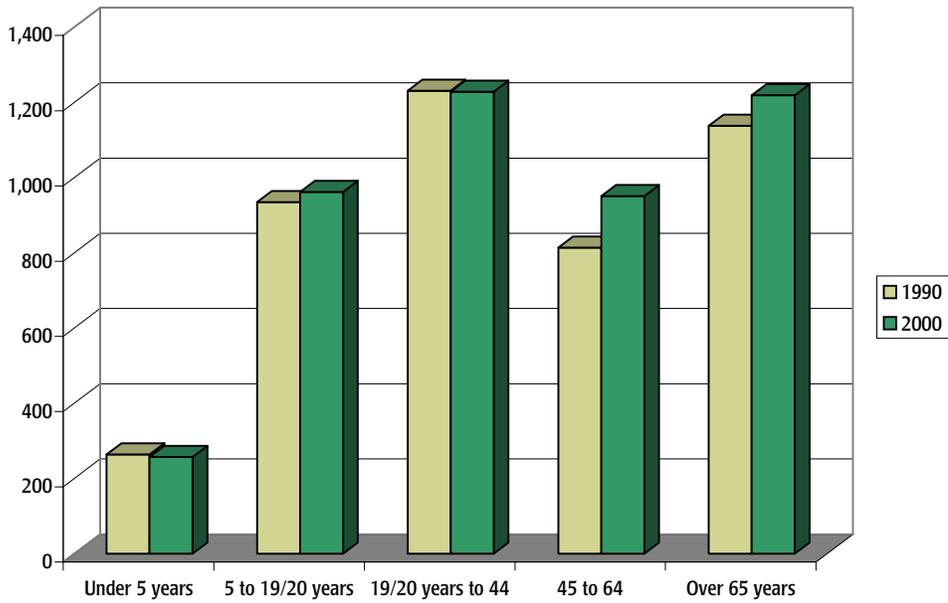
Gender

	1990			2000			1990 to 2000
	Number	Percent		Number	Percent		Percent Change
Total Population	4,382	100.00%	Total Population	4,617	100.00%	Total Population	5.36%
Male	1,979	45.16%	Male	2,179	47.20%	Male	10.11%
Female	2,403	54.84%	Female	2,438	52.80%	Female	1.46%



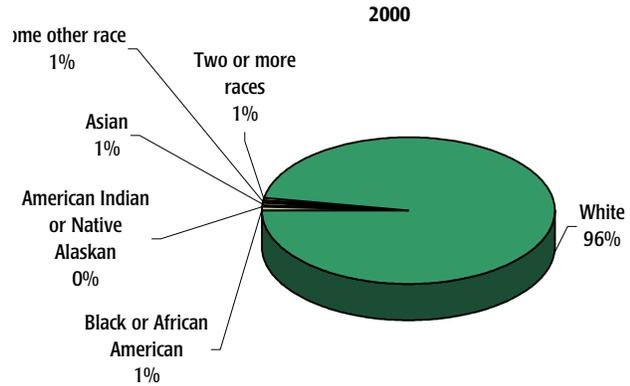
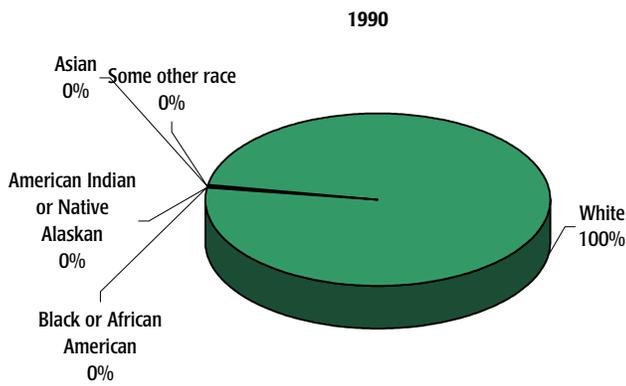
Age

	1990		2000		1990 to 2000		
	Number	Percent	Number	Percent	Total Population	Percent Change	
Total Population	4,382	100.00%	Total Population	4,617	100.00%	Total Population	5.36%
Under 5 years	264	6.02%	Under 5 years	257	5.57%	Under 5 years	-2.65%
5 to 17 years	813	18.55%	5 to 9 years	281	6.09%	5 to 19/20 years	2.89%
18 to 20 years	122	2.78%	10 to 14 years	327	7.08%	19/20 years to 44	-0.24%
21 to 24 years	154	3.51%	15 to 19 years	354	7.67%	45 to 64	16.83%
25 to 44 years	1,077	24.58%	20 to 24 years	197	4.27%	Over 65 years	7.12%
45 to 54 years	389	8.88%	25 to 34 years	456	9.88%		
55 to 59 years	180	4.11%	35 to 44 years	575	12.45%		
60 to 64 years	245	5.59%	45 to 54 years	565	12.24%		
Over 65 years	1,138	25.97%	55 to 59 years	212	4.59%		
				174	3.77%		
			65 years and over	1,219	26.40%		
Median age (years)	NA			42.6			



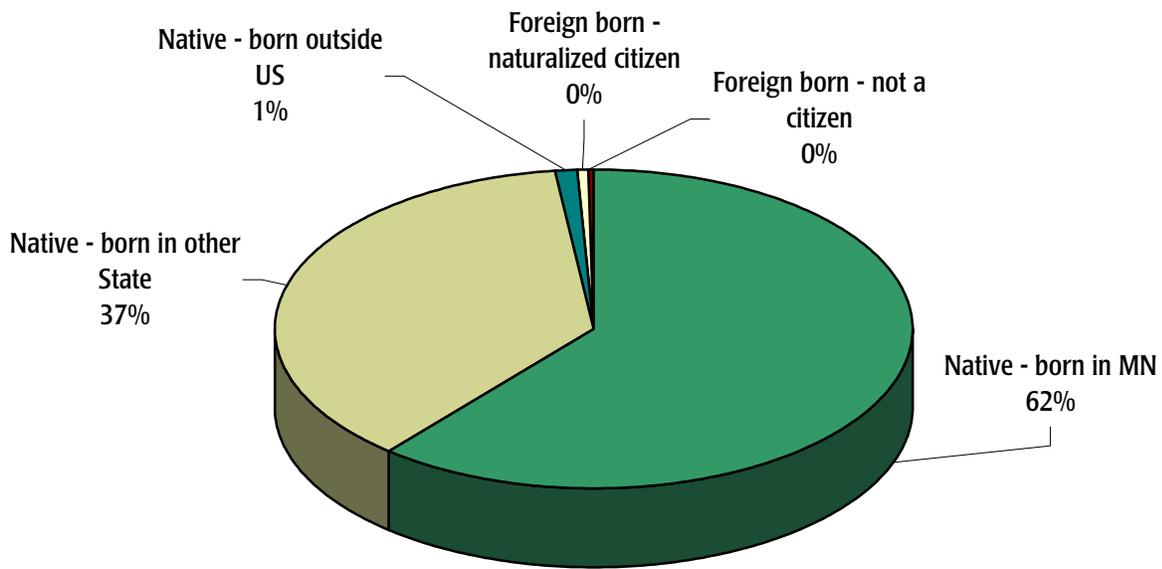
Race

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Total Population	4,382	100.00%	4,617	100.00%	5.36%
White	4,359	99.48%	4,491	97.27%	3.03%
Black or African American	4	0.09%	31	0.67%	675.00%
American Indian or Native Alaskan	5	0.11%	15	0.32%	200.00%
Asian	6	0.14%	27	0.58%	350.00%
Some other race	8	0.18%	27	0.58%	237.50%
Two or more races			26	0.56%	0.00%
Hispanic or Latino (of any race)	18	0.41%	72	1.56%	300.00%



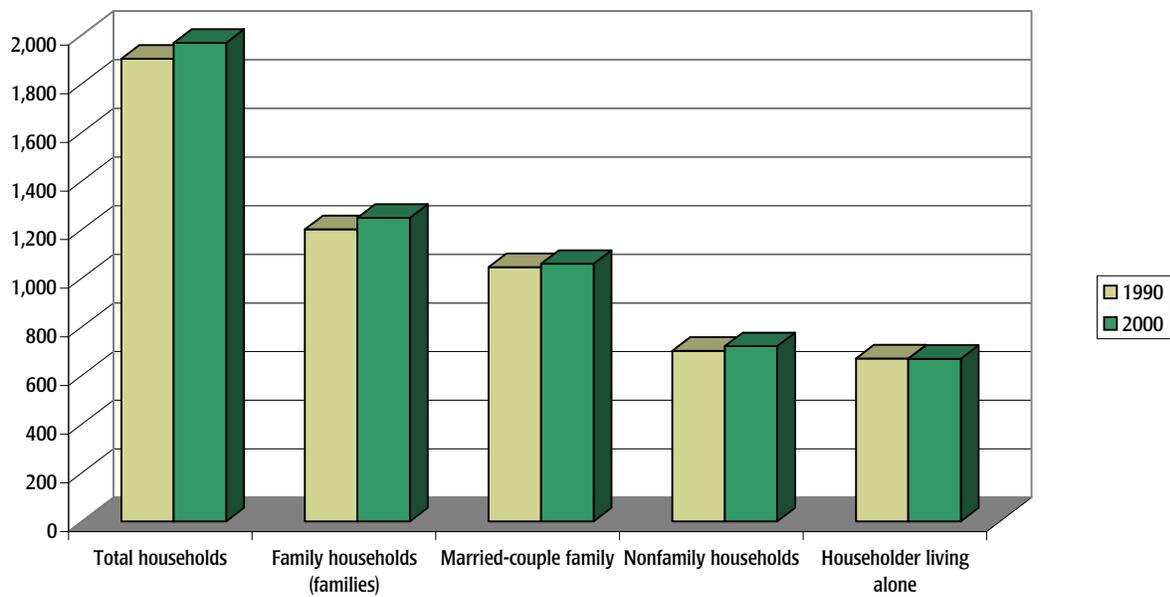
Nativity and Place of Birth

	1990		2000	
	Number	Percent	Number	Percent
Total population	4,382	100.00%	4,620	100.00%
Native	4,312	98.40%	4,581	99.16%
Born in United States			4,533	98.12%
State of residence		67.30%	2,821	61.06%
Different state			1,712	37.06%
Born outside United States			48	1.04%
Foreign born	70	1.60%	39	0.84%
Entered previous decade	0	0.00%	19	0.41%
Naturalized citizen			20	0.43%
Not a citizen			19	0.41%



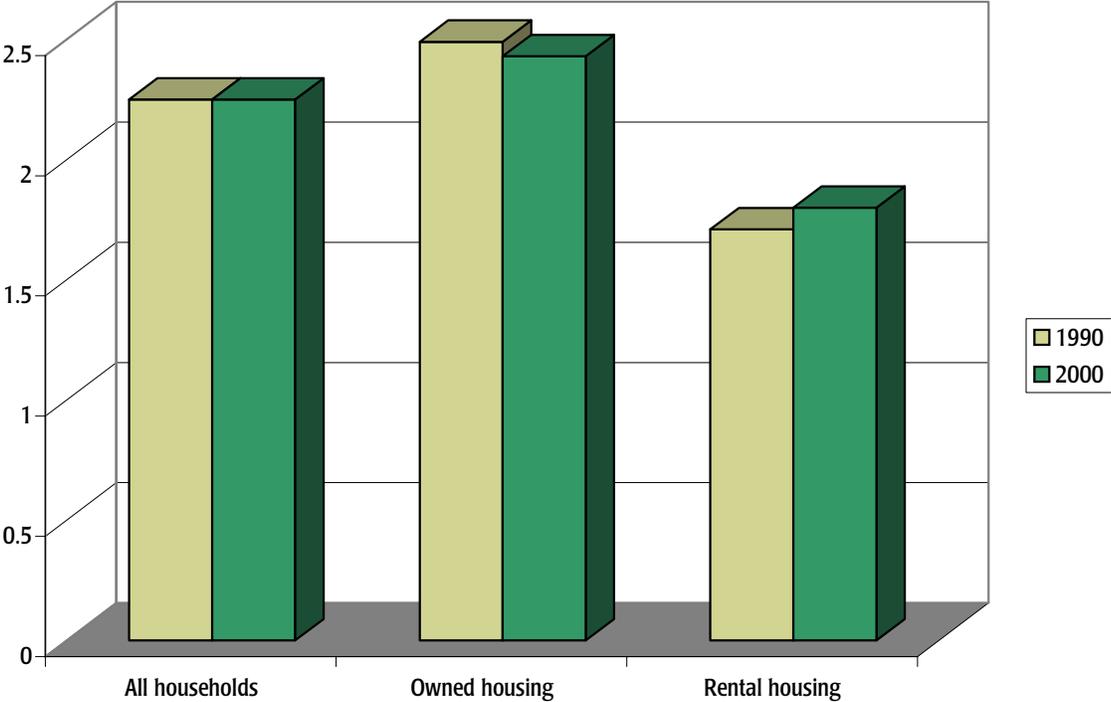
Households

	1990		2000
Total households	1,902	Total households	1,968
Family households (families)	1,201	Family households (families)	1,248
Married-couple families	1,045	With own children under 18 years	520
Other family, male householder	25	Married-couple family	1,059
Other family, female householder	131	With own children under 18 years	397
		Female householder, no husband present	143
		With own children under 18 years	94
Nonfamily households	701	Nonfamily households	720
Householder living alone	670	Householder living alone	668
Householder 65 years and over	427		418



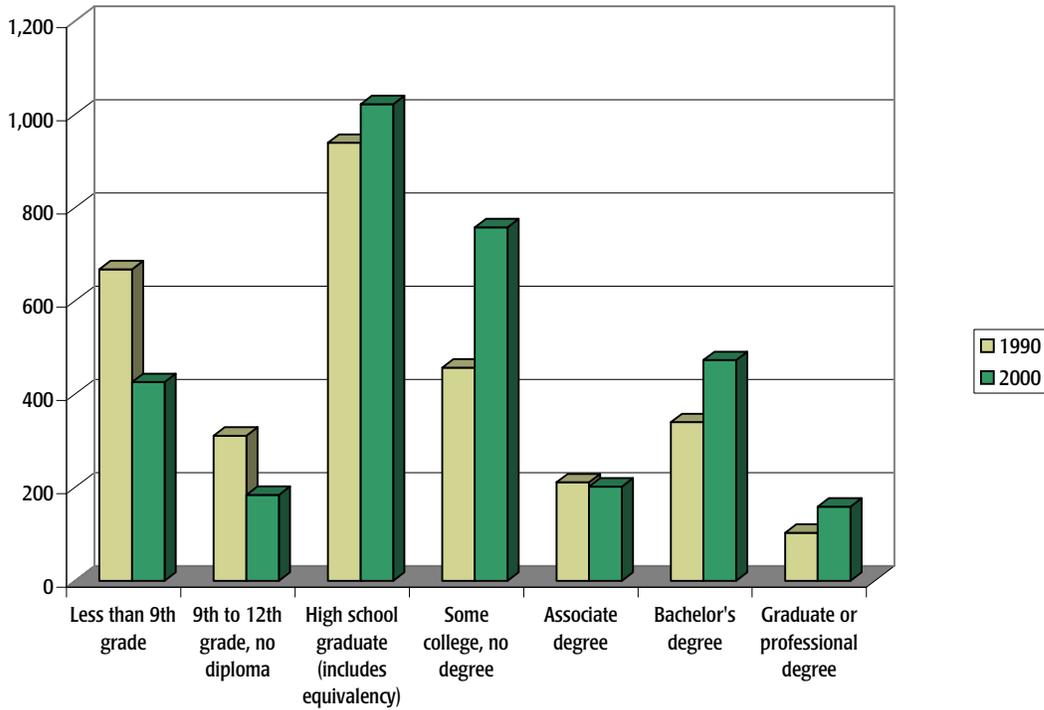
Household Size

	<u>1990</u>		<u>2000</u>
Persons per household	2.25	Average household size	2.25
		Average family size	2.9
Persons per owner-occupied unit	2.49	Average household size of owner-occupied unit	2.43
Persons per renter-occupied unit	1.71	Average household size of renter-occupied unit	1.8



Educational Attainment

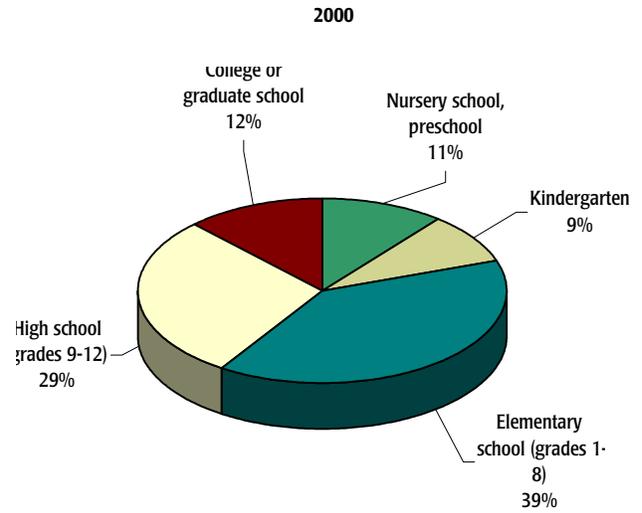
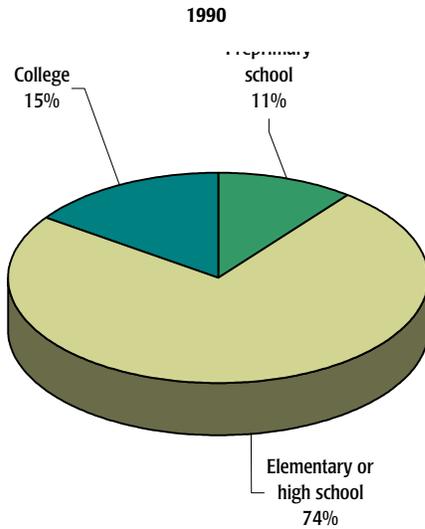
	1990		2000		1990 to 2000 Percent Change
	Number	Percent	Number	Percent	
Population 25 years and over	3,029	100.00%	3,224	100.00%	6.44%
Less than 9th grade	668	22.05%	426	13.21%	-36.23%
9th to 12th grade, no diploma	311	10.27%	184	5.71%	-40.84%
High school graduate (includes equivalency)	939	31.00%	1,022	31.70%	8.84%
Some college, no degree	457	15.09%	758	23.51%	65.86%
Associate degree	211	6.97%	202	6.27%	-4.27%
Bachelor's degree	340	11.22%	473	14.67%	39.12%
Graduate or professional degree	103	3.40%	159	4.93%	54.37%



School Enrollment

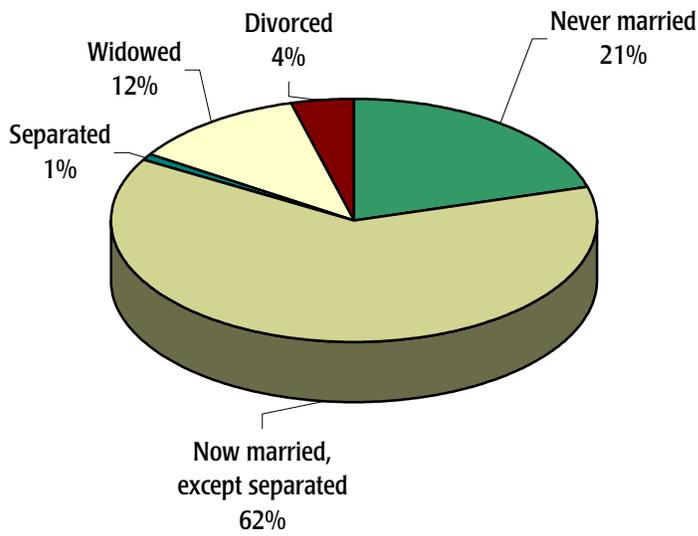
	1990	
	Number	Percent
Persons 3 years and over enrolled in school	1,004	100.00%
Preprimary school	107	10.66%
Elementary or high school	743	74.00%
College	154	15.34%
Percent in private school		1.70%

	2000	
	Number	Percent
Population 3 years and over enrolled in school	1,127	100.00%
Nursery school, preschool	122	10.83%
Kindergarten	99	8.78%
Elementary school (grades 1-8)	446	39.57%
High school (grades 9-12)	323	28.66%
College or graduate school	137	12.16%



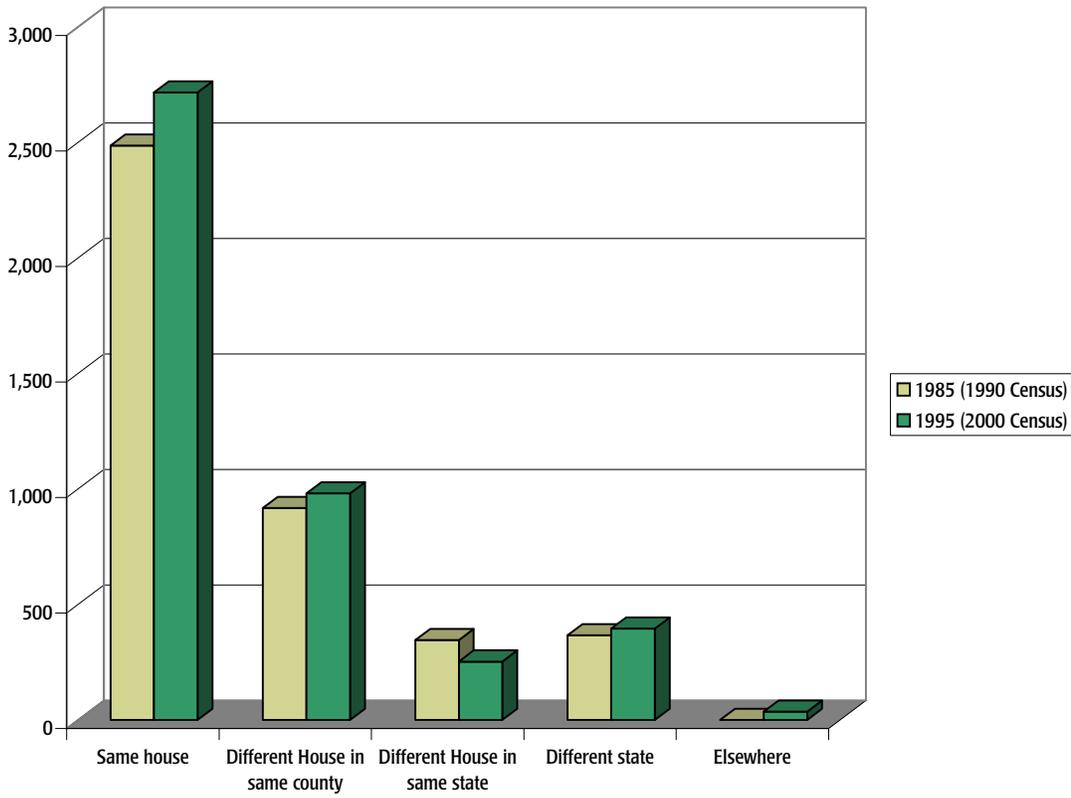
Marital Status

	2000	
	Number	Percent
Population 15 years and over	3,728	100.00%
Never married	770	20.65%
Now married, except separated	2,337	62.69%
Separated	32	0.86%
Widowed	437	11.72%
Divorced	152	4.08%



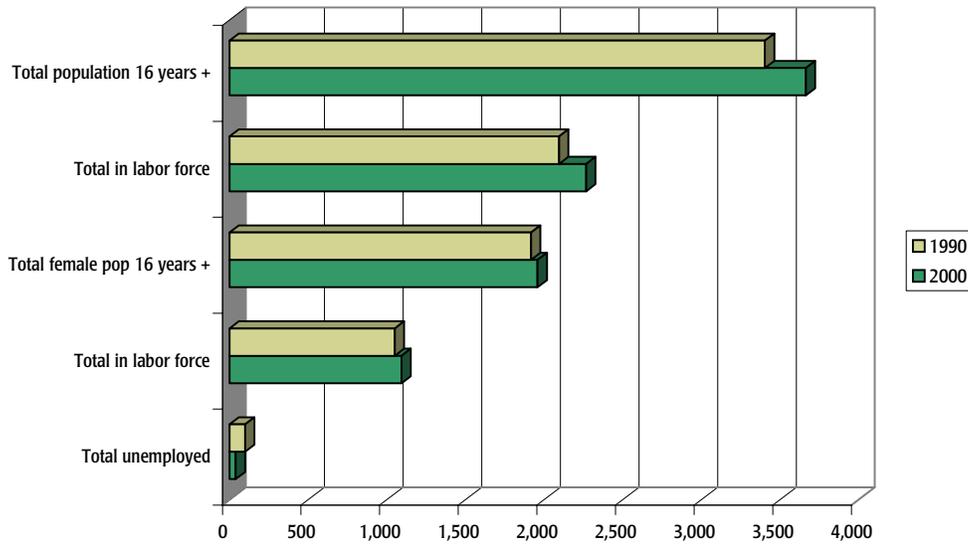
Residence Five Years Prior to Census

	1985 (1990 Census)		1995 (2000 Census)		1990 to 2000 Percent Change
	Number	Percent	Number	Percent	
Population 5 years and over	4,118	100.00%	4,383	100.00%	6.44%
Same house	2,487	60.39%	2,717	61.99%	9.25%
Different House in same county	918	22.29%	981	22.38%	6.86%
Different House in same state	346	8.40%	253	5.77%	-26.88%
Different state	367	8.91%	396	9.03%	7.90%
Elsewhere	0	0.00%	36	0.82%	#DIV/0!



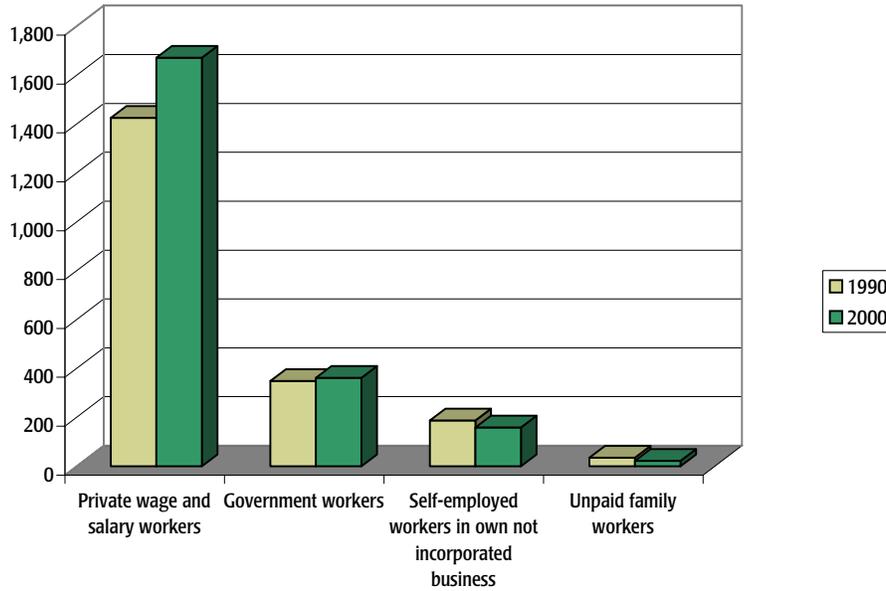
Employment Status

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Population 16 years and over	3,405	100.00%	3,666	100.00%	7.67%
In labor force	2,096	61.56%	2,268	61.87%	8.21%
Civilian labor force	2,096	61.56%	2,253	61.46%	7.49%
Employed	1,996	58.62%	2,213	60.37%	10.87%
Unemployed	100	2.94%	40	1.09%	-60.00%
Not in labor force	1,309	38.44%	1,398	38.13%	6.80%
Females 16 years and over	1,918	56.33%	1,960	53.46%	2.19%
In labor force	1,051	30.87%	1,094	29.84%	4.09%
Civilian labor force	1,051	30.87%		0.00%	-100.00%
Employed	1,011	29.69%	1,073	29.27%	6.13%
Own children under 6 years	340	9.99%	362	9.87%	6.47%
All parents in family in labor force	315	9.25%	335	9.14%	6.35%



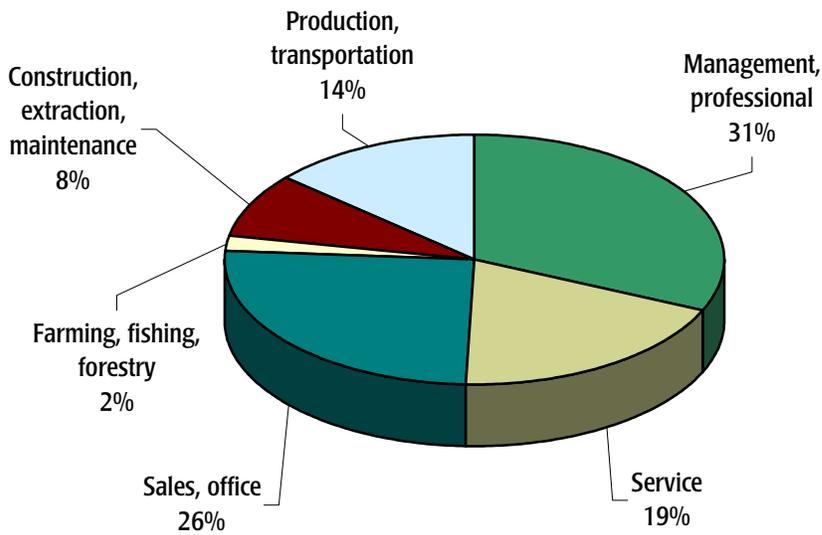
Class of Worker

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
Private wage and salary workers	1,425	71.39%	1,672	75.55%	17.33%
Government workers	349	17.48%	361	16.31%	3.44%
Self-employed workers in own not incorporated business	187	9.37%	158	7.14%	-15.51%
Unpaid family workers	35	1.75%	22	0.99%	-37.14%



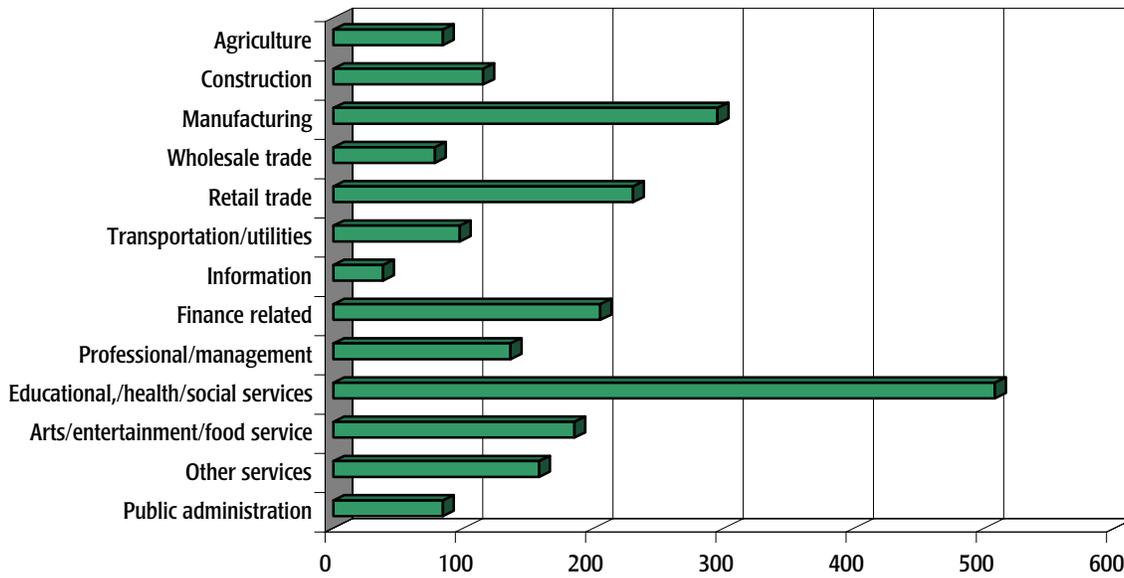
Occupation

	2000	
	Number	Percent
Management, professional, and related occupations	698	31.54%
Service occupations	418	18.89%
Sales and office occupations	569	25.71%
Farming, fishing, and forestry occupations	41	1.85%
Construction, extraction, and maintenance occupations	187	8.45%
Production, transportation, and material moving occupations	300	13.56%



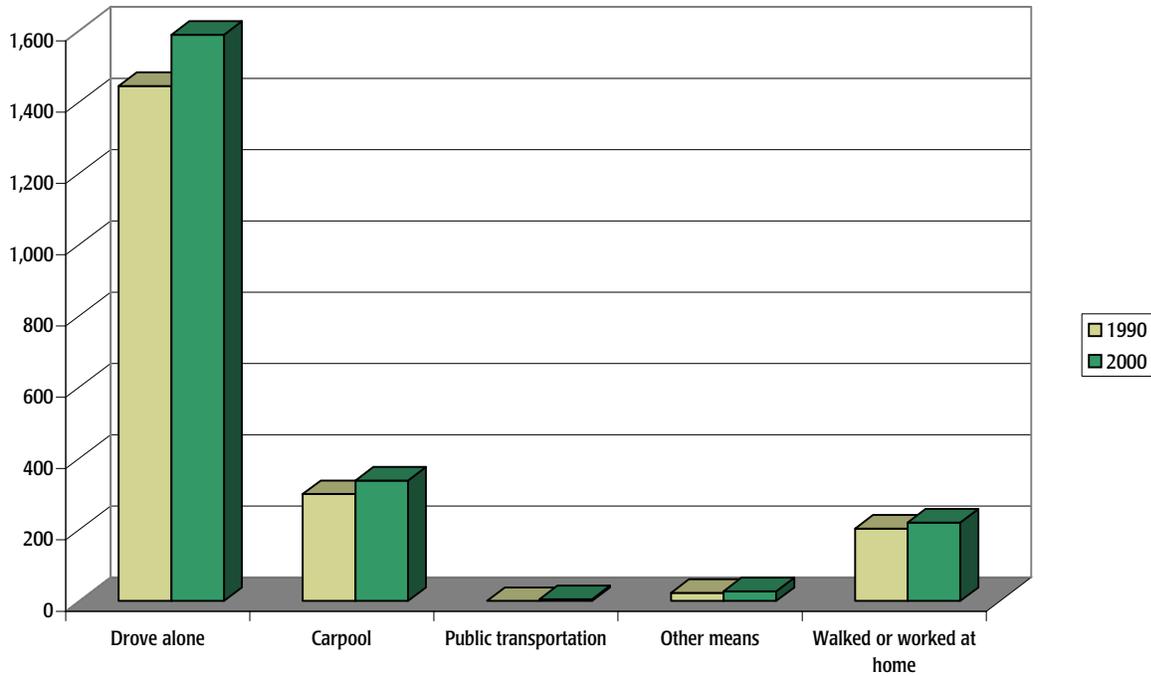
Industry

	<u>2000</u>	
	<u>Number</u>	<u>Percent</u>
Employed civilian population 16 years and over	2,213	100.00%
Agriculture, forestry, fishing, hunting, mining	84	3.80%
Construction	115	5.20%
Manufacturing	295	13.33%
Wholesale trade	78	3.52%
Retail trade	230	10.39%
Transportation, warehousing, utilities	97	4.38%
Information	38	1.72%
Finance, insurance, real estate, rental/easing	205	9.26%
Professional, scientific, management, administrative, waste management	136	6.15%
Educational, health, social services	508	22.96%
Arts, entertainment, recreation, accommodation, food services	185	8.36%
Other services	158	7.14%
Public administration	84	3.80%



Commuting to Work

	1990			2000		1990 to 2000 Percent Change
	Number	Percent		Number	Percent	
Workers 16 years and over	1,971	100.00%	Workers 16 years and over	2,179	100.00%	10.55%
Drove alone	1,445	73.31%	Car, truck, or van -- drove alone	1,589	72.92%	9.97%
In carpools	300	15.22%	Car, truck, or van -- carpooled	338	15.51%	12.67%
Using public transportation	0	0.00%	Public transportation (including taxical	5	0.23%	#DIV/0!
Using other means	23	1.17%	Walked	157	7.21%	
Walked or worked at home	203	10.30%	Other means	27	1.24%	17.39%
			Worked at home	63	2.89%	



Income (1999)

	Number	Percent	Mean Amount
Households	1,970	100.00%	
Less than \$10,000	208	10.56%	
\$10,000 to \$14,999	206	10.46%	
\$15,000 to \$24,999	276	14.01%	
\$25,000 to \$34,999	265	13.45%	
\$35,000 to \$49,999	377	19.14%	
\$50,000 to \$74,999	357	18.12%	
\$75,000 to \$99,999	174	8.83%	
\$100,000 to \$149,999	71	3.60%	
\$150,000 to \$199,999	25	1.27%	
\$200,000 or more	11	0.56%	
With earnings	1,343	68.17%	\$ 43,535
With Social Security income	819	41.57%	\$ 11,039
With Supplemental Security Income	76	3.86%	\$ 6,363
With public assistance income	104	5.28%	\$ 1,656
With retirement income	334	16.95%	\$ 14,436
Median household income (dollars)	\$ 36,271		

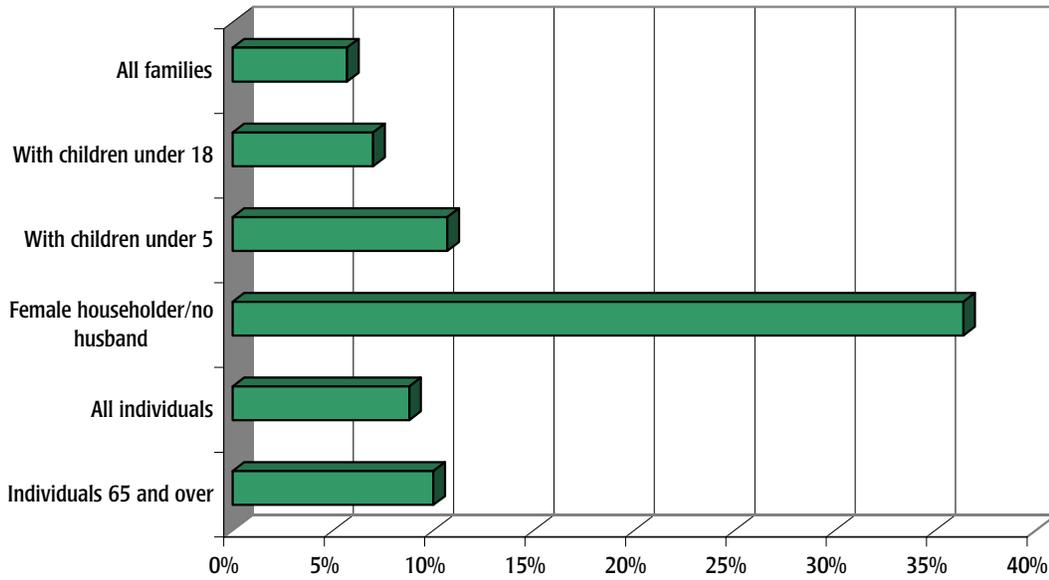
Families	1,271	100.00%
Less than \$10,000	55	4.33%
\$10,000 to \$14,999	46	3.62%
\$15,000 to \$24,999	104	8.18%
\$25,000 to \$34,999	206	16.21%
\$35,000 to \$49,999	290	22.82%
\$50,000 to \$74,999	326	25.65%
\$75,000 to \$99,999	159	12.51%
\$100,000 to \$149,999	64	5.04%
\$150,000 to \$199,999	12	0.94%
\$200,000 or more	9	0.71%
Median family income (dollars)	\$ 46,745	

Per capita income (dollars)	\$ 18,692
Median earnings (dollars):	
Male full-time, year-round workers	\$ 30,549
Female full-time, year-round workers	\$ 22,660



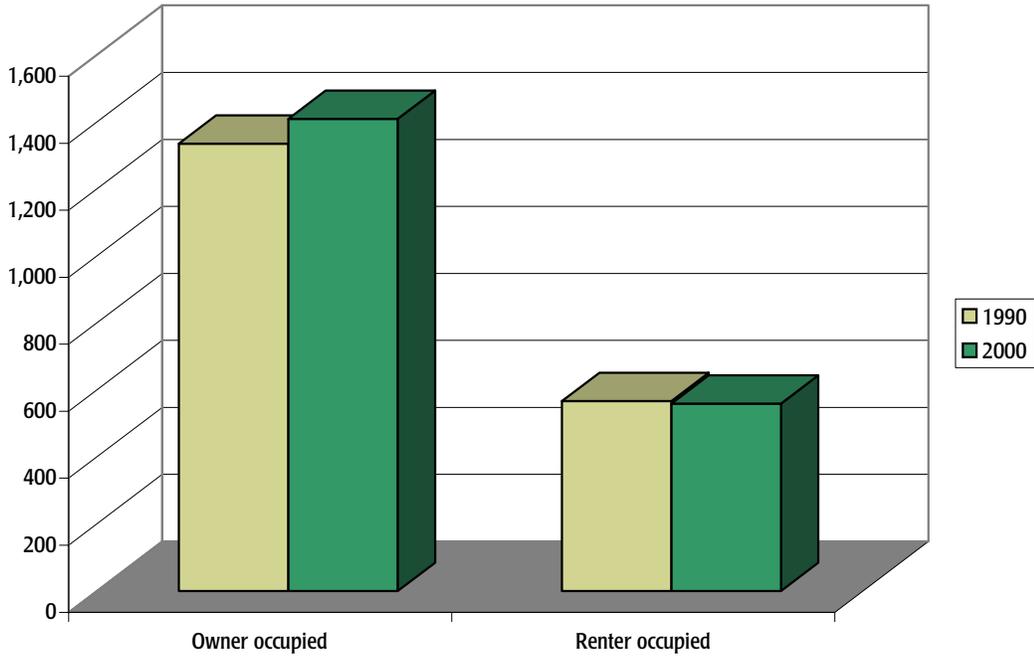
Poverty Status (1999)

	Number Below Poverty Level	Percent Below Poverty Level
Families	73	5.70%
With related children under 18 years	38	7.00%
With related children under 5 years	22	10.70%
Families with female householder, no husband present	39	36.40%
With related children under 18 years	31	40.30%
With related children under 5 years	20	62.50%
Individuals	392	8.80%
18 years and over	295	8.70%
65 years and over	107	10.00%
Related children under 18 years	76	7.10%
Related children 5 to 17 years	47	5.60%
Unrelated individuals 15 years and over	199	24.90%



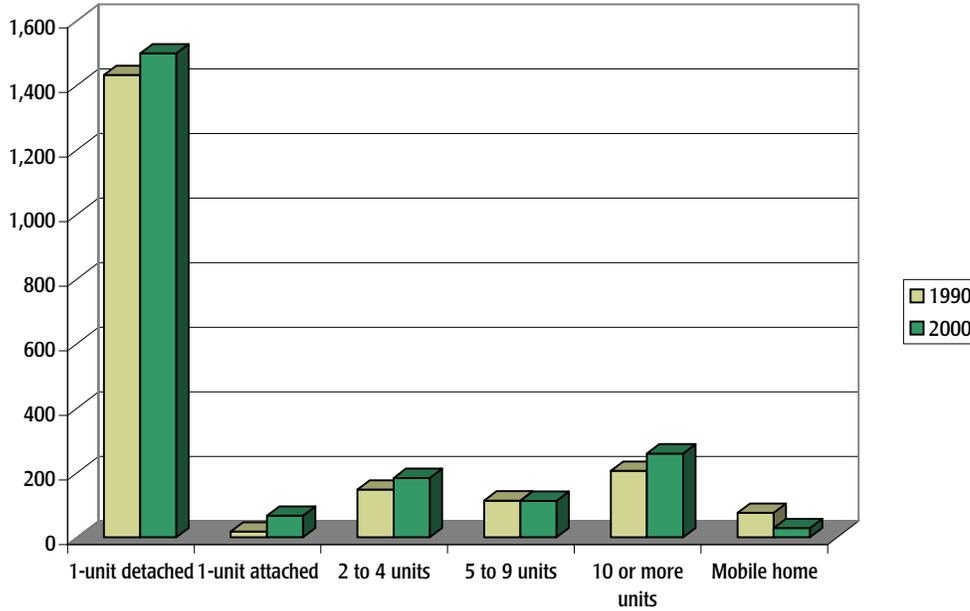
Tenure of Occupied Housing

	1990		2000			1990 to 2000
	Number	Percent	Number	Percent		Percent Change
Owner occupied	1,335	70.19%	1,409	71.60%	Owner occupied	5.54%
Renter occupied	567	29.81%	559	28.40%	Renter occupied	-1.41%



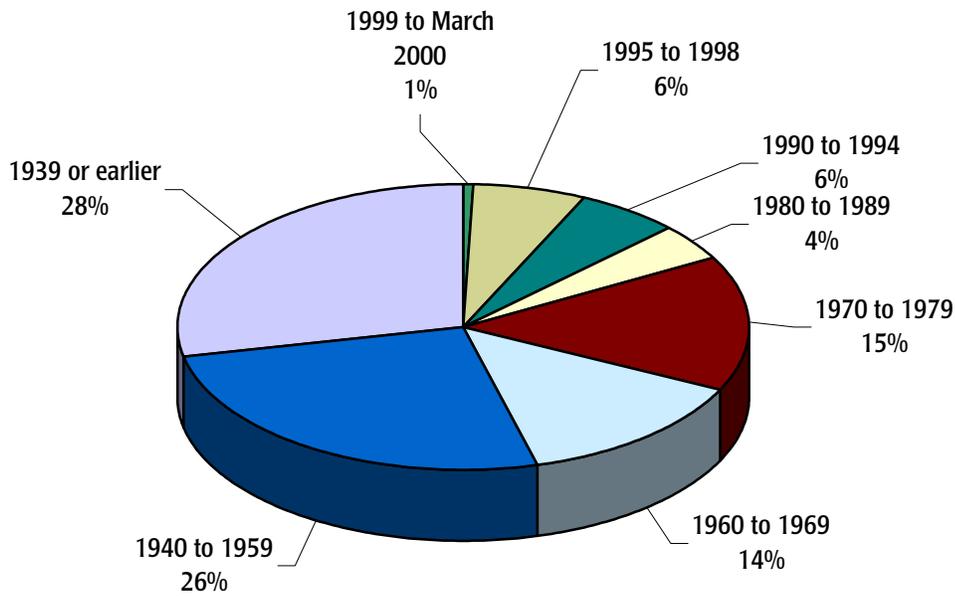
Units in Structure

	1990			2000			1990 to 2000	
	Number	Percent		Number	Percent		Percent Change	
1-unit detached	1,432	71.82%	1-unit, detached	1,499	100.00%	1-unit detached	4.68%	
1-unit attached	18	0.90%	1-unit, attached	67	4.47%	1-unit attached	272.22%	
2 to 4 units	148	7.42%	2 units	87	5.80%	2 to 4 units	24.32%	
5 to 9 units	114	5.72%	3 or 4 units	97	6.47%	5 to 9 units	-0.88%	
10 or more units	206	10.33%	5 to 9 units	113	7.54%	10 or more units	26.21%	
Mobile home, trailer, or other	76	3.81%	10 to 19 units	95	6.34%	Mobile home		
			20 or more units	165	11.01%			
			Mobile home	29	1.93%			



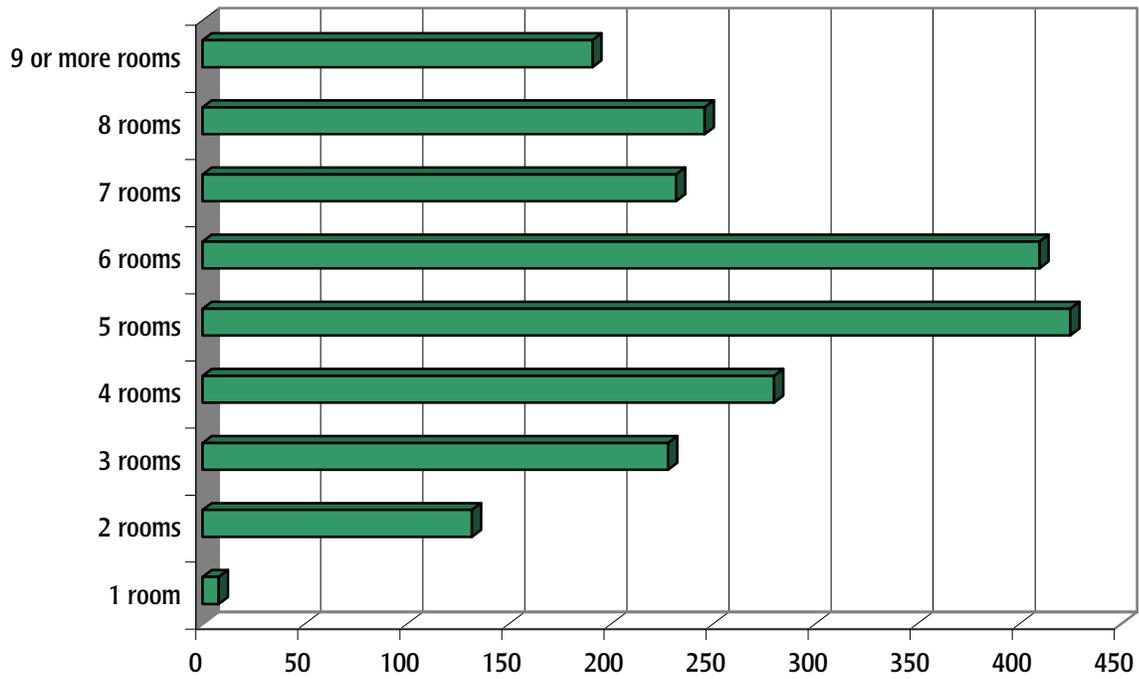
Year Structure Built

	2000	
	Number	Percent
1999 to March 2000	12	0.56%
1995 to 1998	139	6.46%
1990 to 1994	125	5.81%
1980 to 1989	91	4.23%
1970 to 1979	327	15.20%
1960 to 1969	294	13.66%
1940 to 1959	553	25.70%
1939 or earlier	611	28.39%



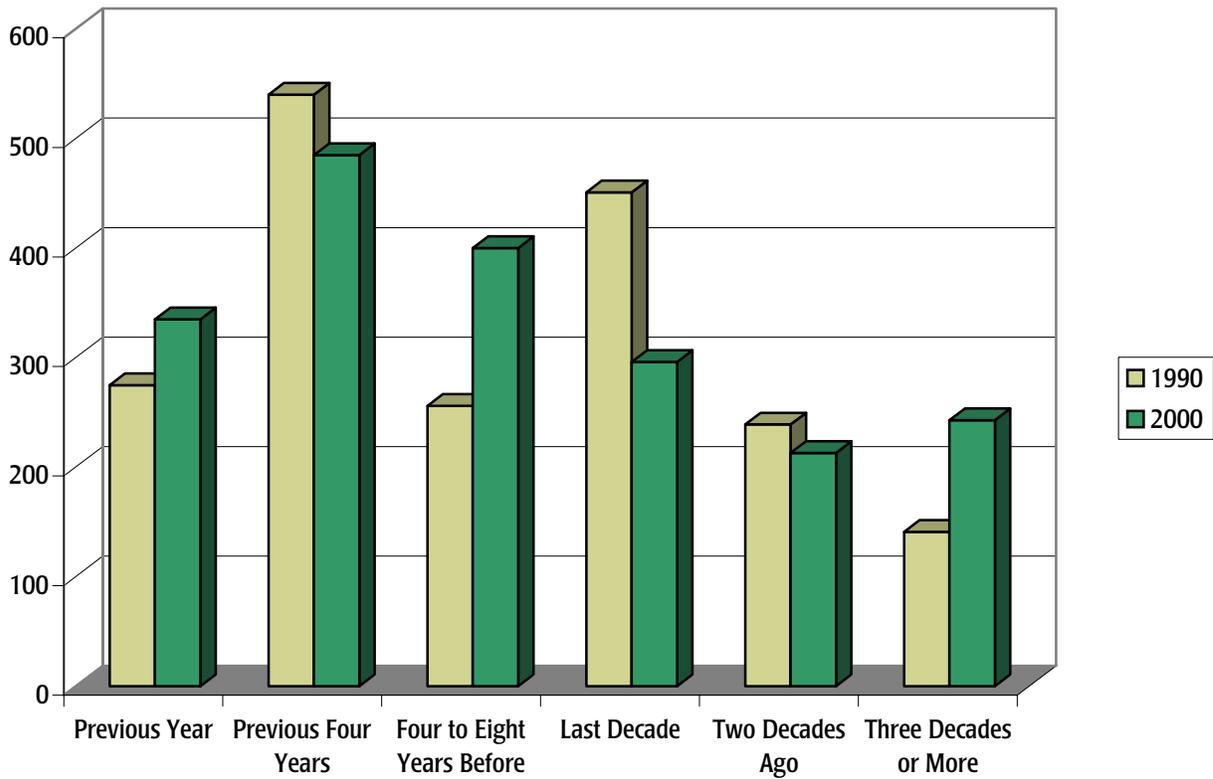
Number of Rooms

BEDROOMS	1990		ROOMS	2000	
	Number	Percent		Number	Percent
No bedroom	8	0.40%	1 room	8	0.47%
1 bedroom	290	14.54%	2 rooms	132	7.73%
2 bedrooms	570	28.59%	3 rooms	228	13.36%
3 bedrooms	725	36.36%	4 rooms	280	16.40%
4 bedrooms	327	16.40%	5 rooms	425	24.90%
5 or more bedroom	74	3.71%	6 rooms	410	24.02%
			7 rooms	232	13.59%
			8 rooms	246	14.41%
			9 or more rooms	191	11.19%
			Median (rooms)	5.5	



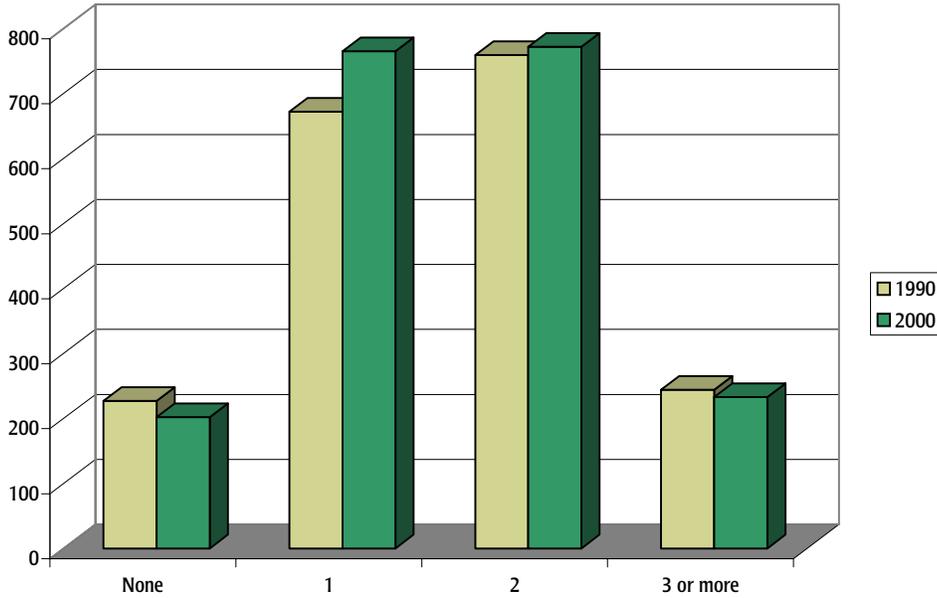
Year Housholder Moved into Unit

	1990			2000	
	Number	Percent		Number	Percent
1989 to March 1990	275	14.46%	1999 to March 2000	335	16.99%
1985 to 1988	540	28.39%	1995 to 1998	485	24.59%
1980 to 1984	256	13.46%	1990 to 1994	400	20.28%
1970 to 1979	451	23.71%	1980 to 1989	296	15.01%
1960 to 1969	239	12.57%	1970 to 1979	213	10.80%
1959 or earlier	141	7.41%	1969 or earlier	243	12.32%



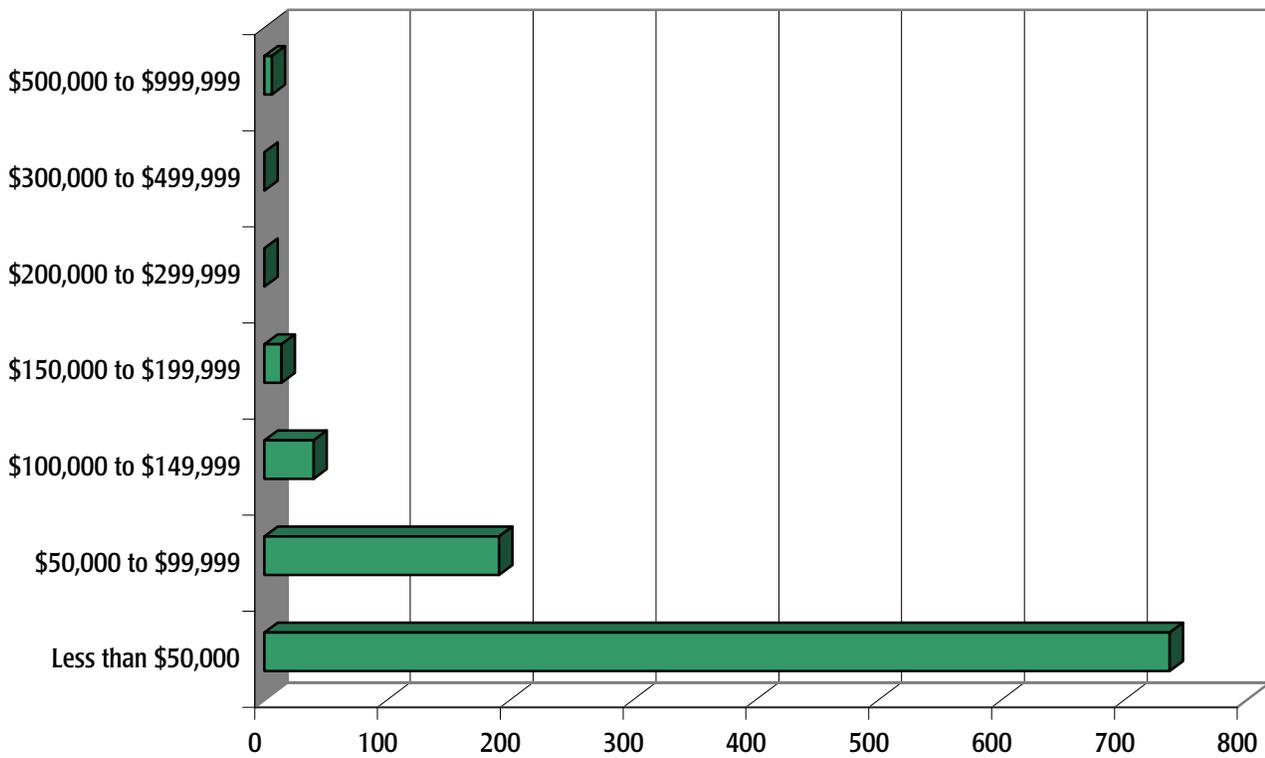
Vehicles Available

	1990		2000		1990 to 2000
	Number	Percent	Number	Percent	Percent Change
None	227	11.93%	202	10.24%	-11.01%
1	672	35.33%	765	38.79%	13.84%
2	759	39.91%	772	39.15%	1.71%
3 or more	244	12.83%	233	11.82%	-4.51%



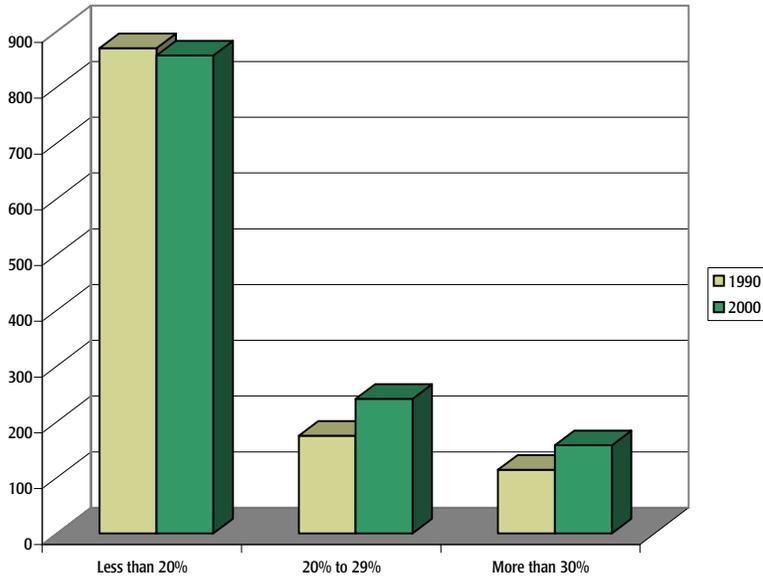
Value of Owned Housing

	2000
Less than \$50,000	273
\$50,000 to \$99,999	737
\$100,000 to \$149,999	191
\$150,000 to \$199,999	40
\$200,000 to \$299,999	14
\$300,000 to \$499,999	0
\$500,000 to \$999,999	0
\$1,000,000 or more	6
Median (dollars)	\$ 72,600



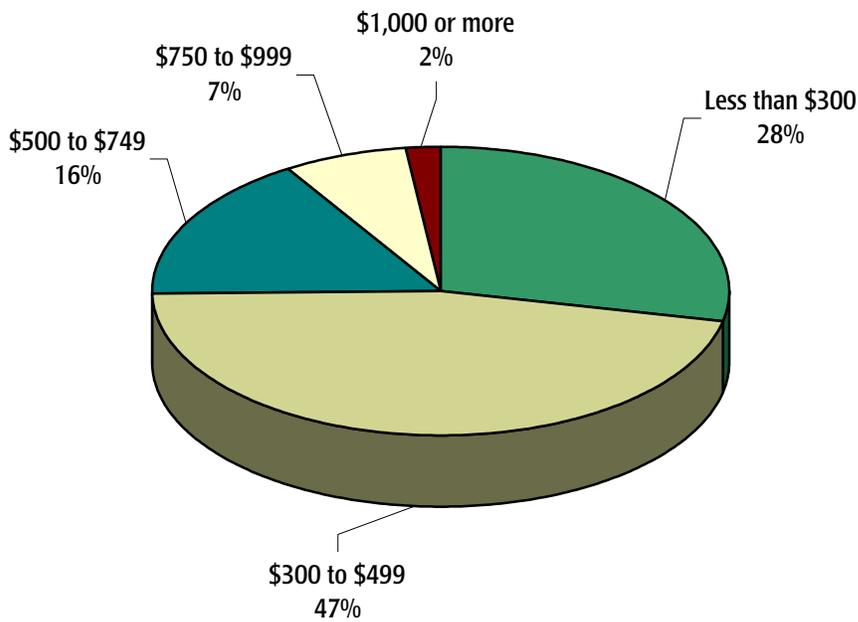
Selected Monthly Housing Costs as a Percentage of Household Income

	1990			2000		1990 to 2000 Percent Change
	Number	Percent		Number	Percent	
Specified owner-occupied housing units	1,164	100.00%	Specified owner-occupied units	1,261	100.00%	8.33%
Less than 20 percent	870	74.74%	Less than 15 percent	621	49.25%	-1.49%
20 to 24 percent	119	10.22%	15 to 19 percent	236	18.72%	11.76%
25 to 29 percent	56	4.81%	20 to 24 percent	133	10.55%	92.86%
30 to 34 percent	24	2.06%	25 to 29 percent	108	8.56%	150.00%
35 percent or more	90	7.73%	30 to 34 percent	60	4.76%	8.89%
Not Computed	5	0.43%	35 percent or more	98	7.77%	
			Not Computed	5	0.40%	



Gross Rent

	2000	
	Number	Percent
Specified renter-occupied units	555	100.00%
Less than \$200	93	16.76%
\$200 to \$299	57	10.27%
\$300 to \$499	248	44.68%
\$500 to \$749	86	15.50%
\$750 to \$999	38	6.85%
\$1,000 to \$1,499	10	1.80%
\$1,500 or more	0	0.00%
No cash rent	23	4.14%
Median (dollars)	\$ 393	



Gross Rent as a Percentage of Household Income

	1990			2000			1990 to 2000 Percent Change
	Number	Percent		Number	Percent		
Specified renter-occupied housing units	566	100.00%	Specified renter-occupied units	555	100.00%		-1.94%
Less than 20 percent	207	36.57%	Less than 15 percent	86	15.50%	Less than 20 percent	-28.99%
20 to 24 percent	90	15.90%	15 to 19 percent	61	10.99%	20 to 24 percent	-8.89%
25 to 29 percent	101	17.84%	20 to 24 percent	82	14.77%	25 to 29 percent	2.97%
30 to 34 percent	69	12.19%	25 to 29 percent	104	18.74%	30 to 34 percent	-63.77%
35 percent or more	79	13.96%	30 to 34 percent	25	4.50%	35 percent or more	101.27%
Not Computed	20	3.53%	35 percent or more	159	28.65%		
			Not Computed	38	6.85%		

