

# CHAPTER ONE INTRODUCTION

Luverne's Comprehensive Plan is the City's foundational policy document for planning for the future. It is a tool for guiding growth, redevelopment, and improvement of Luverne. This plan identifies places where change is needed and sets the type of land use and location to meet the needs of the community. The plan has the larger effect of influencing the character of the community and the quality of life in Luverne.

The Comprehensive Plan consists of a series of interrelated elements that work collectively to create a plan for the future, including:

- Demographic and Data Analysis
- Land Use Planning and Zoning
- Housing
- Parks and Trails and Natural Resources
- Transportation
- Infrastructure and Utilities
- Tourism
- Urban Design and Community & Economic Development
- Implementation

## Vision Statement

**LOVE THE LIFE!** Luverne desires to be a healthy community that offers an exceptional quality of life - a safe place to live and raise a family with a variety of recreation opportunities; a positive and progressive environment to work, invest in or bring a business; and a place to visit with opportunities to eat, dine, shop, and be entertained!



Coordinate a solution with the County, School District and major employers to provide quality, accessible and affordable childcare that is scaled to meet future needs.



Expand recreational opportunities by renovating and expanding the pool and fitness center, and adding an indoor walking track.



Facilitate the construction of workforce housing, along with an overall increase in residential construction to meet housing goals.



Enhance tourism and destination branding initiatives within the community and take advantage of the 210,000 people within a 30 mile radius that could contribute to the local economy.



Construct the necessary infrastructure, including roads, electrical substation and utilities, to facilitate growth and expansion of the industrial park.



Acquire and develop property to accommodate the future need for residential, commercial and industrial park growth.



Continue trail development to enhance the recreational opportunities in the community and provide connections to other community amenities.



Attract people to live in Luverne and work in nearby communities, including Sioux Falls, SD.



## CHAPTER TWO

# LAND USE

The Land Use Plan consists of three elements. Existing Land Use provides a snapshot of the current land uses in Luverne. Future Land Use provides a description and explanation of the character and qualities of each future land use designation. These descriptions provide the framework for evaluating land use decisions and guiding public actions. The Future 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. Finally, the plan divides the community into a series of subareas or 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 Future Land Use Plan places every parcel of land in Luverne into a specific category which determines the type and intensity of development allowed. The Comprehensive Plan encompasses four broad categories of land use. 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. Public and Institutional land uses support the private development pattern. The overlay districts are used to establish alternative land development requirements within a specific area of the city that may require special attention. Overlay districts are not a land use designation, but a tool intended to help implement the goals and policies of the Comprehensive Plan.

## Goals

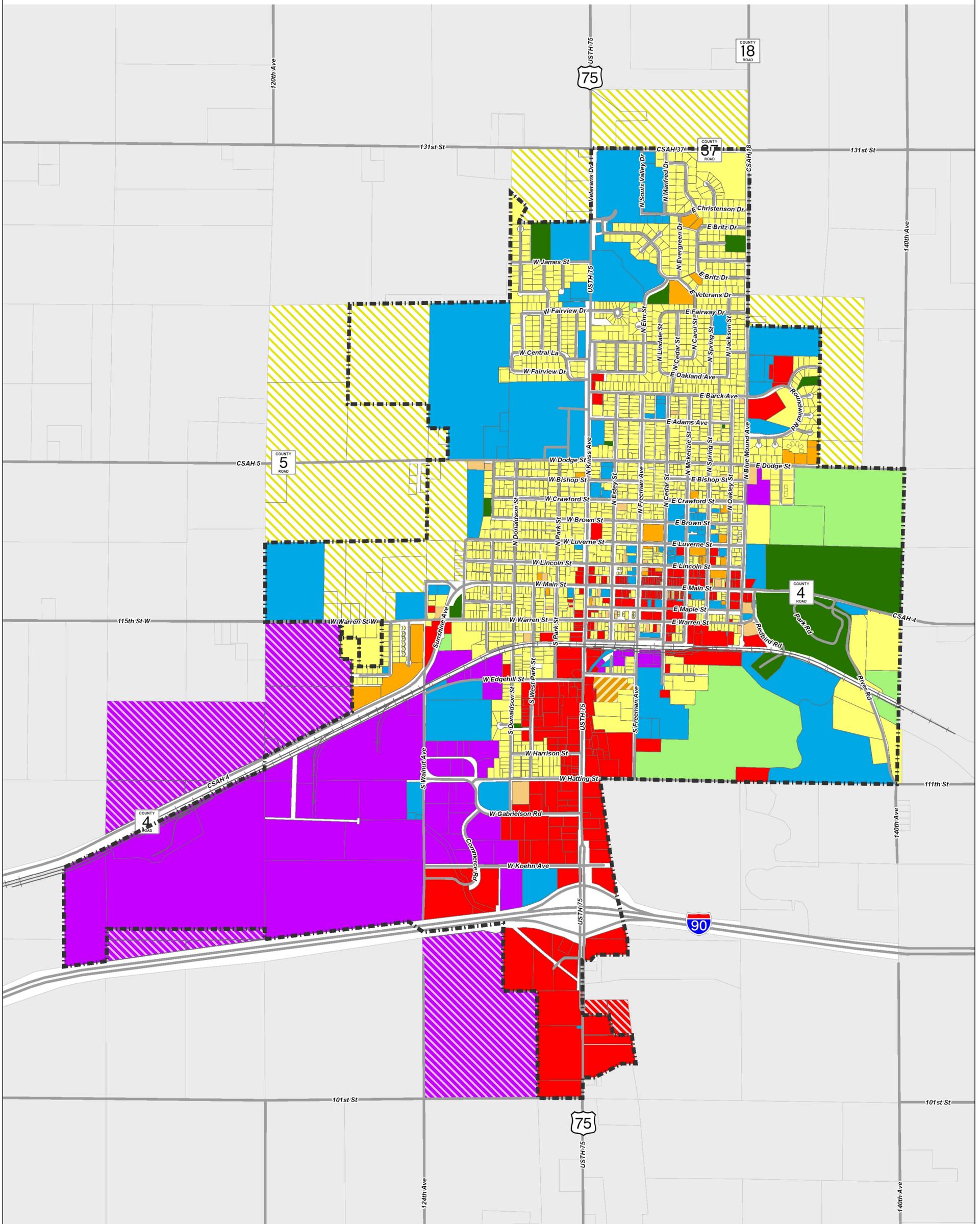
- Ensure adequate land is available in and around the City for residential, commercial, and industrial growth.
- Guide and integrate new development with the City's natural environment in a compatible manner.
- Market available property to developers for development

### Existing Land Use Characteristics

Category	Acreage	Percentage
Agriculture	524.61	25.96%
Commercial	230.65	11.41%
Industrial	174.04	8.61%
Public Right of Way	50.65	2.51%
Park	99.79	4.94%
Public/Institutional	383.56	18.98%
Residential - High Density	22.02	1.09%
Residential - Low Density	509.33	25.20%
Residential - Medium Density	17.73	0.88%
Residential - Mobile Home Park	4.52	0.22%
Residential - Vacant Land	3.88	0.19%
<b>Total</b>	<b>2,020.78</b>	<b>100%</b>

### Future Land Use Characteristics

Land Use Category	Gross Acres	Percent of Total
Agriculture	145.43	5.44%
Commercial	259.28	9.69%
Commercial Reserve	7.15	0.27%
Industrial	423.27	15.82%
Industrial Reserve	283.32	10.59%
Right-of-Way	49.47	1.85%
Park	98.64	3.69%
Public/Institutional	386.01	14.43%
Residential - High Density	27.84	1.04%
Residential - Low Density	496.04	18.54%
Residential - Medium Density	12.77	0.48%
Residential - Mobile Home Park	4.52	0.17%
Residential Reserve	481.16	17.99%
<b>Total</b>	<b>2,674.90</b>	<b>100%</b>



**Legend**

Corporate Limits

Railroad

0 1,500  
Feet

Source: Rock County, MnDOT, MnGeo

**Future Land Use**

- Park
- Agriculture
- Public/Institutional
- Commercial
- Industrial Land/Building

- Residential - Low Density
- Residential - Medium Density
- Residential - High Density

- Residential - Mobile Home Park
- Residential Reserve
- Commercial Reserve
- Industrial Reserve



# CHAPTER THREE HOUSING

Housing is an important part of Luverne since more land area is and will be allocated to housing than any other type of land use. Luverne is a community of neighborhoods with safe, attractive, and affordable housing options to serve residents throughout their lifetimes. To this end, Luverne will support policies that preserve and enhance the character of existing neighborhoods while encouraging diverse housing options in all neighborhoods—new and old.

The need for housing is based on an analysis of community demographics and trends and existing housing stock and condition. This data is used to provide an estimate of future housing needs, including special needs populations, which gives direction to the formation of goals and policies to meet those needs. Figure 23 identifies population and household forecasts through 2040. Figure 24 identifies the demand for housing in Luverne through 2025.

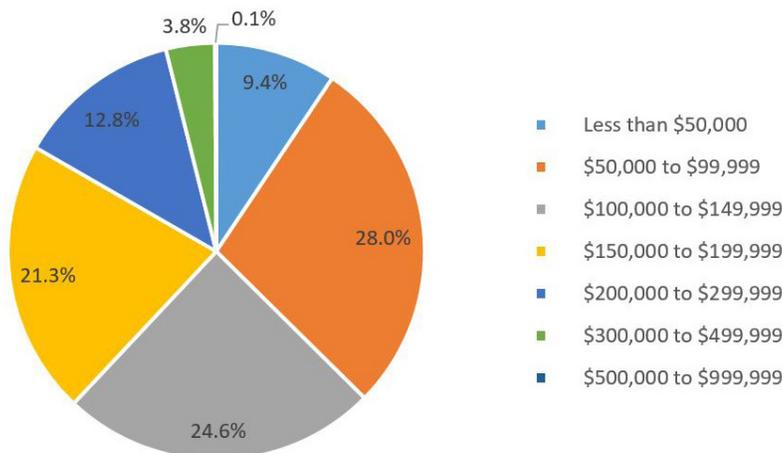
## Goals

- Construct appropriate housing to meet the needs of the aging population.
- Construct appropriate housing to attract young families.
- Construct appropriate housing to meet workforce housing needs.
- Maintain the quality of existing of housing.
- Ensure local land use controls and permitting procedures do not discourage housing development.

### Housing Units by Type

Housing Unit Type	Owner-Occupied		Renter-Occupied	
	Units	Percentage	Units	Percentage
Single Family Detached	1,299	93.2%	255	36.0%
Single Family Attached	54	3.9%	31	4.4%
Duplex/Triplex/Quadplex	11	0.8%	93	13.1%
Multifamily Units	23	1.6%	295	41.7%
Mobile Home	7	0.5%	34	4.8%
<b>Total</b>	<b>1,394</b>	<b>100.0%</b>	<b>708</b>	<b>100.0%</b>

### Owner Occupied Housing Unit Values



Source: American Community Survey 2015

**Summary of Predicted Housing Needs**

The City of Luverne has identified the following housing needs as priorities for the community through 2040.

**Life Cycle and Supportive Housing-** The largest demand for housing in Luverne is anticipated to be age-directed development for seniors, the majority of which will be rentals, but some specifically designed owner-occupied units may be in demand as well. Rental units include independent living townhomes and apartments, as well as congregate care, assisted living and memory care units.

**Rental-** Rental development will be directed towards townhomes and apartments.

**Owner Occupied Single Family -** The demand for entry-level and move-up units continues to increase, and includes both single family detached units and townhouse units. There is some demand for higher end executive housing units (15 to 20% of the needed housing through 2025).

**Multifamily Housing-** Multifamily housing will be developed with the character of Luverne in mind. This means that multifamily units will predominantly be townhouse and twin homes.

**Figure 23:**

**Housing Demand into 2025**

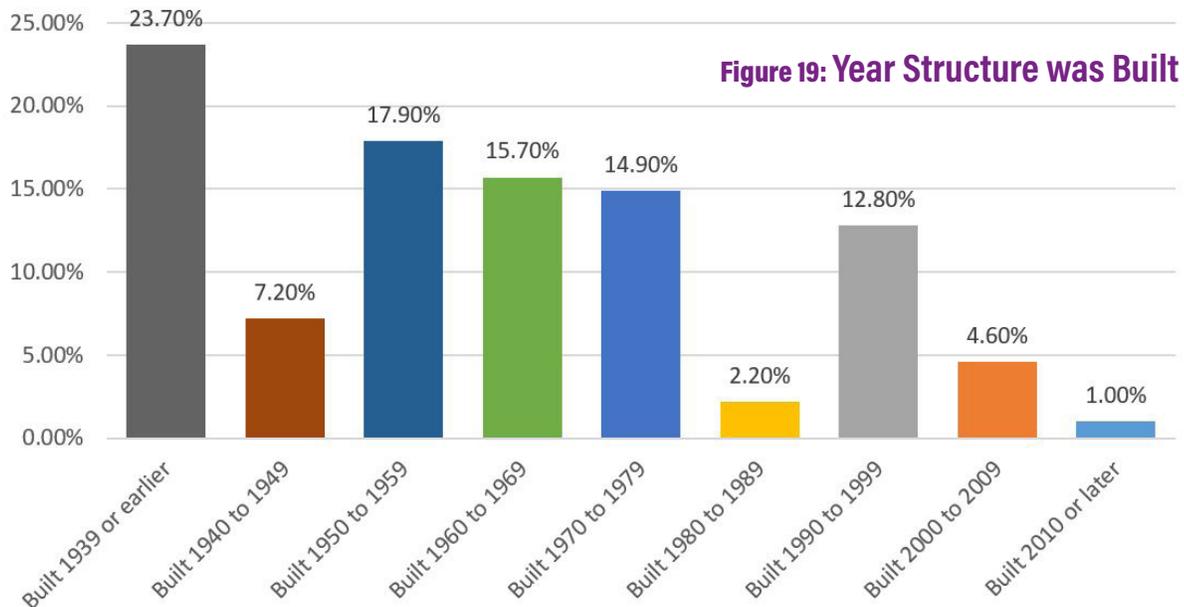
	Demand in Luverne
<b>General Occupancy</b>	
Rental Units – Market Rate	40
Rental Units – Affordable	14
Rental Units – Subsidized	27
For-Sale Lots – Single-family	31
For-Sale Units – Multifamily (Townhouses)	24
<b>Total</b>	<b>136</b>
<b>Age-Restricted (Senior)</b>	
<b>Adult Few Services</b>	
Ownership	35
Rental	14
Congregate	47
Assisted Living	30
Memory Care	38
Active Adult – Affordable	89
<b>Total</b>	<b>253</b>

*Source: Maxfield Research*

**Figure 24: Forecasted Population an Households**

	2010	2016	2021	2025	2030
<b>Population</b>	4,745	4,688	4,662	4,639	4,662
<b>Households</b>	2,048	2,070	2,055	2,050	2,071

*Source: ACS, Minnesota State Demographer estimates*



**Figure 19: Year Structure was Built**

## CHAPTER FOUR

# PARKS & RECREATION, TRAILS AND NATURAL RESOURCES

The park and trail system connects people to the land and to each other. The City of Luverne seeks to preserve, protect, maintain, improve, and enhance its natural resources, parkland, and recreational opportunities for current and future generations. This section provides details about the park system within Luverne and indexes the purposes of these parks. Map 3 illustrates existing and future parks and trails.

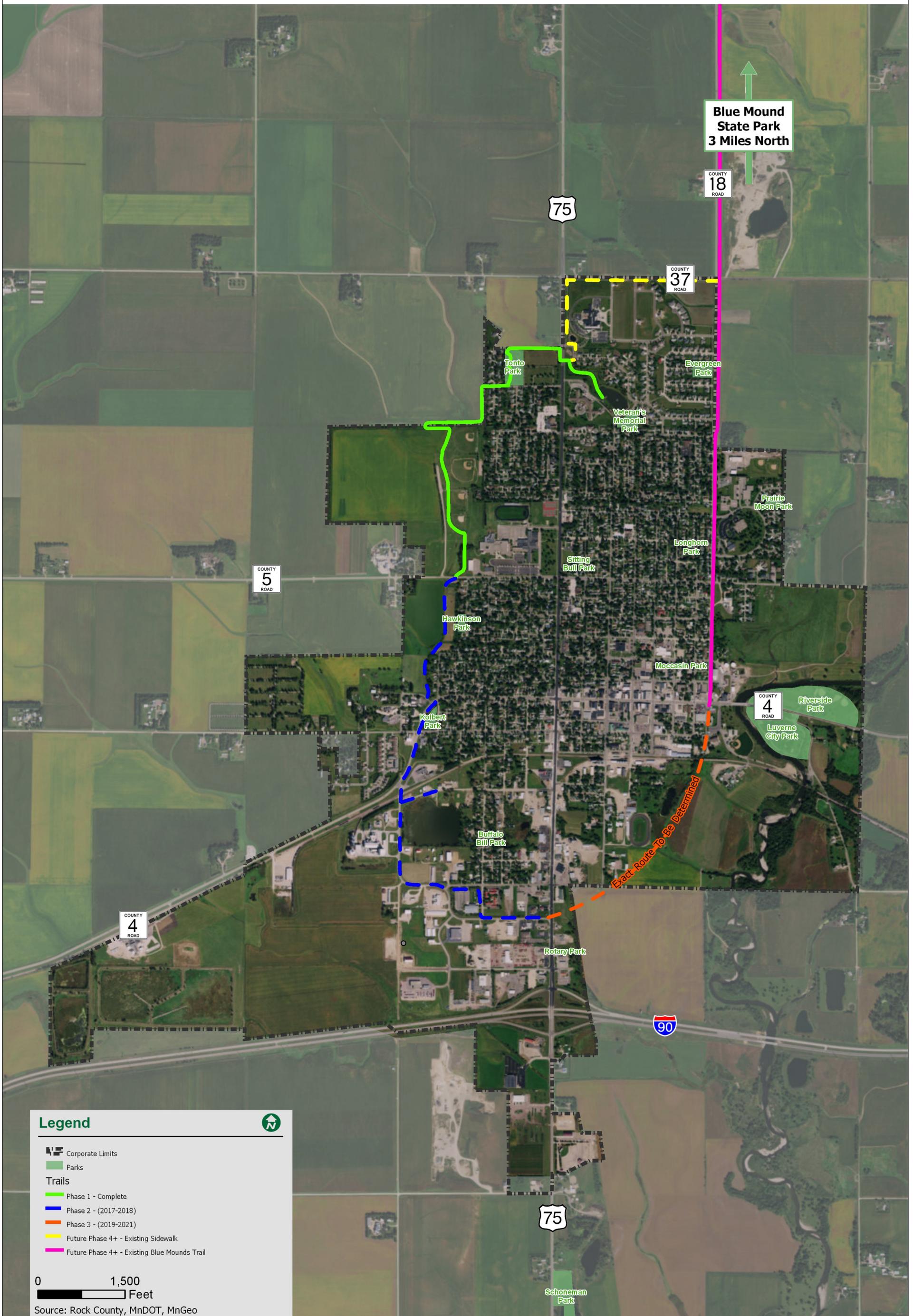
Natural resources are beneficial to the social, environmental, and economic vitality of a community. To ensure their quality and benefits, it is essential to plan and manage natural resources and areas as we do residential and commercial areas. The most significant Natural Resources within and surrounding the City include:

- The Rock River which runs through the east side of Luverne, and is a major asset to the City. Riverside Park and the City Park are adjacent to the river.
- The Lake, also known as Creamery Pond, is located at the southwest corner of Luverne, near County Road 4 and Edgehill Street. At nearly 22 acres, with a 12 acre permanent pond, The Lake currently provides fishing and kayaking/canoeing opportunities.
- Wetlands are not prevalent in Luverne, but there are some around the edges of the cities in the neighboring Townships. Elsewhere within the City are some areas of Moderate Biodiversity Significance.

Luverne residents value the natural resources in the City and prioritize their protection throughout anticipated growth. These and surrounding areas will be given special consideration as development occurs.

## Goals

- Provide trail users with a high quality, unique experience
- Improve parks to provide greater accessibility and enjoyment for users
- Develop a trailhead for the Luverne Loop and Blue Mounds Trail
- Increase the amount and type of recreational opportunities
- Enhance safe walking and cycling routes
- Expand trail to connect to other destinations and area attractions



**Legend**

- Corporate Limits
- Parks
- Trails**
- Phase 1 - Complete
- Phase 2 - (2017-2018)
- Phase 3 - (2019-2021)
- Future Phase 4+ - Existing Sidewalk
- Future Phase 4+ - Existing Blue Mounds Trail

0 1,500  
Feet

Source: Rock County, MnDOT, MnGeo

## CHAPTER FIVE

# TRANSPORTATION

The purpose of the Transportation Plan element is to provide the framework for decisions regarding the nature of roadway infrastructure improvements necessary to achieve safety, adequate access, mobility, and performance of the existing and future roadway system. The primary goal of this plan is to establish local policies, standards, and guidelines to guide major transportation investments and policy decisions. To accomplish these objectives, the Transportation Plan provides information about:

- The functional hierarchy of streets and roads related to access and capacity requirements.
- Access management policies and intersection controls.

### SAFETY ISSUES

#### Concern 1

Main Street (County 4 – Downtown) has been identified as an area that is not accommodating to pedestrian or bike traffic, has limiting parking (especially handicapped spaces), and has a high volume of truck and farm equipment traffic.

#### Concern 2

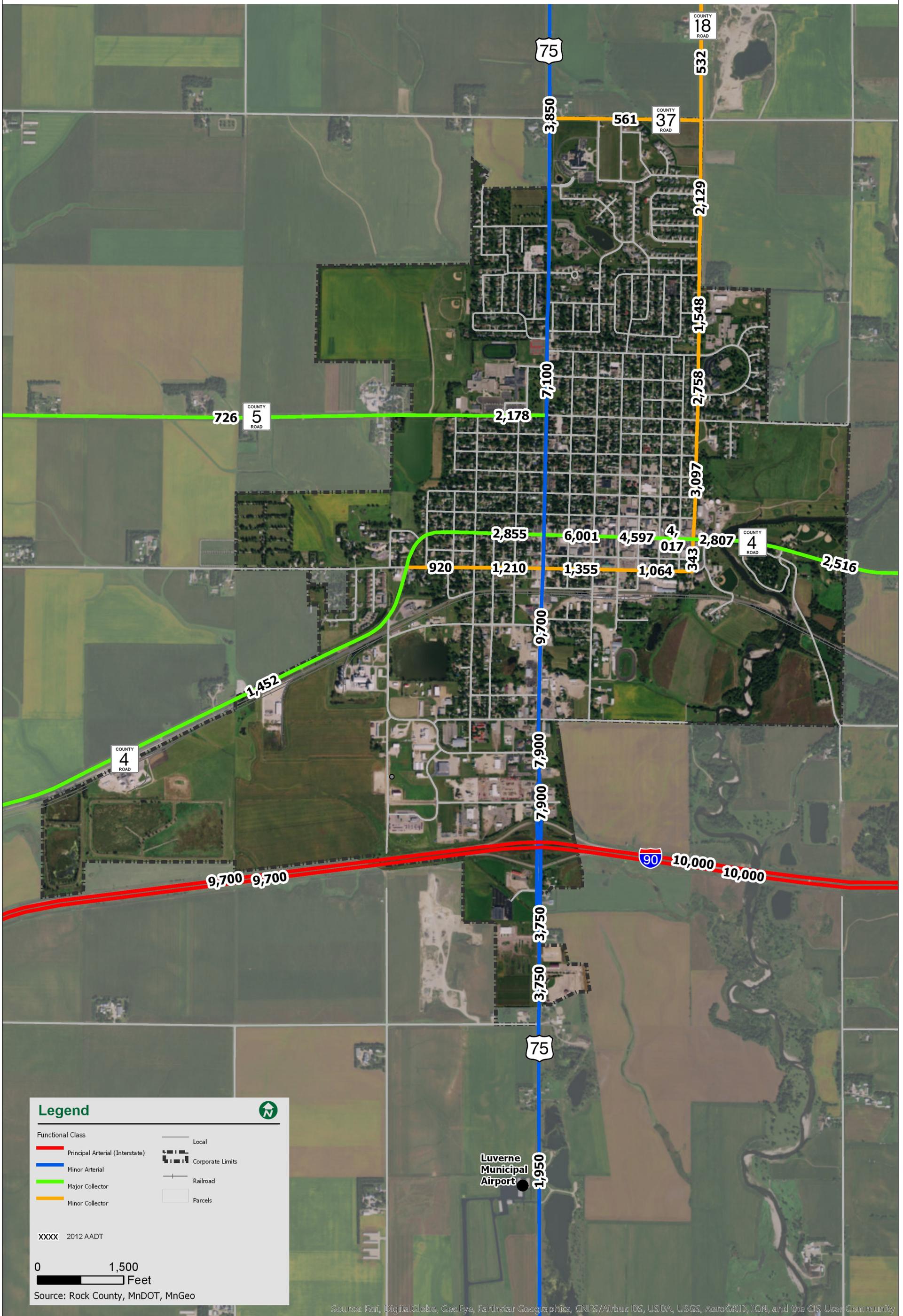
General Concerns (city-wide) of the community are generally focused on pedestrian traffic accessibility and quality. Sidewalks are generally thought to be lacking or in disrepair.

#### Future Transportation Plans & Studies

Additional study may be required to address some of the current Transportation System and Roadway System issues. For example, there has been some preliminary discussion about developing a bypass around Luverne to remove the truck traffic on Main Street. In addition, the street network and connections to serve the new industrial area to the west should be carefully considered. Specific transportation studies to further define these issues and potential solutions should be undertaken.

## Goals

- Develop a functional brand-supportive wayfinding system that meets jurisdictional approval
- Create a more pedestrian friendly community
- Create a more bicycle friendly community
- Address safety issues on Main Street
- Establish appropriate truck routes throughout the city
- Provide appropriate transportation routes in industrial expansion areas
- Maintain updated and safe routes of pedestrian transportation
- Maintain updated and safe routes of bicycle transportation
- Maintain updated and safe routes of vehicular transportation



**Legend**

Functional Class		Local
<span style="color: red;">—</span>	Principal Arterial (Interstate)	Corporate Limits
<span style="color: blue;">—</span>	Minor Arterial	Railroad
<span style="color: green;">—</span>	Major Collector	Parcels
<span style="color: orange;">—</span>	Minor Collector	

XXXX 2012 AADT

0 1,500 Feet

Source: Rock County, MnDOT, MnGeo

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

## CHAPTER SIX

# INFRASTRUCTURE & UTILITIES

Future land use patterns and rates of development will affect the demand on infrastructure for Luverne's utilities. As the population, industry, and commercial services develop and increase, it is important to ensure that demand for these services does not exceed the supply and that the expansion of infrastructure is sufficiently addressed to accommodate future needs. This chapter analyzes existing capacity and assess future needs of the water, sewer, electric and storm drainage utilities.

### Water Supply

The Luverne community is serviced with a water supply from Lewis & Clark Rural Water System; the system will provide long-term quality water supply for the community for the foreseeable future. The City connected to the Lewis & Clark water system in March 2016. Daily usage is approximately 800,000 gallons per day, with a peak 1.1 million gallons used during the summer. The City has two water towers: a 300,000 gallon water tower located on Highway 75 and a 300,000 gallon tower located on 131st Street at the north City limits. In addition to the two water towers, the City has two above ground 1.25 million gallon water storage tanks.

### Wastewater

The Luverne wastewater collection system and mechanical treatment plant is a critical element in the city's future development. Wastewater planning evaluates wastewater treatment needs to ensure safe and sanitary treatment standards along with enhanced protection of surface waters, and groundwater aquifers. The municipally-owned sanitary sewer system provides service to all residents and businesses in the city. The average flow of the wastewater collection system is one million gallons per day (MGD).

### Surface Water

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. Electric Utility

### Electricity

The construction of the original City of Luverne "Electric Light Plant" was completed on September 25, 1892 by Western Electric Company for \$6,500. The first electric street lights were 12 overhead lights hung in the center of the city and the electricity to operate the lights was generated by a 100 horsepower engine. From this small beginning various improvements were made as demand for electricity increased. Currently there are two substations, one on the east side of the city by the power plant and one on the west side of the city. Construction of a third substation is planned to be constructed in 2018.

### Public Buildings & Facilities

The City also counts several public buildings and facilities among its assets. These include:

- City and County offices
  - Public Safety facilities, including the Fire Station and the Rock County Law Enforcement Center
  - Cultural and Historical facilities, including the Carnegie Cultural Center, the Palace Theater, the Hinkly House Museum, and the Rock County Historical Society
  - The Army National Guard Readiness Center
- Educational facilities in Luverne include an elementary school, a middle/high school, the Alternative Learning Center, Minnesota West Community and Technical College and the Library

## Goals

- Maintain high function of infrastructure and utilities, including:
  - o Water System
  - o Sewer System
  - o Electric System
  - o Storm Sewer System
  - o Transportation
- Ensure adequate infrastructure is provided to areas targeted for growth (residential, commercial, and industrial).
- Promote energy efficiency and the use of renewable resources.
- Increase the options for the provision of telecommunication services.



## CHAPTER SEVEN

# TOURISM

The purpose of this section of the plan is to enhance the tourism industry in the City. The primary goal of the tourism industry is to bring more cash into the local economy. This doesn't happen when visitors come into the community, get out of their cars and take photographs, then leave. Nor does it happen when visitors go swimming in the lake or hike down the trails, eating the lunch they brought from home. These are all great things to do, but it is also important to entice visitors into shops, cafes, restaurants, galleries, and hotels, ultimately opening their wallets to make purchases. That is what helps the local economy. Using the recommendations of the recent Brooks assessment, and the efforts of the local residents and businesses, the City has a future as a local and regional tourism destination. The City's goal is to work with LIFT, the Chamber of Commerce and the CVB to create a program to get local residents and the business community pulling together, building the town's unique image in the minds of visitors and residents alike. The desired outcome of these efforts is a prosperous, enjoyable environment in which to live, work, and visit.

### Wayfinding

Signage is a critical element for rural area tourism. With the Tourism section, the City seeks to explore the opportunities that transportation and signage can create for the City to utilize and bring more people into Luverne. To attract passerby's, signage is necessary to advertise the attractions that are available in Luverne. Signage is also directly tied to transportation access.

### Beautification

The City of Luverne takes pride in its public space. Park benches flanked with planted pots, streets lined with trees, attractive window displays, awnings, blade business signs and pole banners with a well branded community logo and slogan contribute to the experience in the downtown.

## Goals

- Provide a way for residents and visitors to find amenities and attractions in the community.
- Make downtown the center of focus for social, retail, and community life.
- Improve pedestrian and bicycle access in the downtown area.
- Provide adequate parking in the downtown area.
- Maintain and improve the aesthetic appearance of the community.
- Encourage art and entertainment options in the community.
- Promote the recreational use of local rivers, ponds, trails, and parks.
- Attract visitors from outside the area to shop, eat, conduct business, relax, live, and be entertained.



## CHAPTER EIGHT

# URBAN DESIGN AND COMMUNITY & ECONOMIC DEVELOPMENT

To create a thriving City, there must be a sense of community, and a viable economy that supports the community. The City implements best practices to grow the economic base of Luverne. This chapter outlines objectives and activities designed to help implement these practices.

### Urban Design

Luverne recognizes how important the layout of a city can be. How the city and streets look impact the community in many ways, from increasing transportation capabilities and encouraging healthy behavior with well-built trails to encouraging people to stop, stay, and contribute to the city's economy. Attractive physical appearance is one of the most common attributes of Luverne. Attractiveness is a combination of design, construction, and maintenance. It applies to both private and public property. The City approaches the maintenance of a neighborhood infrastructure and parks with the same commitment.

### Community and Economic Development

Helping businesses in Luverne grow and flourish is a major focus of the Luverne Economic Development Authority. Through many continuing programs and projects, the LEDA creates opportunities for businesses to grow and offer quality employment opportunities. Our goal is to support business development and improve the quality of life by creating jobs and increasing the tax base.

To truly strengthen a City though the citizens must be actively engaged with both their neighbors and the City government. Advancing this objective, by creating community outreach and involvement, is how the City of Luverne aims to increase its community development. Activities include:

- Business Retention and Expansion
- Downtown Revitalization
- Industrial Park Development
- Business Recruitment
- Financial Assistance and Incentives
- Technical Assistance
- Residential Lot Sales

## Goals

- Provide a solution to the childcare needs in our community.
- Attract businesses and institutions that will offer quality employment.
- Support public and private investments that improve the quality of life.
- Provide critical services and facilities to retain current residents.
- Provide critical services and facilities to attract skilled workers.
- Create and improve programs that encourage property improvements.
- Reinforce the City's image and identity as a community of excellence.
- Preserve the city's unique history.





## CHAPTER NINE

# IMPLEMENTATION

The Comprehensive plan creates a vision for the City of Luverne and guides land use and infrastructure improvements so that the City can meet the needs of the community in the future. The vision of the plan can only be realized if the plan is used. This chapter outlines several tools used to implement the plan. These tools vary in that some will be reactive, such as zoning and subdivision ordinances that guide private development, and others will be proactive, such as the City's Capital Improvement Program (CIP) for undertaking public improvement projects.

### **Amending the Plan**

To keep the Comprehensive Plan current, amendments will sometimes be necessary. However, as the foundational document guiding development, most amendments should occur through a comprehensive effort to address changes to the community overtime.

### **Action Plan Worksheets**

Implementing the vision and goals of the Comprehensive Plan requires an action plan, and the coordination and investments of many stakeholders. The worksheets in this chapter are intended as a tool to allow ongoing updates to the specific actions required to implement the plan over the long term.

The worksheets are organized by chapter, and include:

- **Goals:** A concise summary of the goals listed at the beginning of each chapter.
- **Action Steps:** The action items specific to each goal are listed below the specific goal.
- **Schedule:** The schedule indicates when the action item might begin and is advisory in nature.
- **Lead:** This represents the leader for the action item. The Lead will likely be a City staff person, but includes coordination with other City departments, public, private, or non-profit entities.
- **Status:** This section provides an update on the status of each action item.
- **Comments:** This column is intended to allow further explanation of the action item.

The Action Plan Worksheets will be updated on a regular basis as part of other City processes, such as the CIP or Council visioning sessions. The Action Steps, Schedule, Lead, Status or Comment sections of the worksheets are intended to be flexible and adaptable over short periods of time, so changes to these sections do not require a formal amendment to the Comprehensive Plan. The goals, however, are high level, long-term goals. Changes to the specific goals will require an amendment to the overall plan.