



City of Luverne Comprehensive Plan

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A photograph of a water tower with a lattice steel structure. The top of the tower is a spherical tank with the word "Luverne" written in a large, bold, sans-serif font. Below "Luverne" is the slogan "Love the life!" in a smaller, cursive font. The tower is supported by several vertical and diagonal steel beams. The background shows a blue sky with scattered white clouds and the silhouettes of trees in the foreground. The entire image has a semi-transparent red overlay.

Luverne
Love the life!

01

INTRODUCTION

COMP PLAN 101

Purpose

Luverne's Comprehensive Plan is the City's foundational policy document that guides growth and development for the future. Luverne is a community surrounded with beautiful natural areas, a vibrant downtown, and spirited community. Luverne's success today is a result of active efforts through decades of community work, foresight, and planning. This plan seeks to continue to enhance those qualities that make Luverne a special place and build on the past.

The Comprehensive Plan 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 Luverne community. The plan also has larger effects for influencing the character of the community and the quality of life in Luverne.

Plan Process

This Comprehensive Plan is meant to build on other plans and studies completed on behalf of the City of Luverne. This includes the Comprehensive Plan completed in 2004, the strategic vision, the Comprehensive Housing Market Study, and the Luverne Loop Master Plan. Ideas and concepts from these initiatives will be included in this Comprehensive Plan.

Priority Issues

The Comprehensive Plan provides for the efficient and sustainable development of the community, including the distribution of housing into appropriate areas, provision of housing alternatives, the promotion of good civic design, efficient expenditure of public funds, adequate delivery of public utilities, and protection of environmentally-sensitive areas. The City of Luverne is committed to implementing its vision and has adopted this Comprehensive Plan as a means to do so. The most basic goal of a comprehensive plan is to maintain compatible land use within the community, guide future land use to meet the needs of the community and provide public infrastructure to support properties in Luverne.

Elements of a Comprehensive Plan

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**
- **Transportation**
- **Infrastructure and Utilities**
- **Tourism**
- **Urban Design and Community and Economic Development**
- **Implementation Priorities**

Outreach Process

Descriptive data about the City of Luverne was gathered through a variety of sources. The data identified community assets, weaknesses, values, goals, and basic demographics of the city.

- A series of public meetings and open houses were held between 2016 and 2018 to review the various issues addressed within the Comprehensive Plan.
- A survey questionnaire was released in the spring of 2017. Questions in the survey asked basic demographic data of the respondent, community assets and weaknesses, visions for the future, and investment priorities. Over 2,200 questionnaires were distributed and 680 responses were collected, yielding 30% household response rate.
- An interactive website was developed and remained active from May 2016 to July 2017. Residents could respond to basic demographic and community opinion questions, upload pictures with comments and ideas, map areas of concern, and stay informed about all public meetings and events regarding the Comprehensive Plan.
- A steering committee was formed to inform the overall comprehensive process, engage traditionally underrepresented communities, and guide policy goals and recommendations. The committee was comprised of key community leaders from public, private, and government spheres. The committee met three times throughout the comprehensive planning process and approved the plan submitted to the City Council.
- Information about the goals, policies, and recommendations section came from previous comprehensive plans, the 2017 survey, Commission/Steering Committee discussions, and public hearings.
- The Planning Commission held a public hearing on March 20, 2018
- The City Council approved the Comprehensive Plan on March 27, 2018





Background, Regional Setting & Assets

Luverne is dedicated to fostering a sense of pride that creates a clean, sensible, and well maintained community. It is a place where people are invested in the community and desire to stay. The City of Luverne Comprehensive Plan is utilized for guiding and accomplishing a coordinated, adjusted, and harmonious development of the City and its infrastructure which will, in accordance with present and future needs, best promote health, safety, order, and general welfare. The policies, goals, and objectives shall be complementary to the community vision, the strategic plan and other community planning documents.

Community Background

In 1867, Philo Hawes built a six-horse stable in what has become the City of Luverne. The City was found to have excellent soil conditions and was located in close proximity to a regular traveled mail route. As a result, the area was quickly settled. Luverne was platted in 1870 and the first school was founded 1871. The City of Luverne was incorporated on February 14, 1877. The City is named after Eva Luverne Hawes, the eldest daughter of Philo Hawes.

Regional Setting

Luverne is located within 3.69 square miles in Rock County. It is on Interstate 90 and U.S. Highway 75 and neighbors Luverne Township and Mound Township. It is the County Seat of Rock County.

Luverne is located just 30 miles east of Sioux Falls, SD, which often functions as the regional center for the southwest corner of Minnesota. In fact, Sioux Falls has been among the fastest growing cities in the United States over the last several years. Luverne views Sioux Falls as an asset to the community, rather than competition. As the Sioux Falls region grows, opportunities in Luverne will also grow. Residents can take advantage of the amenities available in a larger metropolitan area, while still enjoying life in their hometown.

Background, Regional Setting & Assets continued

Community Assets

The City of Luverne is a place where today's modern opportunities meet with yesterday's valued traditions. With an excellent education system, a strong medical network and a variety of arts and recreational opportunities, Luverne is also a charming and genuine community that people take pride in calling home.

It is a place of possibilities, where people value service towards one another and are involved and committed to the community's history of progress and success. People come to Luverne because the housing, neighborhoods and parks are well maintained and orderly, the city is clean and safe and the people are friendly and caring.

With something for everyone, Luverne is a community where people can raise a family, start their own business, become involved with a variety of activities or simply come to visit the beauty of the surrounding attractions for a day or weekend.

In 2016, the City Council and the Comprehensive Plan Steering Committee each conducted separate Strength, Weaknesses, Opportunities and Threat (SWOT) assessments. The following strengths were identified:

Strengths

Quality of Life

- Excellent quality of life
- High quality school and healthcare facilities
- Proximity to Sioux Falls and Worthington
- Facilities to age in place
- Safe and clean residential neighborhoods
- Green (aesthetics)

People

- People (loyalty, pride and leadership)
- Engaged citizens and community involvement
- Service groups and organizations
- Loyal, long-term residents
- Progressive attitude
- Do things right the first time

Business

- Good employers
- Highway 75 Business District
- Location along Interstate 90
- Healthy downtown
- Strong core group of businesses
- Active investors
- EDA incentives
- Industrial Park ripe for growth

Infrastructure

- Well-maintained infrastructure
- Airport/railroad
- Water availability

Financial

- Money from electric utility, strong utilities
- Financially stable, flat tax levies
- Tax base

Recreation and Culture

- Recreational opportunities
- Active arts & culture community (Palace, Carnegie, History Center)
- Pool and fitness center
- Trail system (existing and future)
- City amenities

Governance

- Progressive and visionary mayor, city council and city administration
- Long-term planning
- Property acquired for future growth
- Public/private partnerships

A tall, white water tower with a lattice structure. The top of the tower features the word "Luverne" in a large, bold, sans-serif font, with a red heart symbol above the letter 'v'. Below "Luverne" is the slogan "Love the Life!" in a smaller, cursive-style font. The tower is set against a clear blue sky with some light clouds. The bottom of the image shows some green foliage.

Background, Regional Setting & Assets continued

Downtown Luverne

A key resource of Luverne is Main Street. The qualities of Main Street create an alternative to the “one size fits all” look and approach of other cities through dedication to service, a welcoming attitude, and a unique setting. As a location, downtown is a focal point of the community. It is a place for commerce and a place for the community to congregate. It is a place to meet neighbors in passing during an evening walk, shopping, or at community events. Downtown and Main Street create a destination for both residents and visitors.

Through the public-private partnership between the City of Luverne and LIFT, a concerted effort is being made to revitalize downtown Luverne to create a “sense of place.” In June, 2017, Roger Brooks completed a Community Assessment. The assessment includes: how the downtown is seen by a visitor, local marketing efforts, signage, attractions, retail mix, ease of getting around, customer service, visitor amenities, overall appeal and assessment of the community’s ability to attract overnight visitors. The results of the assessment and planning activities have determined that downtowns are critical to a community’s success. Downtowns are the heart of a community, and its health shows the health of the entire community. If residents spend time in their downtown, so will visitors.

Natural Resources and Geographic Features

The Blue Mound State Park is located just north of the city and is a terrific resource for the Luverne area. The park is adorned with a beautiful 100 foot quartzite cliff among a sea of prairie grasses and flowers. Visitors enjoy camping, hiking, birdwatching, and other similar activities.

The Rock River is a major asset to Riverside Park, the City Park and Redbird Field. The Rock River creates a pleasant atmosphere for visitors and also serves as a recreational amenity.

Planning is underway for the Loop, an additional seven miles of trail around the outskirts of the city. By connecting to the Blue Mound Trail, the Luverne Loop will provide residents and visitors of all ages with a safe, natural place for healthy recreation and transportation that connects areas of interest throughout Luverne and Rock County.

The Lake, also known as Creamery Pond, is located 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.

A Vision For Luverne

A comprehensive plan establishes a vision for the city, provides policy guidance for growth and development, and contains action items directed at the city to implement the vision. The purpose of the vision statement is to inspire community members to work towards a common vision. A thoughtful vision statement is a key element to form a forward looking strategic framework that gives elected officials the long-term-comprehensive perspective necessary to make rational and disciplined decisions on community issues as they arise.

The vision statement for the Comprehensive Plan was developed as a result of discussions with the Steering Committee and with City officials. As a result of the SWOT analysis, the community identified the following opportunities:

Opportunities

Quality of Life

- City Quality of Life Attracts Population Growth
- Pursue Additional Post-Secondary Education Opportunities through Minnesota West Educational/Technical School
- Community Promotion during 150th anniversary in 2017
- Relocation of Flood Plain Occupants as Buildings Deteriorate
- Destination Branding
- New Housing
- Daycare
- Bedroom Community

People

- Partnering with Active City Groups

Business

- Available Land for Additional Commercial Development
- Heavy Truck Activity in the Area
- Possible Increase of Building Facade Incentives
- Sports Retail
- Business Growth Promotions
- Acquire Property and Form TIF District Along HWY 75

Infrastructure

- Technology (Fiber)
- Completion of Four Corners landscape design
- Rooftop Solar Farms

Recreation and Culture

- Sanford Partnership for Pool and Fitness Facilities
- Expand Fitness Facilities (e.g., Gyms, Pool and Walking Track)
- Local Youth Programs and Facilities
- Trail Development

Governance

- Staff Succession Planning and Training
- Improving Relationship with County

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!

Identifying Issues

In addition to identifying strengths and opportunities, the SWOT analysis revealed weaknesses and threats that could threaten the long-term health of the community.

Weaknesses

Quality of Life

- Shortage of daycare
- Weakening commitment to property maintenance enforcement
- Rural vs. Metro
- Lack of housing (rental, single family, senior)
- Higher education
- “One big thing”

Business

- Limited local workforce availability
- Unemployment
- Availability of space (Downtown incubator)
- Main Street parking
- Proximity to Sioux Falls (taxes and retail)
- Livable wage and high wage jobs
- Downturn in agricultural
- Dependent on agriculture- Lack of diversity in manufacturing
- Limited fiber optics
- Reduced options for dental, attorneys, contractors and care staff in city
- Difficulties in attracting new businesses
- Build-ready commercial lots
- Heavy truck off-street parking

Infrastructure

- Aging infrastructure

Recreation and Culture

- State park
- Lack of modern campground facilities

Governance

- City officials and staff retirements in coming years

Threats

Quality of Life

- Lack of Viable Recycling in the Area
- Aging Infrastructure (Housing)
- Technology
- Proximity to Sioux Falls

People

- Aging Demographics
- Millennials
- Complacency
- Declining School Enrollments

Business

- Agriculture Economy
- Instability of Businesses Using Rail Service
- Negative Impacts on Farm Economy
- Loss of Major Businesses
- Available Worker Pool for City and Businesses

Financial

- Wholesale Power Cost Increases Due to New EPA Rules

Governance

- State/Federal Regulations
- Key City Staff Retirements
- MPCA Wastewater Discharge Standards

Specific Concerns

There is a distinct shortage of **daycare** opportunities in Luverne. Lack of availability or limited options for childcare is hindering economic growth. Childcare is an important part of the social and economic infrastructure of a healthy community.

The **aging demographics** and difficulty of providing the community residents with housing and support services needed in all stages of life.

With the exception of a jump in 2010, population growth in Luverne has stayed relatively flat since at least 2000. **Stagnant population growth** impacts all sectors of a community, including economic development, housing and education.

Limited availability of a **local workforce** due to low unemployment hinders the ability of a community to grow existing businesses or attract new businesses.

The high reliance on the **agricultural industry** and the lack of diversity in the local economy can have major impacts on the community in the event of a downturn in the agricultural economy.

The **lack of professional services** such as dentists, attorneys, general contractors or care staff that represent a deficiency in local services that are necessary to sustain and support small, rural communities.

Lack of availability of market rate rental **housing**, for-sale starter homes, and senior housing options makes it difficult to attract new residents.

Expansion of the Industrial Park triggers the need for a new **electrical substation** to accommodate future growth.

Emerging technologies and need for **fiber optic availability** to compete in a world where one needs to make long-distance phone calls, have access to high speed internet, and consume cable television programming

GOALS

The planning process identified specific opportunities that will maintain and enhance the quality of life in Luverne.

These include:



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.



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.



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.



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

DEMOGRAPHICS & DATA ANALYSIS

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. Luverne has evolved over time, shaped by a variety of forces, such as infrastructure priorities, socioeconomic standings, and others. These forces will continue to shape the community into the future and must be accounted for whenever planning for growth and maintenance.

This section of the Comprehensive Plan describes how Luverne’s population and demographics have changed over the past several decades and forecasts population and population changes for the next 20 years. It examines a variety of forces

and factors affecting development in Luverne. A clear understanding of these influences provides the context for planning decisions. This chapter will analyze:

- Population Forecasts
- Household Forecasts
- Employment Forecasts
- Age Distribution
- Education Levels
- Income Levels
- Employment Characteristics

Forecasts

As **Figure 1** shows, population for the City of Luverne decreased in the years between 1970 and 1990. In recent decades the population has increased slightly.

The Minnesota State Demographer estimated 4,688 people lived in Luverne in 2,070 households. The future population projections for the City of Luverne, shown in **Figure 2**, are based on the 2016 Comprehensive Market Study for the City of Luverne, prepared by Maxfield Research and Consulting.

Figure 1: Historic Population

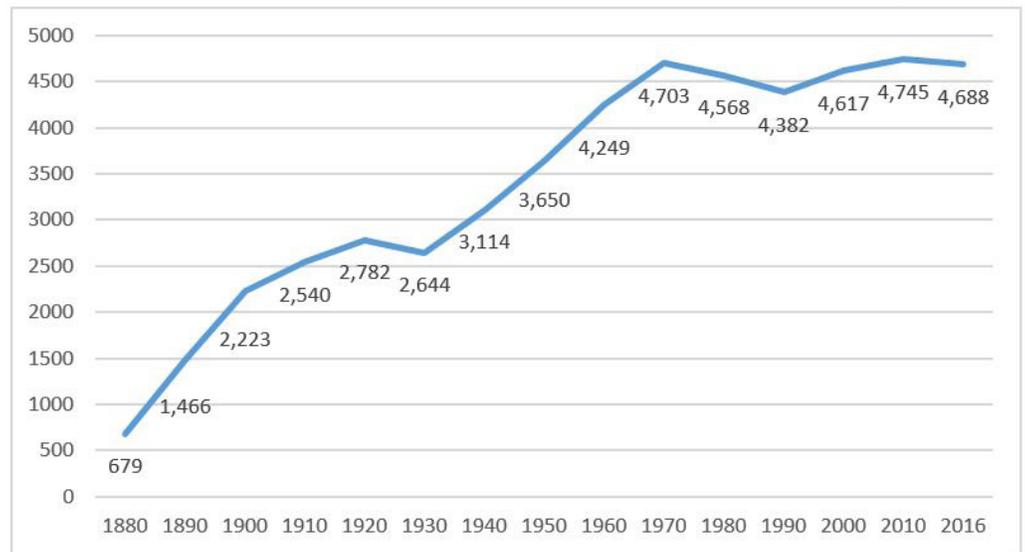


Figure 2: Forecasted Population

	2016	2021	2025	2030
Population	4,688	4,662	4,639	4,662
Households	2,070	2,055	2,050	2,071

Age Distribution of Population

The population of the City of Luverne is unevenly distributed throughout the age groups. Careful consideration should be provided to accommodate needs of the various age cohorts, specifically the larger aging groups and young families. The aging population will likely require more advanced services and specific housing needs. Young families value park, trail and educational amenities while the aging population may require supportive housing options.

Figure 3: Population by Age and Sex

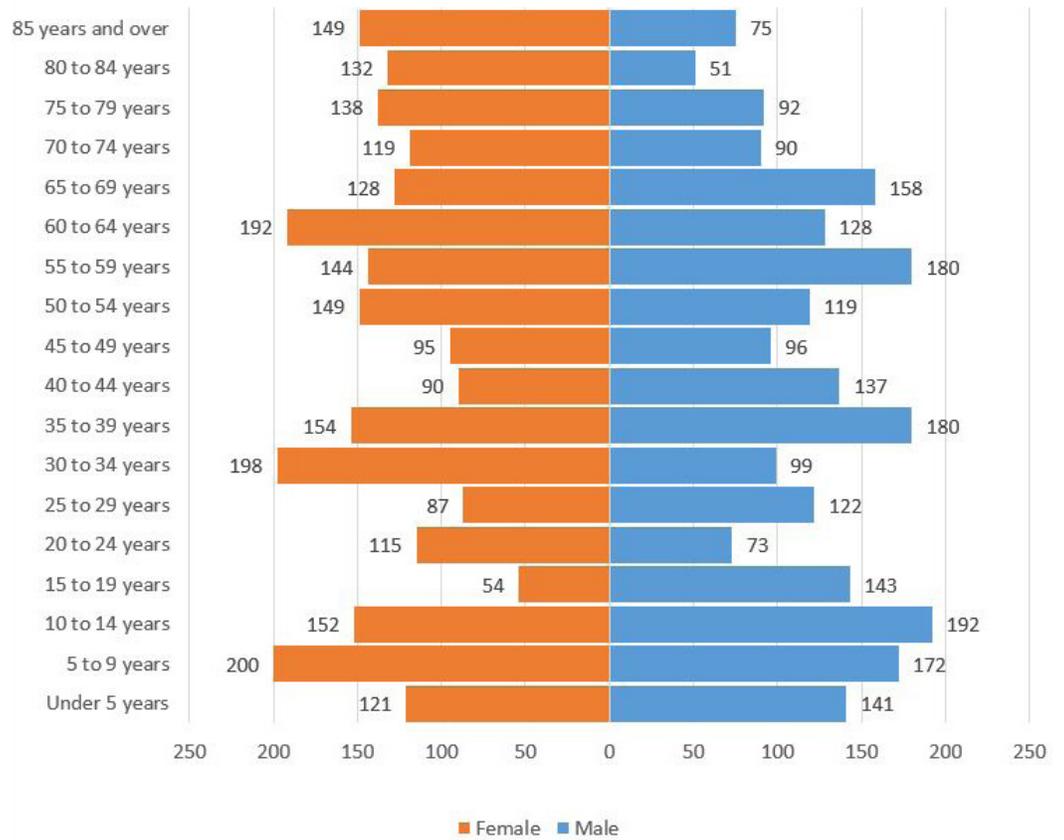
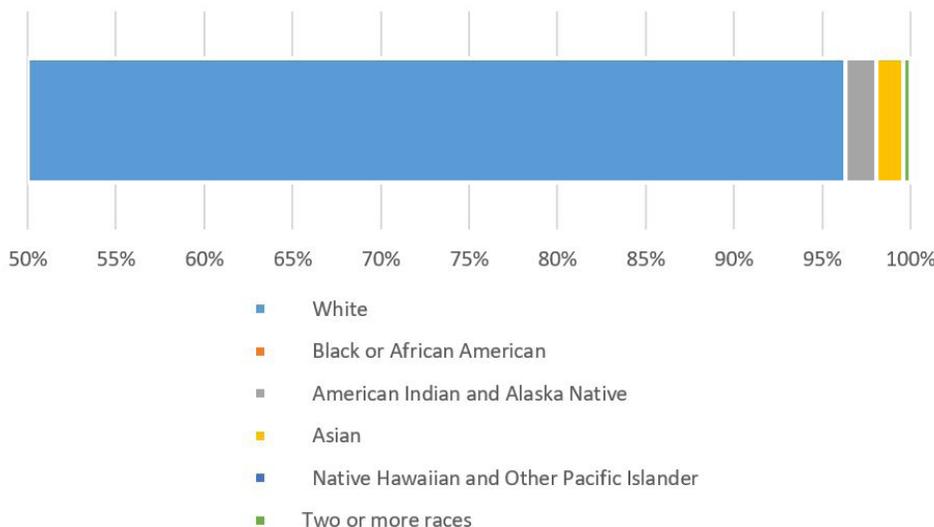


Figure 4: Race & Ethnicity



Race/Ethnicity of Population

Race and ethnicity diversity within the City of Luverne is limited. The majority of the population identifies as white. **Figure 4** identifies the ethnic groups in the City. While the vast majority of the Luverne Community identifies as white, there have been a small percentage increase in a number of minority populations when compared to 1990 and 2000 Census results.

Income

Income influences many community development issues from housing affordability to retail purchasing capacity. Income and access to services are considered important measures of quality of life for individuals and families. The ability to rent or own a home and maintain it is also an important measure of how well citizens of a locality are

thriving. Though these measures are not the only factors in quality of life, they merit assessment and correlation for the City of Luverne in relationship to the types and impact of investment in services and infrastructure by public and private sources. Distribution of household income in the City of Luverne is included in **Figure 5**.

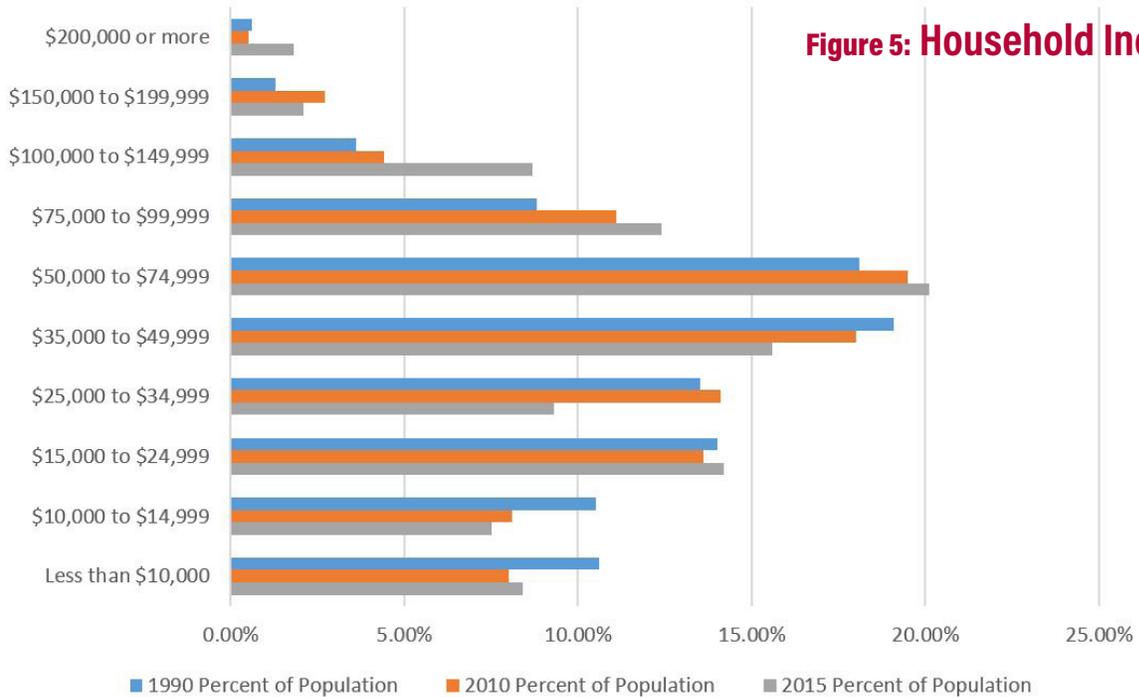


Figure 5: Household Income

Household incomes within the City of Luverne have been increasing in recent years. However, compared to Rock County, Luverne is making less on average for both households and for

individuals. This is reflective of the missing middle class in income and the disparity between the lower annual income groups and the higher annual income groups seen in **Figure 6**.

Figure 6: Household Income Comparison, 2015

Category	Household		Individual	
	Luverne	Rock County	Luverne	Rock County
Mean Income	\$54,508	\$63,285	\$30,965	\$35,941
Median Income	\$44,583	\$51,496	\$22,256	\$24,063

Occupations of Employed Population

A diverse economic environment demands a highly skilled workforce that continues to improve job skills, education, and knowledge to compete in a dynamic business climate.

The City of Luverne has a total of 2,085 employees. **Figure 7** shows employment in Luverne broken down by the industries present in the City.

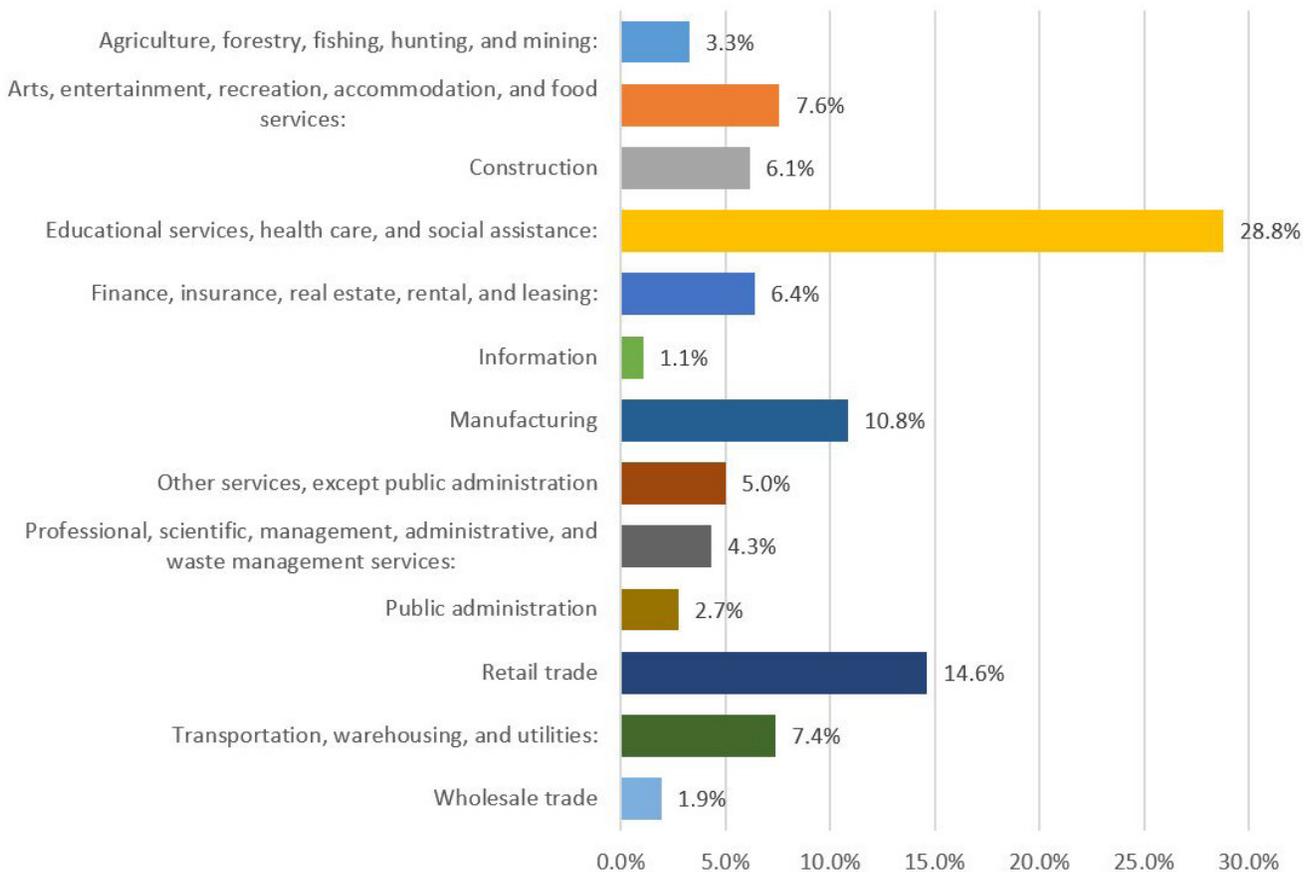
Luverne wants to create a commercial and industrial presence in the city that enhances the city and improves the quality of life for residents. To achieve this, the city plans to encourage entrepreneurship while still embracing responsible larger corporations.

Sanford Hospital is the largest employer within the City of Luverne. Other major employers are included in **Figure 8**.

Figure 8: Major Employers in Luverne

Sanford Hospital	258
Independent School District No. 2184	195
Minnesota Veterans Home	180
Rock County	111
Mary Jane Brown Good Samaritan Home	103
Total Card Inc.	89
City of Luverne	83
Continental Western Group	71
Papik Motors	57
Total	1147
Source: State Department of Commerce	

Figure 7: Percentage of Total Employment by Industry



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.

02 LAND USE

OVERVIEW

Land Use plans protect the health, safety, and welfare of a community and its residents. It prepares for future scenarios and ensures wise investment of public and private dollars by providing the framework for the growth and development of the community. It guides the character and intensity of development and supports strong residential neighborhoods, a thriving industrial base, a vibrant downtown core, prosperous commercial areas, and valued recreational opportunities.

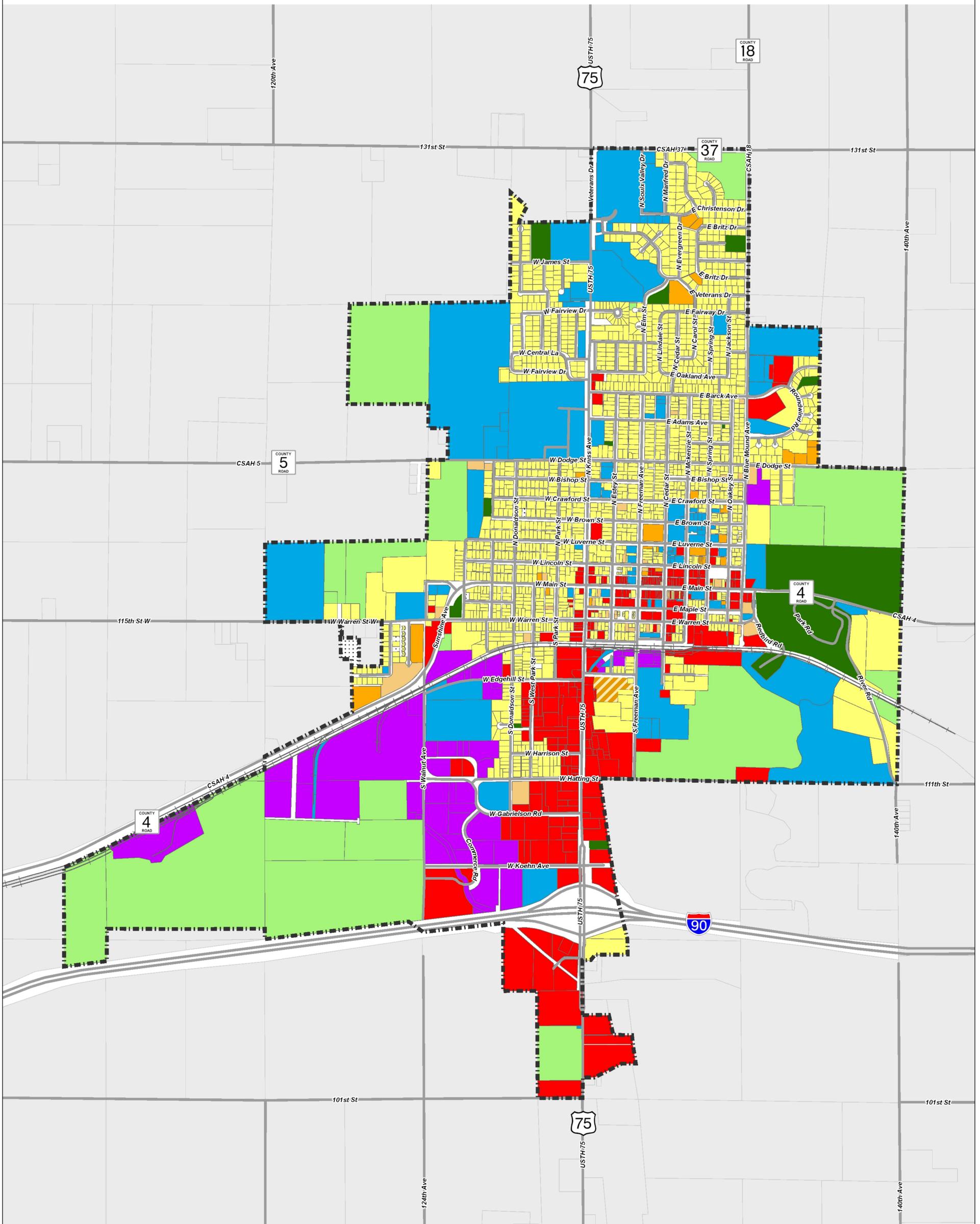
The Land Use Plan consists of three elements. Existing Land Use provides a snapshot of the current land uses in Luverne. Future Land Use provides a description and explanation of the character and qualities of each future land use designation. These descriptions provide the framework for evaluating land 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.

EXISTING LAND USE

The mix of land uses in Luverne is central to the smart growth of the community. The most prominent land uses in Luverne are low density residential and agricultural, making up 48% of the land in the city. A second prominent land use in Luverne is public and institutional property.

Figure 9: 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%
Total	2,020.78	100%



Legend

- | | | | | |
|------------------|----------------------|--|------------------------------|--------------------------------|
| Corporate Limits | Park | Commercial; Commercial/Industrial - LL | Residential - Vacant Land | Residential - High Density |
| Railroad | Agriculture | Industrial Land/Building | Residential - Low Density | Residential - Mobile Home Park |
| | Public/Institutional | | Residential - Medium Density | |

0 1,500
Feet

Source: Rock County, MnDOT, MnGeo

FUTURE LAND USE

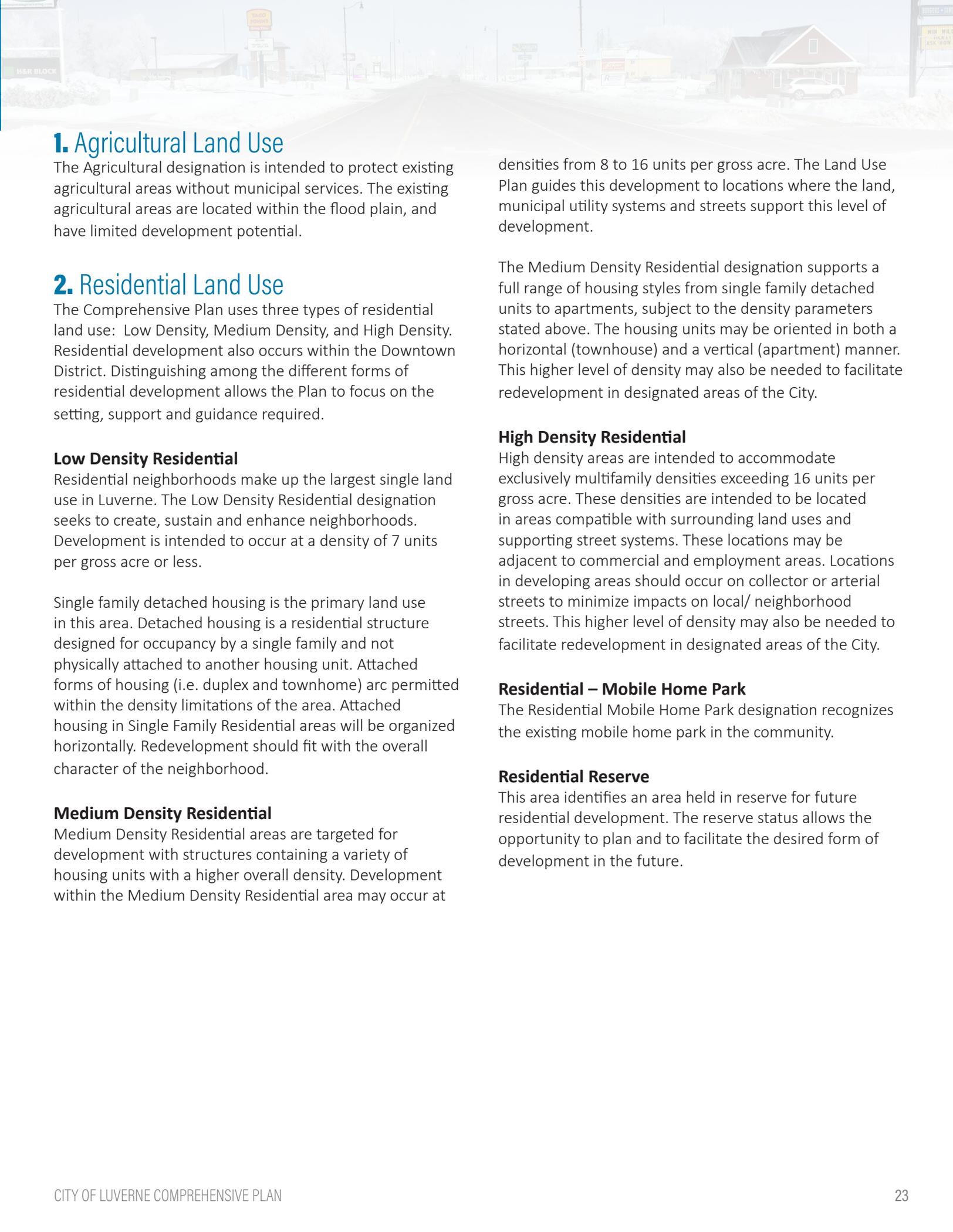
Land use planning in Luverne guides the appropriate amount of land for real estate development, economic growth, and open space that is needed in the future and maintains compatible land use in all locations. The future land use map brings all of the elements of the Comprehensive Plan to express what the community wants to have happen. The future land use designation parallels with zoning districts to implement the vision.

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. The main categories to be discussed are:

1. Agricultural
2. Residential
3. Commercial
4. Industrial
5. Public
6. Overlay Districts



1. Agricultural Land Use

The Agricultural designation is intended to protect existing agricultural areas without municipal services. The existing agricultural areas are located within the flood plain, and have limited development potential.

2. Residential Land Use

The Comprehensive Plan uses three types of residential land use: Low Density, Medium Density, and High Density. 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.

Low Density Residential

Residential neighborhoods make up the largest single land use in Luverne. The Low Density Residential designation seeks to create, sustain and enhance neighborhoods. Development is intended to occur at a density of 7 units per gross acre or less.

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.

Medium Density Residential

Medium Density Residential areas are targeted for development with structures containing a variety of housing units with a higher overall density. Development within the Medium Density Residential area may occur at

densities from 8 to 16 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.

The Medium Density Residential designation supports a 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 a horizontal (townhouse) and a 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.

Residential – Mobile Home Park

The Residential Mobile Home Park designation recognizes the existing mobile home park in the community.

Residential Reserve

This area identifies an area held in reserve for future residential development. The reserve status allows the opportunity to plan and to facilitate the desired form of development in the future.



3. Commercial Land Use

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. The Commercial Land Use designation is intended to encompass the various types of commercial development within the City, and seeks to provide an adequate amount of land within the City for all commercial uses. The Zoning Ordinance may distinguish between different commercial land uses, depending on market, location, size and infrastructure characteristics. The various types of commercial development are:

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 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 to meet 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 convenience stores, hardware stores, and other businesses with merchandise or services for sale. These areas produce a high number of vehicle trips because of 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 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 as wide a range of goods and services as those located in community commercial areas but are typically more accessible by driving or walking.

Downtown: Historically, the Downtown area, also called the central business district, is viewed as a commercial land use. 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 and other commercial uses, housing of various forms and densities, and civic uses, including City Hall, Municipal Utilities, the Post Office, County Administration and the 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.”

Commercial Reserve: This area identifies an area held in reserve for future commercial development. The reserve status allows the opportunity to plan and to facilitate the desired form of development in the future.



Commercial Land Use Continued

Identifying commercial districts involves more than location. Several factors were included as part of these decisions.

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, and tax base. These factors influence the creation and 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 as shown below. Understanding the basic distinctions among commercial uses allows for more effective planning and land use management.



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.



Service

Service businesses provide a wide range of professional services. Examples 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 business premises. 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 office uses.



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 local residents; local businesses, residents of the region surrounding Luverne, and travelers on the highway.

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 may also shop and do business 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, as well. 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 impossible 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 also 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.

Coordination of Commercial and Residential 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 residential streets are designed for minimal traffic. Commercial streets are generally more travelled, and should be connected to higher order streets, like principal arterials and collector streets.
- The lights and signs supporting 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.



4. Industrial Land Use

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 uses focuses on several factors: ability for expansion of existing businesses; 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; and supply, quality and reliability of municipal utilities to support operations.

The Comprehensive Plan emphasizes 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.

This designation is intended to encompass the various types of industrial development within the City. The Zoning Ordinance may distinguish between different industrial land uses, depending on, location, size and infrastructure characteristics. The various types of industrial development are:

General Industrial: General Industrial land uses have lower intensity 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 Industrial 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 Industrial uses include contracting yards, grain and feed elevators, lumber yards, concrete products processing, processing of natural re-sources, 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. Intended uses include research laboratories, wholesale establishments, light manufacturing and processing facilities, warehouses and offices. Limited commercial development to support the business park is also permitted by conditional use permit (CUP). All storage should be completely enclosed within buildings.

Industrial Reserve: This area identifies an area held in reserve for future industrial development. The Comprehensive Plan seeks to guide development in vacant land already served by utilities before opening new areas for growth. The reserve status allows the opportunity to plan and to facilitate the desired form of development in the future.

5. Public Land Use

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

The Park designation is applied to areas generally owned by the City and operated as part of municipal park system. This designation is also applied to the privately-owned Luverne Country Club.

Public/Institutional

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

6. Overlay Districts

An overlay district is used to establish alternative land development requirements within a specific area of the city that may require special attention, such as an environmentally sensitive area, or may allow for more flexible development patterns. Overlay districts are not a land use designation, but a tool intended to help implement the goals and policies of the Comprehensive Plan. The City of Luverne has established two overlay districts as part of the Zoning regulations.

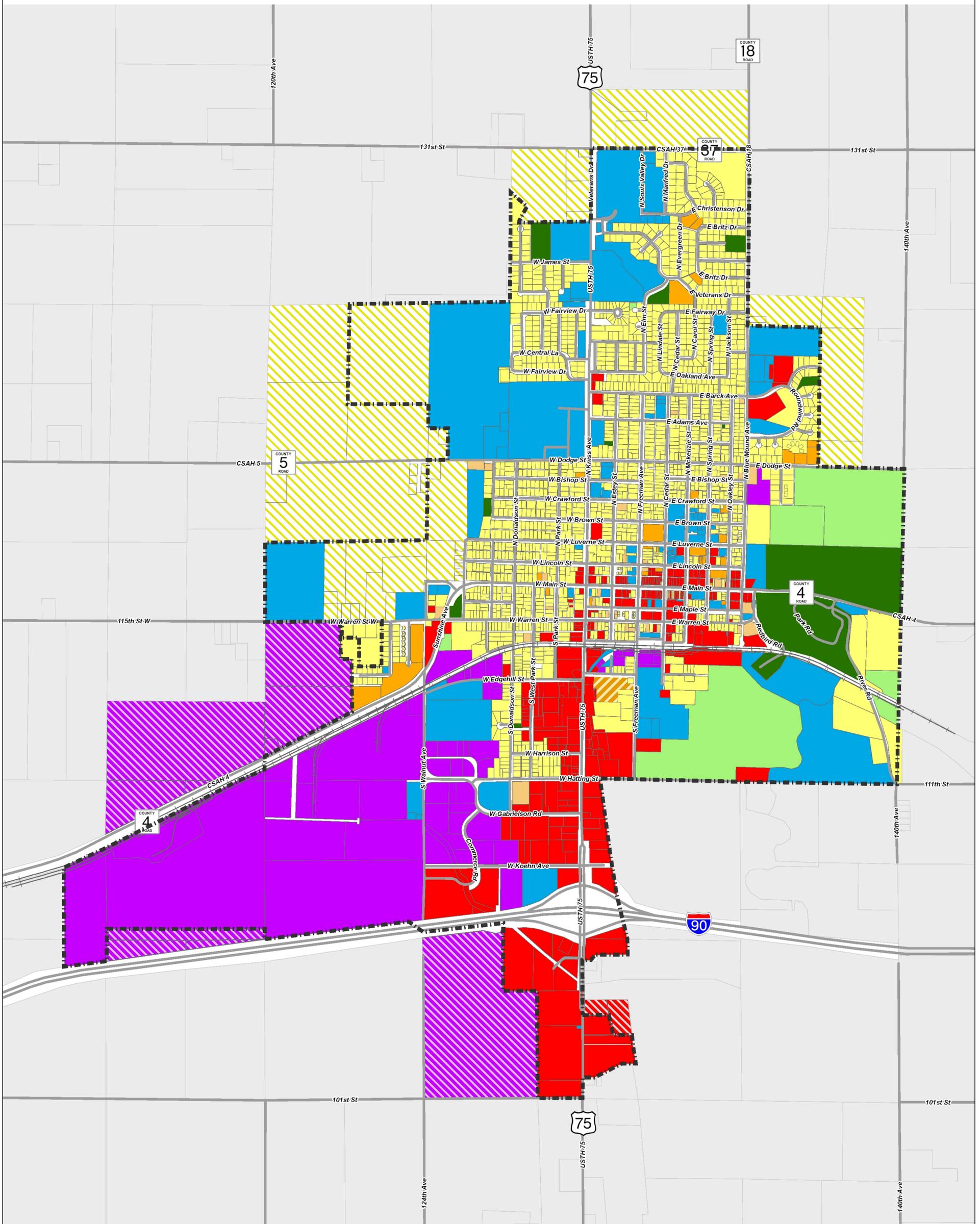
Floodplain: The Floodplain Overlay applies to areas designated on the Zoning Map as Floodplain. These areas are intended to remain undeveloped. They correlate with the floodway and the 100 year floodplain or floodway fringe plus designated wetlands. Uses permitted within the Floodplain include agriculture and parks and other uses that can be accommodated with minimal flood damage. Development already existing within the Floodplain that is susceptible to damage from natural causes is intended to be removed over time.

Planned Unit Development: Areas designated on the Zoning Map as a Planned Unit Development (PUD) are specifically approved by the City to permit a more flexible development pattern. PUDs are not intended to vary, modify or set aside the provisions or regulations of the underlying zoning district unless specifically allowed in the approved PUD final development plan.

The 2040 Land Use Map (**Map 2**) shows the desired land use for all property in Luverne. **Figure 10** summarizes the planned land uses by category shown on the map. The guided land use ensures that the development of Luverne can meet the needs of the community by expanding both residential and industrial users significantly.

Figure 10: 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%
Total	2,674.90	100%



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

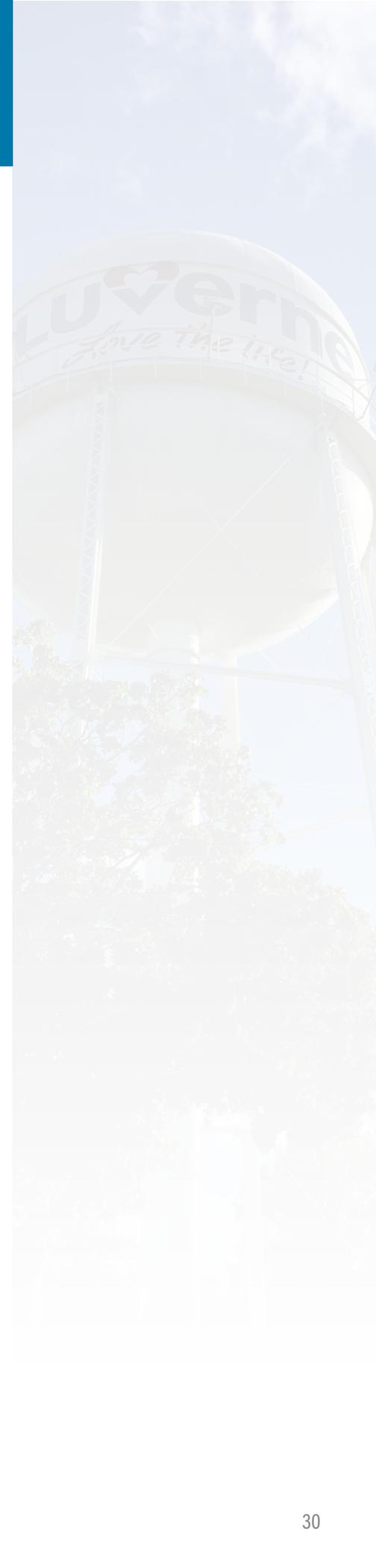
- Residential - Mobile Home Park
- Residential Reserve
- Commercial Reserve
- Industrial Reserve



NEIGHBORHOOD PLANNING DISTRICTS

The Land Use Plan divides Luverne into a series of neighborhood 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. The Neighborhood Planning Districts Include:

1. Highway/Airport Business
2. South Gateway
3. West Industrial
4. Downtown
5. Central Neighborhood
6. West Neighborhood
7. North Neighborhood



1. 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.

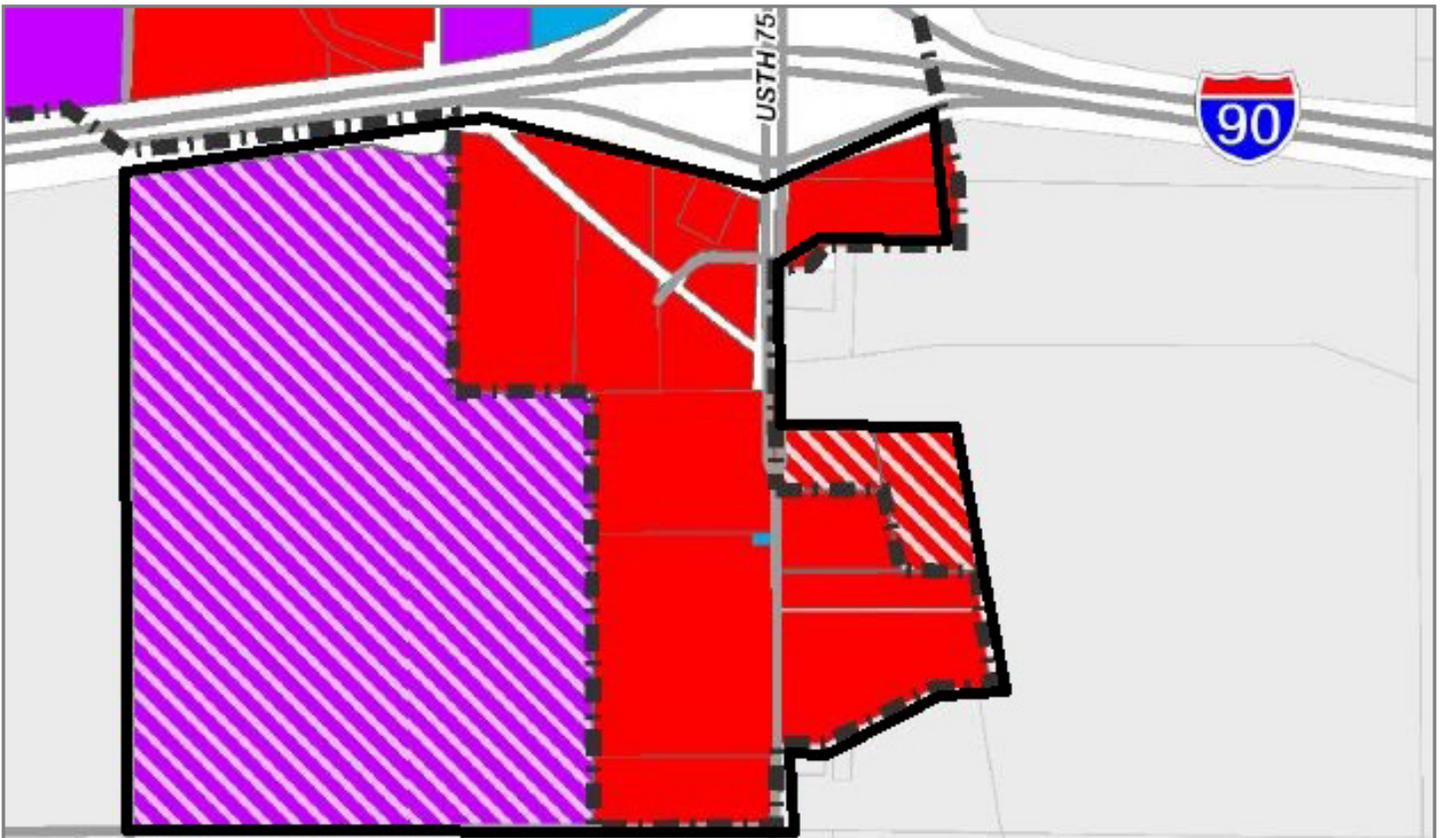
The Municipal Airport is an important factor in shaping land use in this District. The land is targeted for commercial and industrial development. This site seeks to attract businesses either directly related to airplane/flight services or benefiting from the transportation support of the airport and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

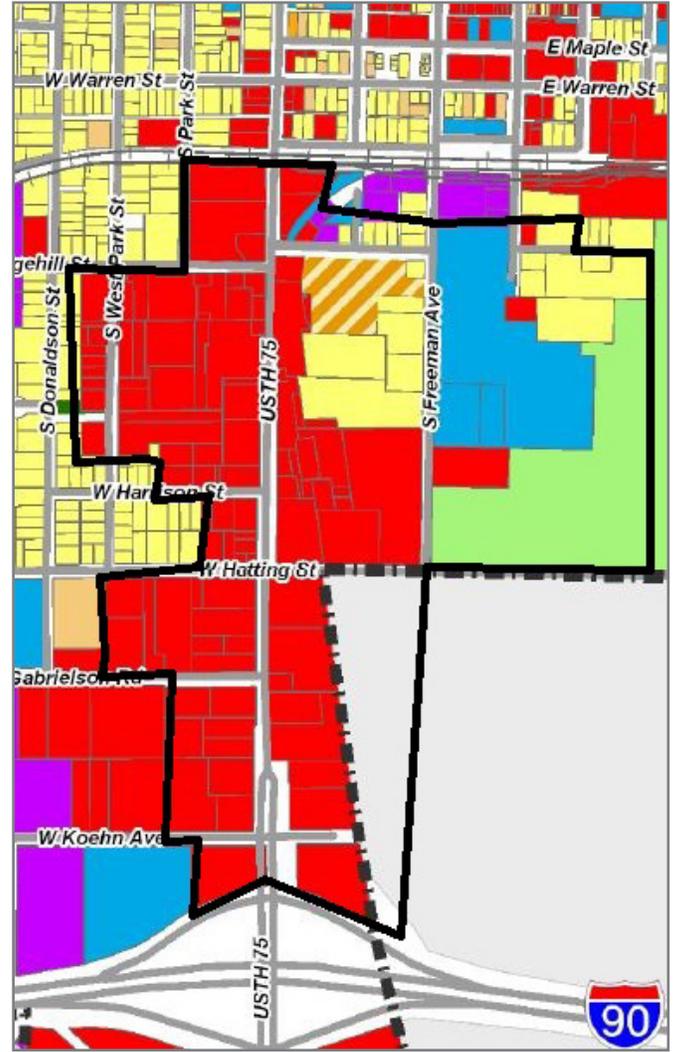


2. South Gateway

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 most southern portion of the District is highway oriented. Food, automobile service and lodging businesses cater to the needs of travelers. 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 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.



3. West Industrial

The West Industrial area is primarily located north of I-90 and west of Walnut Avenue. The district is designed to create and maintain a setting for industrial development. This location provides the utility and transportation improvements needed to support industrial development. Expansion of industrial development creates jobs and expands the tax base.

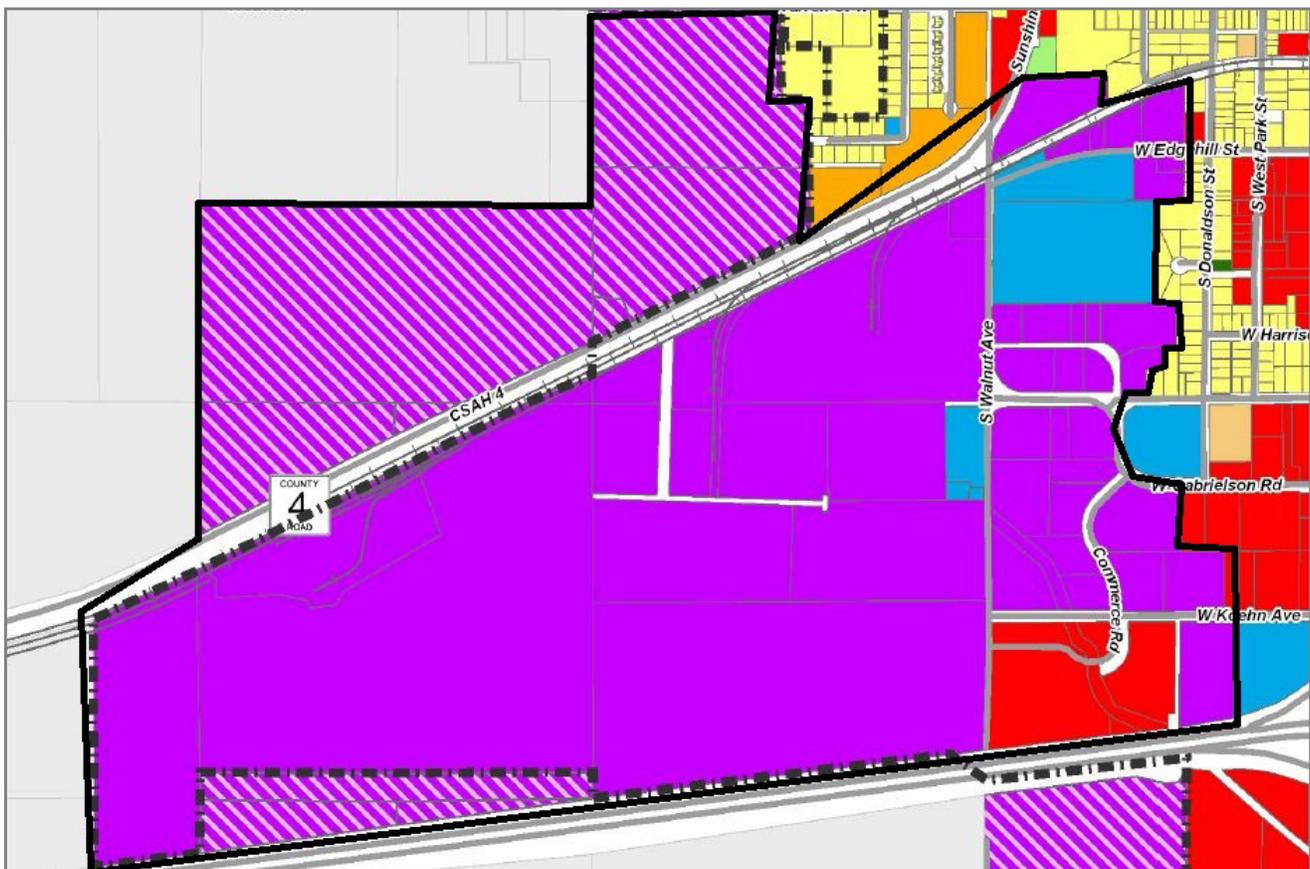
With this district, the Comprehensive Plan establishes an area dedicated to establishing and maintaining industrial development. Industrial land uses are the most intensive form of land use in Luverne. This intensity is characterized by several factors:

- Movement of materials and traffic from employees;
- Potential by-products of the manufacturing process, including noise and odors;
- Quantity of land needed for facilities, parking and storage; and
- 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.

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 directed to the Airport/Highway District.

The property north of the railroad tracks is placed into the Industrial Reserve category. This designation serves two purposes: 1) Provides the capacity for future expansion of the Industrial District, and 2) Prevents the expansion of residential development that could pose a barrier to industrial growth. Without this element, 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.



4. Downtown

The Downtown neighborhood district recognizes 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. There are 5 components to the Downtown neighborhood district: Main Street, Housing, Kniss Avenue, Parks, and Edges.

Main Street

Main Street is the foundation of this neighborhood. 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.

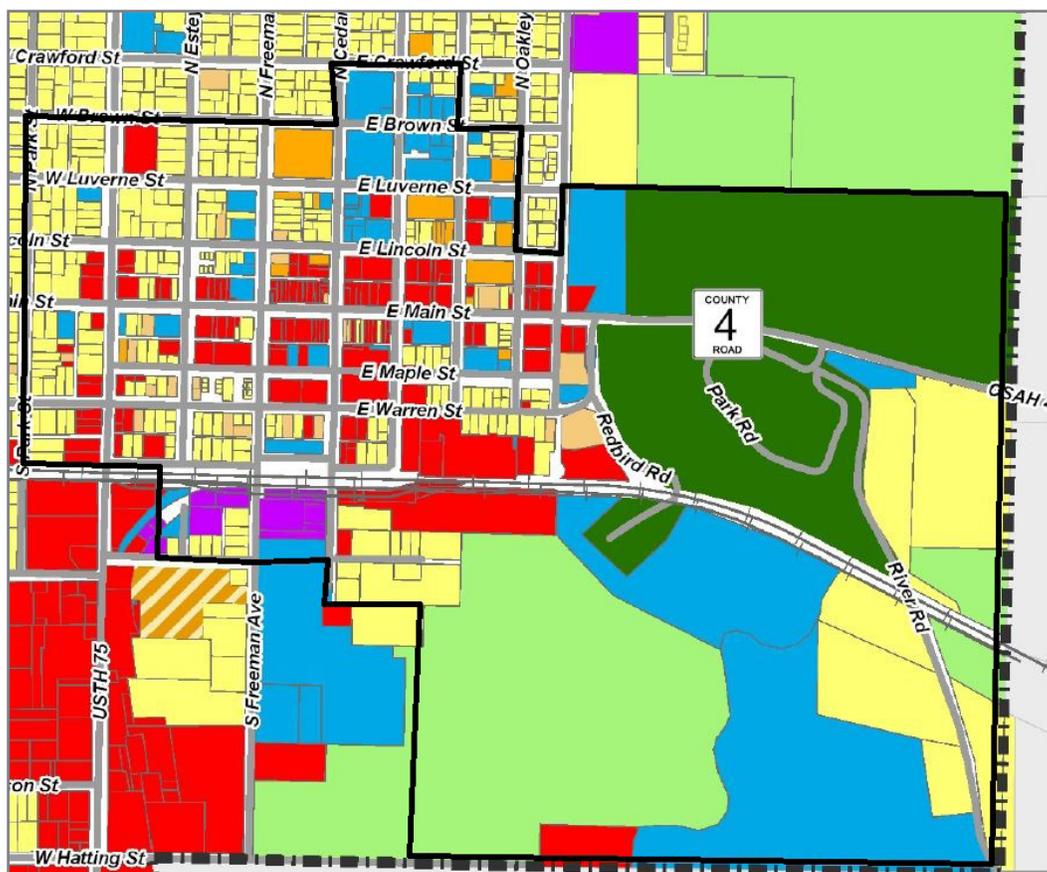
The commercial pattern extends off of Main Street. The blocks connected to Main but fronting another street (Lincoln Street and Maple Street) maintain a commercial orientation. These locations provide a setting for businesses not suited to the smaller Main Street storefront. Parcels off of Main Street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

Housing

Residential development plays an important role in the plan for the Downtown neighborhood 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 in Downtown 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.





Downtown Continued

Kniss Avenue

The Downtown neighborhood includes 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. A strong visual and physical connection with the downtown should be established at the intersection of Kniss and Main. The purpose of this connection is to attract people off of Kniss and into the Downtown. This connection includes the four corners project 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 Lincoln 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 Lincoln Street. The noncommercial character of this corridor is part of Luverne's character. Redevelopment efforts should focus on residential uses.

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.

Parks

Parks are an important part of the Downtown neighborhood. 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 are also an attraction to 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 and The Loop 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 intersection of Main and Blue Mound Avenue. A larger setting could be supported adjacent to Redbird Field.

Another idea for using park improvements to support Downtown businesses involves the establishment of a "Downtown Plaza." A location adjacent to Downtown businesses builds on the desire to attract activity and support for local businesses.

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. Rather than the larger focal point, green features in the Downtown will include a series of smaller elements. Trees, plantings and other landscaping should be included in streetscape improvements along Main Street. Municipal parking lots provide another opportunity to bring small green spaces into Downtown.

Edges

An underlying objective of the Downtown neighborhood district is to establish strong edges with adjacent residential neighborhoods. Special consideration must be given to development in the Downtown areas abutting residential districts.

5. 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 City involvement. 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 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.

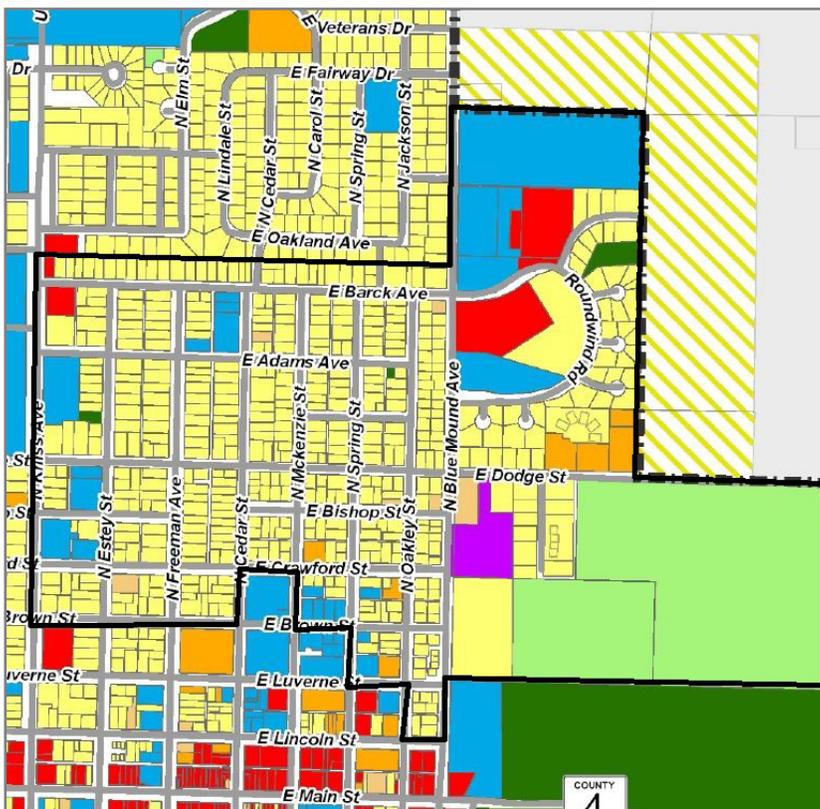
Transportation issues influence the environment for the Central Neighborhood. The street system should be designed and maintained to channel traffic onto designated collector and arterial streets. These streets provide appropriate routes to move traffic through and out of residential neighborhoods

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 Central Neighborhood District illustrates the need for good transportation planning. This area contains several forms of trip/activity generators. Two large office facilities are located in the district. The area also includes the County Public Works and social service facilities. The primary traffic pattern from these facilities is related to employment. Recreation facilities (Luverne Area Aquatics and Fitness 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.



6. 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, however, presents, some unique housing issues.

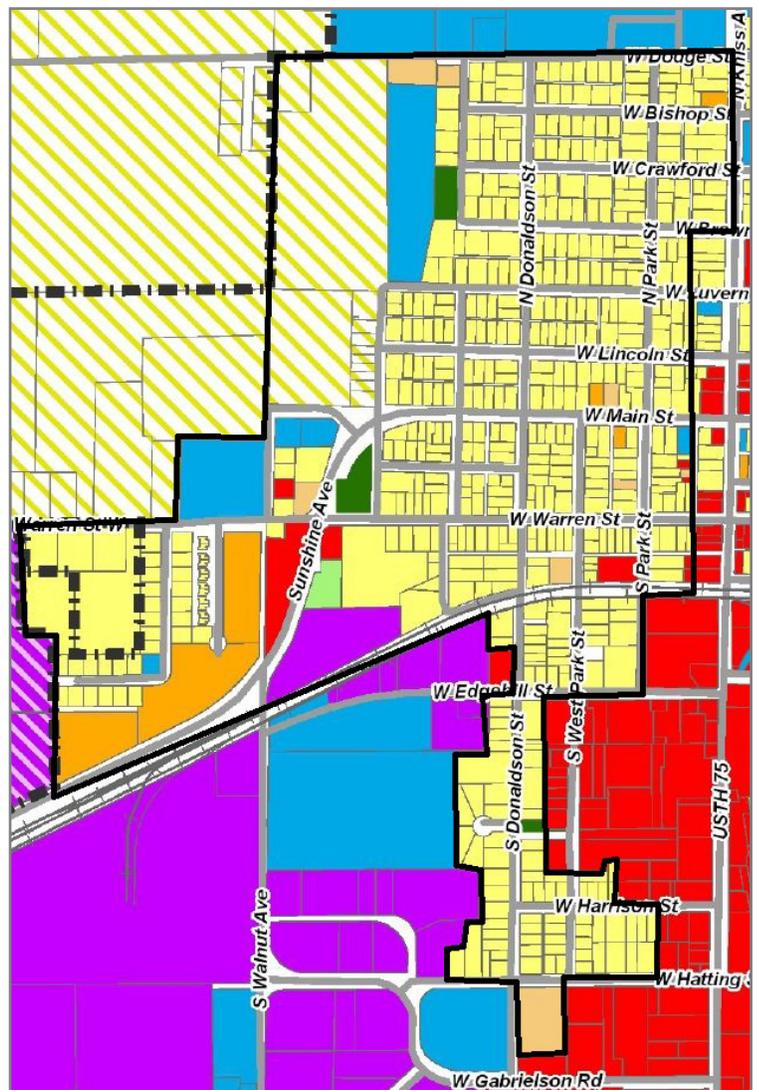
The housing south of Warren Street is sandwiched between commercial and industrial land uses. Particular attention should be given to the ongoing condition of the housing stock in this area. Close proximity to commercial and industrial development can create a disincentive to long-term maintenance of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

The Plan provides for a portion of High Density Residential development north of County Road 4 and south of Cherry 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. Considerations should include:

- The street system could provide both north and south access. The north access connects with Dodge Street and the school campus. A southern access street would channel traffic to Main Street. Without both points of access, growth in this area may produce limited traffic patterns.
- Flood plain and drainage systems provide both a constraint and an opportunity. 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 should 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 are also designed to provide a trail corridor and future recreational opportunities.

The node of Community Commercial uses within the district 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 as “destination” uses that support the surrounding neighborhood 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.



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.

03

HOUSING



OVERVIEW

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.

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’s housing has been historically centered around Highway 75 and near the Downtown. As the community has grown, residential development has expanded off the central city towards other outer areas and recent annexations. Since 1991, housing growth in Luverne has been in the northwest quadrant of the City, between Highway 75 and Blue Mound Avenue.

Existing Housing

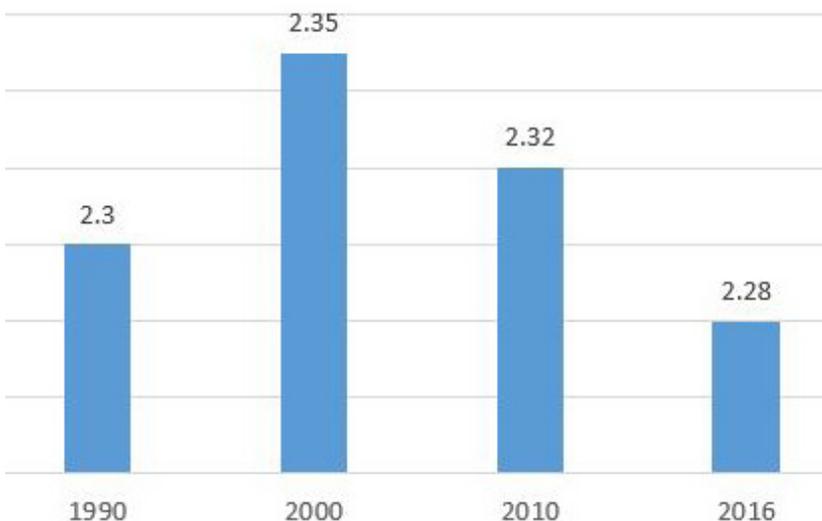
According to ACS 2015 data, there are 2,271 housing units in Luverne. Approximately 74% of the units are single family homes, and 23% of are multi-family (2 units or more). Most homes are owner occupied (66.5%). These and other housing conditions in Luverne are outlined in

Figure 11.

Figure 11: Housing Conditions

Total of Housing Units	2,271
Occupied Housing Units	2,079
Vacant housing Units	192
Housing Units – Owner Occupied	1,383
Housing Units – Rental	696
Single Family Homes (Detached and Attached)	1,687
Multi-Family Homes (2+ units)	529
Mobile Homes	55
Owner-occupied households affected by cost burden*	19.3%
Renter-occupied households affected by cost burden*	49.1%
Publically Subsidized Units	126

Figure 12: Household Sizes



Household Size

Household size has steadily decreased in Luverne since 2000. The household size varies across types of housing. As a whole, Luverne had an average household size in 2016 of 2.28 persons per household. The trend follows nationwide trends of a decreasing persons per household on average. The shift impacts the type and number of households needed to meet population projections and demand as seen in **Figure 12**.

Housing Type

Most housing units in Luverne are detached, single family residential homes. Diverse housing opportunities that are suitable for a mix of ages, incomes, and household types have also been developed reflecting the wide range of housing needs and preferences. **Figure 13** identifies housing units by type.

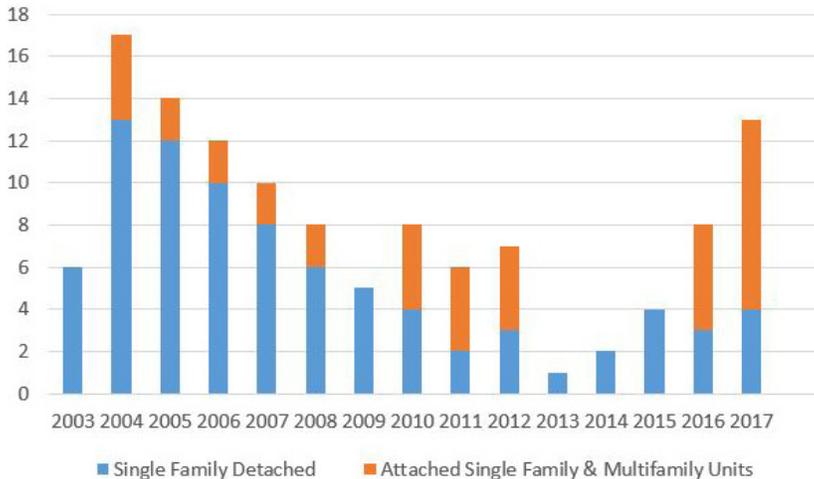
This data was compiled by Maxfield Research and Consulting, LLC, for the City of Luverne Comprehensive Housing Market Study in August, 2016. This is the most recent data of this type available. Although this breakdown is not available in more recent data, the percentages of owner and renter occupied units is very similar from 2014 to 2015.

Figure 13: 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%
Total	1,394	100.0%	708	100.0%

Source: US Census Bureau – American Community Survey 2014; Maxfield Research and Consulting, LLC

Figure 14: Building Permits by Type



According to ACS 2015 data, 57% of homes in Luverne are family households, and 27% include children under the age of 18. There are a growing number of householders living alone, householders 65 years and over, and non-family households. Household type affects housing needs and preferences and affordability preferences. Understanding these preferences will allow the City of Luverne to build neighborhoods that meet those needs and preferences.

The number of housing permits issued per year in Luverne has fluctuated quite a bit between 2003 and 2017. The number of permits for single family detached units has fallen since the peak in 2004. While there were no multi-family building permits (including townhomes) issued between 2013 and 2014, 16 permits for multifamily units were issued in 2016-2017.

Housing Tenure

Historically, the majority of housing units in Luverne has been owner occupied. In 2015, about 66.3% of housing units were owner occupied and 33.7% were renter occupied. Homeownership brings substantial social benefits for families and communities as a whole. Homeowners move far less frequently than renters, and hence are embedded into the same neighborhood and community for a longer period. Researchers have found that homeowners tend to be more involved in their communities than renters. These findings are not surprising when considering the high level of homeownership in the community, length of time residents remain in the community, and high level of community involvement.

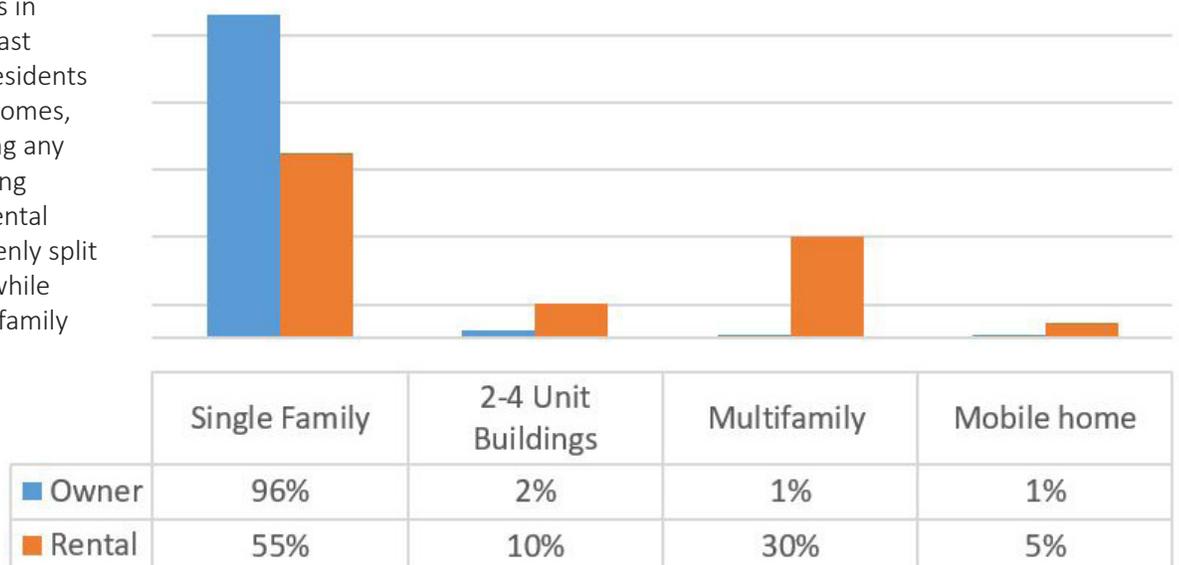
Of the homeowners in the community, a vast majority of these residents own single-family homes, with only 4% owning any other type of housing unit. Demand for rental housing is more evenly split in the community while still favoring single-family detached units.

Figure 15: Housing Tenure by Year



Source: US Census, 2000; American Community Survey, 2010 and 2015

Figure 16: Housing Tenure by Unit Type 2015



Vacancy Rates

Vacancy rates within Luverne are lower than the national average.

Demand for housing of all types is based on a variety of factors in the community, including demographics, economy and job growth, consumer preferences, turnover of existing housing, supply of existing housing, financing, and the condition of the housing supply. According to the Luverne Comprehensive Housing Market Study, completed by Maxfield Research and Consulting in 2016, there is a pent-up demand for all more than 130 general occupancy units through 2025 and more than 250 senior housing units through 2021.

Housing Costs

According to the Department of Housing and Urban Development (HUD), households spending more than 30% of income on housing costs are considered to be “cost-burdened.” Housing costs are an increasing concern throughout the region. Housing costs influence the ability of young adults, families, and seniors to remain in the community. It can also affect the ability of local employers to find workers. Housing costs are influenced by a variety of factors, including land costs, labor and materials, community regulations, and interest rates. Housing costs and cost burdens are further detailed by owner occupied units and renter occupied units.

Total cost burdened households in Luverne are outlined in **Figure 17**. Cost burden is further detailed below for both homeowners and renters.

Figure 17: Housing Experiencing Cost Burden

Owner Households experiencing cost burden of 30% or greater	19.3%
Renter Households experiencing cost burden of 30% or greater	49.1%

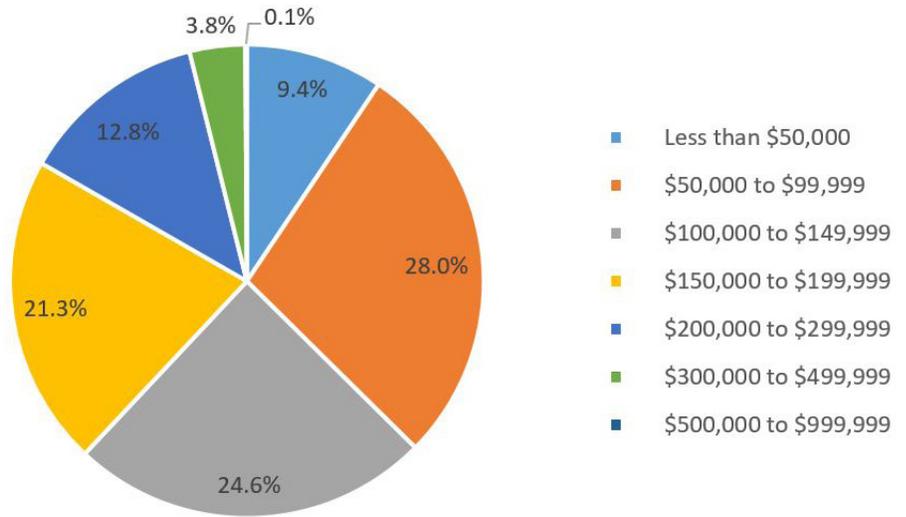
Source: ACS 2015

Housing Values

Housing value is a key indicator for measuring the affordability of housing. Housing costs are typically the single largest expenditure for individuals. Therefore, it is assumed that a home is the single most valuable asset for homeowners. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. **Figure 18** details the value of owner occupied housing units in 2000, 2010, and 2015.

Figure 18:

Owner Occupied Housing Unit Values



Source: American Community Survey 2015

Age of Housing Stock

Aging housing stock indicates an increased need for maintenance and repairs. Both residents and the city are working to ensure that Luverne's housing remains high quality. Housing units in Luverne tend to be older. Only 5.6% of the housing stock has been built since 2000. Luverne saw the largest increase in its housing

stock between 1950 and 1979, with 48.5% of the housing stock being built in this time period. There is also a large amount of older houses in Luverne. A total of 23.7% of the housing stock was built before 1939.

The increase in housing unit values are due to a combination inflation,

property values, and type and quality of homes built in Luverne. Median home values have increased between 2000 and 2010, as well as between 2010 and 2015. While higher home values can be a sign of stronger markets and signal desirable neighborhoods, they can also price families out of homeownership.

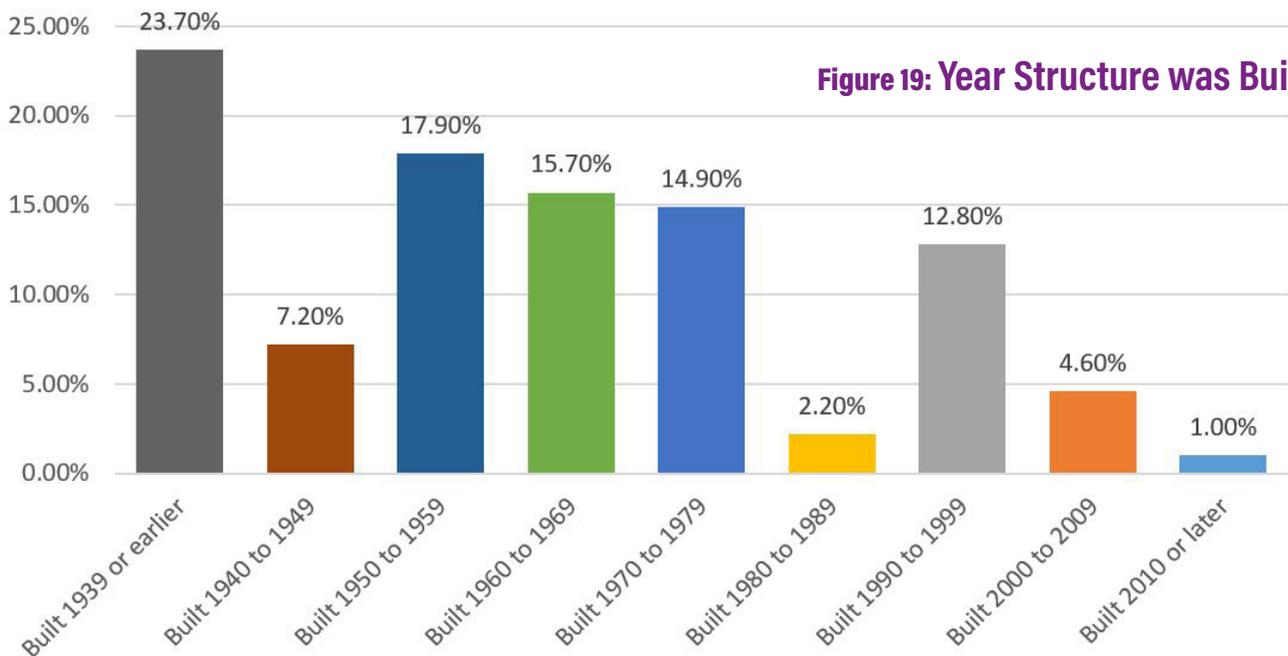
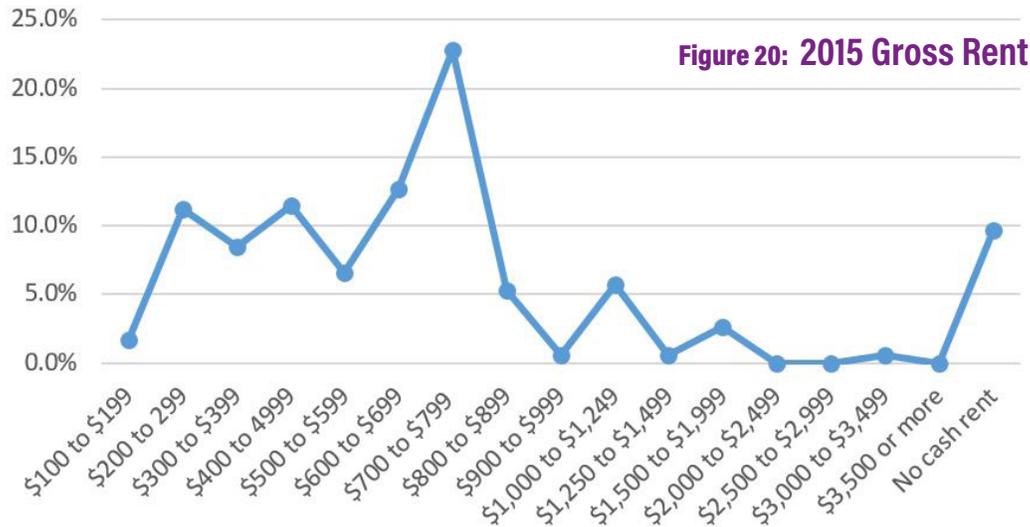


Figure 19: Year Structure was Built



Renter Occupied

Between 2010 and 2015, median rent increased beyond simple inflation adjustments, from \$574 to \$644. The increase in rent is due to a combination of inflation, location, age of unit, unit size, and available amenities. In 2015, more than 47% of the rental units in Luverne were priced from \$600 to \$1,250. The largest segment of units fell in the \$700 to \$799 range.



Source: American Community Survey

Figure 21: Renter Household Housing Costs and Cost Burden

Percent of Income	2010	Percent	2015	Percent
Less than 20%	133	26.1%	178	28.3%
20-29%	164	32.2%	142	22.6%
More than 30%	212	39.7%	309	49.1%
Total	509	100%	629	100%

Source: American Community Survey, 2010 and 2015.

While higher rents can be a sign of diversified rental options offering multiple bedrooms or amenities, they can also increase cost burden for renter households. As with owner occupied housing, a measure of affordability for renters is the percent of household income which is spent on rent. As **Figure 21** illustrates, just under half of all renters spent more than 30% of their income on rent in both 2010 and 2015.

Rental Assistance

There are a total of 150 units in Luverne that are affordable and/or receive rental assistance, most of which are managed by either the U.S. Department of Housing and Urban Development (HUD) or the Minnesota Housing Finance Agency (MHFA), with one unit being managed by the U.S. Department of Agriculture (USDA). Funding and affordability thresholds for these units are detailed in **Figure 22**.

Figure 22: Rental Assistance Units and Providers

Location or Manager of Units	Total Affordable Units	30% AMI	50% AMI	60% AMI	Primary Funder
Rock Creek Townhomes	24	0	0	24	MHFA
Centennial Apartments	54	54	0	0	MHFA
Century Enterprises	8	0	0	8	MHFA
Blue Mound Tower	70	0	70	0	HUD
Damax Apartments	13	0	0	13	USDA
Oakwood Apartments	12	0	0	12	HUD
Stone Creek Townhomes	23	23	0	0	HUD
Fernwood Apartments	8	0	8	0	HUD
Total	150	0	58	92	

Source: Luverne Comprehensive Plan 2030 Update; HousingLink Stream Data

Expiration Dates for Subsidized Units (Source: HousingLink Streams)

- **Rock Creek Townhomes:** 24 units – earliest release March 2028
- **Centennial Apartments:** 54 units – earliest release December 2027
- **Century Enterprises:** 8 units – MHFA Housing Tax Credits
- **Blue Mound Tower:** 70 units – released February of 1971, maintained by Luverne HUD
- **Damax Apartments:** 13 units – earliest release April 2034, USDA Section 515
- **Oakwood Apartments:** 12 units – Earliest release April 2033
- **Stone Creek Townhomes:** 23 units – Earliest release November 2028, both County and HUD



Projected Housing Needs

Figure 23:

Housing Demand into 2025

	Demand in Luverne
General Occupancy	
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
Total	136
Age-Restricted (Senior)	
Adult Few Services	
Ownership	35
Rental	14
Congregate	47
Assisted Living	30
Memory Care	38
Active Adult – Affordable	89
Total	253

Source: Maxfield Research

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 24 identifies population and household forecasts through 2040.

The Comprehensive Plan community survey conducted in 2017 asked respondents what type of housing they would look for. Forty-five percent of respondents indicated they would be looking for single family homes under \$250,000, while 22% would look for townhomes. This is consistent with the findings of the Comprehensive Housing Analysis completed in 2016.

Figure 23 identifies the demand for housing in Luverne through 2025. While there continues to be a strong demand for owner-occupied single family lots, the demand for owner-occupied homes with association maintained lots, in both the general occupancy and senior housing categories. The Comprehensive Housing Analysis notes the vacancy rates for all types of rental housing is below market equilibrium, indicating pent-up demand for rental housing. The analysis found demand for more than 180 rental units, both general occupancy and senior. The greatest need is for affordable senior housing units.

Figure 24: Forecasted Population and Households

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

Source: ACS, Minnesota State Demographer estimates



Housing Influences

The need for housing is influenced by several factors. The key takeaways for the Luverne analysis are:

<p>Stagnant population and household growth this decade have impacted new housing starts</p>	<p>Population is aging and will impact demand for alternative housing types</p>	<p>Household sizes continue to shrink and household types changing</p>
<p>Luverne has low unemployment rate (2.1%) and is a marginal job exporter, which impacts housing demand</p>	<p>Strong rental and senior markets plus low vacancy rates results in pent-up demand</p>	<p>The for-sale market is peaking</p>
<p>Twin homes are driving new construction</p>	<p>Luverne’s twin home lot supply is adequate for the short term</p>	<p>The need for association-maintained housing options is increasing</p>
<p>Luverne must continue promotion of housing programs (i.e. lot incentives, etc.) to help meet housing demand</p>	<p>Possible future growth is found in capturing commuters working but not living in Luverne and a portion of the growing Sioux Falls population.</p>	



Summary of Predicted Housing Needs

Based on the Comprehensive Housing Analysis and community engagement, 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 need for senior housing includes both rental and owner-occupied units. Rental units include independent living townhomes and apartments, as well as congregate care, assisted living and memory care units. To meet this demand, the Comprehensive Housing Needs Analysis estimates a need for an additional 253 age restricted units by 2021. Demand for an additional 136 general occupancy units is anticipated by 2025 with the greatest need for rental units. As Luverne ages the accommodations that are present within the City must also change to meet the differing needs of citizens.

Rental

Rental development will be directed towards townhomes and apartments with a near even split, but slightly favoring apartment development in terms of the number of units developed. There will also be demand for affordable rental housing that will be best supported with the development of townhomes that are made available at a moderate income, as defined by the MHFA guidelines.

Owner Occupied

Lots for owner-occupied homes should continue to be developed, as the demand for entry-level and move-up units continues to increase. While there is some demand for higher end executive housing units, they would likely consist of only 15 to 20% of the needed housing through 2025. Owner-occupied units should be developed as either single family detached units or townhomes that are evenly split between entry-level units and move-up units.

Multifamily Housing

Multifamily housing should be developed with the character of Luverne in mind. This means that multifamily units will predominantly be townhouse and twin homes. These types of units allow for both entry level, move-up, and scale down periods of life. Many younger families are trending towards smaller homes where less maintenance is needed. As current homeowners age, they too will likely look for options that require less commitments from them.

Single Family

Single family housing will need to be developed carefully and thoughtfully. Studies have identified the largest demand in the entry level and move-up types of housing. Entry level is defined as less than \$125,000 and move-up between \$125,000 and \$250,000. Growth and new residences within the City of Luverne are likely to come from those in Sioux Falls looking to move away from the larger city for aspects like better schools or a quieter community as well as an increase in local residents looking for homes of their own.

HOUSING & NEIGHBORHOOD DESIGN CHARACTERISTICS

Housing plays an integral role in 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 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 of the above levels 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 preferences. The houses built in the 1940's look different than those built today. Despite these changes, housing styles have many enduring characteristics. A description of the basic housing styles in Luverne forms a common language for planning. For a description of

Variety

The Comprehensive Plan seeks to care for residents 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 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 twin homes and other forms of attached housing in Luverne. Other forms of attached, owner-occupied 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:

- Promotes health and safety of residents through the construction of sound dwelling units;
- Encourages energy efficiency;
- Minimizes ongoing maintenance costs; and
- Maintains values and contributes to the growth of local tax base.

Luverne uses code enforcement as one means of achieving this objective and realizing these benefits. In addition to the Building Code, Luverne has also adopted property maintenance codes and zoning regulations that influence the quality and condition of the housing stock.



Single Family Detached Units

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. These factors are present in all forms of single family detached housing in Luverne. The primary variables are the size of the lot and the size of the structure.

Single Family Attached Units

Single family attached housing comes in many forms. Duplexes, 4-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 characteristic of this housing style. The common names associated with this style reflect ownership. Units available for rent are called “apartments.” Owned housing is typically referred to as “condominiums” or “cooperatives.”

Characteristics of a Neighborhood

Housing does not exist as single, isolated units, but occurs as part of larger “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 determined when land is platted for development. While the design of a specific neighborhood is adjusted to fit the physical characteristics of each location, certain factors should be considered in every neighborhood.

The basic elements of neighborhoods in Luverne include the following elements, all of which work together to create a desirable and sustainable place to live:



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.



Sidewalks, trails, and bikeways connect the neighborhood to other parts of the community.



Public improvements influence the appearance and character of a neighborhood. Some examples of defining improvements include streets with curb and gutter, trees in the public boulevards, street lighting systems, and storm water ponding.



Thoughtfully located and accessible parks provide places for residents to gather and play.

Characteristics of a Neighborhood Continued

Attractiveness

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 City's primary means to exert direct influence on the visual appearance of new housing units is through the 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 a way to influence 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 that role 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.

CITY ACTING AS DEVELOPER

Advantages

- The character of the subdivision is determined directly by the City as opposed to negotiation with the developer because the City has complete control over neighborhood design.
- The City takes a proactive approach to ensure 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.

Disadvantages

- 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.

Characteristics of a Neighborhood Continued

Maintenance

Maintenance of property is a factor in sustaining quality neighborhoods. The 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

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.





Community Housing Considerations

Luverne seeks to provide a supply of housing to meet 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 lifestyle. 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.



Community Housing Considerations Continued

Housing Conversion

The majority of Luverne's housing stock was designed as single family homes. 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, and affordability becomes a concern. New construction is typically more expensive (less affordable) than the units converted to rental use.

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



04

PARKS & RECREATION, TRAILS AND NATURAL RESOURCES

OVERVIEW

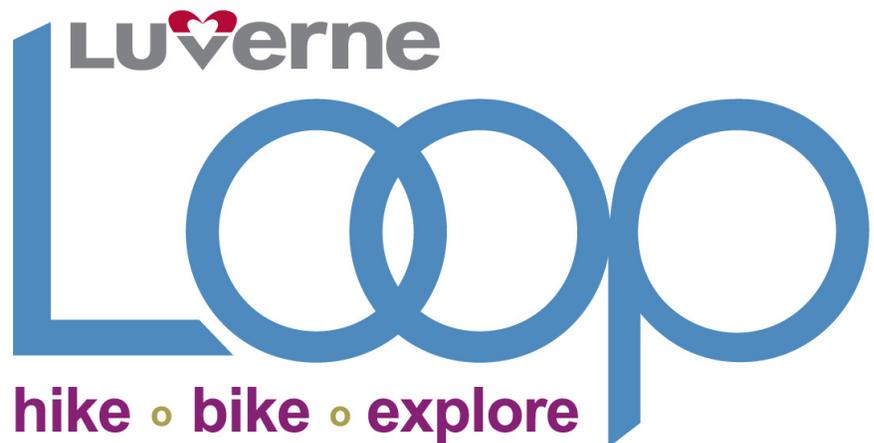
The park and trail system connects people to the land and to each other. The City of Luverne seeks to preserve, protect, maintain, improve, and enhance its natural resources, parkland, and recreational opportunities for current and future generations. The park system is an essential part of the quality of life in Luverne, and is an integral part of developing a healthy community. The goal is to create a systems of trails and parks that allows movement throughout the city and to destinations within and outside of the city. This section will provide details about the park system within Luverne and index the purposes of these parks.

Regional Parks and Trails

Luverne Loop

Planning is underway for an additional seven miles of trail around the outskirts of the city. The Luverne Loop will ultimately connect to the Blue Mound Trail, while also providing connections to downtown, parks and other points of interest within the city.

The Loop will be completed in 3 Phases. Phase 1, beginning at Veterans Memorial Pond and terminating at Dodge Street, was completed in 2016. Phase 2, from Dodge Street to south Highway 75, is set for construction in 2018. Phase 3, planned for construction in 2019-2021, will extend from south Highway 75 to a new planned trailhead at Redbird Field, which ultimately connects to the Blue Mound Trail at the intersection of Main Street and Blue Mound Avenue.





Regional Parks & Trails Continued

Blue Mound State Park and Trail

Blue Mound State Park is located three miles north of Luverne. Most of the park's prairie sits atop a massive outcrop of rock known as Sioux quartzite. The rock outcrop slopes gently up from the surrounding countryside but terminates abruptly in a spectacular cliff line. The cliff, 1.5 miles long and at some points 90 feet high, provides a panoramic view of the countryside. Miles of hiking and biking trails run along the cliffs, into the oak woods, and through the prairie. A small buffalo herd, maintained by the State Park system, roams the park. Amenities of the Park include a visitor center, campgrounds, walking trails, nature programs, and rock climbing.

The Blue Mound Trail begins in the City of Luverne and runs into the Park. This trail features open scenery and a view of the Blue Mound cliff line.

County Park

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

Casey Jones State Trail

The Casey Jones State Trail is a planned trail connecting several communities in the area stretching many miles. It is likely that the trail, when extended, will bypass the City and terminate at Schoneman County Park. The trail intends to serve equestrians and snowmobilers in addition to bikers and walkers/runners. The City prefers that the natural surface trail, for horses and snowmobiles, bypass the city connecting to Schoneman Park via a trail outside the city limits.

The City intends to designate the city portion of the existing Blue Mounds Trail, from 131st Street south along Blue Mound Avenue to Main Street, as the Casey Jones Trail. Phase 4 of the Luverne Loop project will widen this segment. The City also believes Phase 3 of the Luverne Loop, south from Main Street past the planned trailhead at Redbird Field to Highway 75, should be designated as the Casey Jones Trail as well. This route connects directly to the Main Street and I-90/Highway 75 commercial areas to encourage tourist spending.

Regional Parks & Trails Continued

Luverne-Sioux Falls Trail

In accordance with the Sioux Falls Bicycle Trail Master Plan the Sioux Falls Metropolitan Planning Organization (MPO) expects to extend its trail system with a trail along the Big Sioux River to the northern end of the Big Sioux Recreation Area near the northwest corner of the city of Brandon within the 2019 to 2024 time frame. Another trail, along 264th Street/East Maple Street is expected to reach the southern end of the Recreation Area near the southwest corner of Brandon within the same time frame.

In or after 2024, the system is expected to be extended through Brandon to the Brandon and Hidden Valley Golf Courses along Split Rock Creek, on the east side of the city. The Luverne-Sioux Falls Regional Trail would connect to the Sioux Falls trail system at this point, providing a connection to the City of Luverne, the Luverne Loop Trail, and the other regional and state trails described in this chapter.

Linking Luverne to Sioux Falls will be an important connection; the 60-mile round trip from the heart of Sioux Falls is within day-trip range for advanced recreational cyclists, and within overnight range for more moderate recreational cyclists.

Big Sioux River Regional Connector

The Big Sioux River Regional Connector is a proposed aggregate surfaced trail from Luverne south through the City of Hills in Rock County and Larchwood, IA to several public recreational lands through the City of Hills in Rock County and Larchwood, Iowa to several public recreational lands along the Big Sioux River on the Iowa/South Dakota border: Gitchie Manitou (Iowa) State Preserve, Blood Run National Historic Landmark (SD & IA), and the 844 acre Big Sioux Wildlife Area (SD & IA).

It is estimated that this project would begin around 2025 or after and would stretch approximately 30 miles. This would eventually connect to the Casey Jones Trail and the Luverne Loop through the Casey Jones Trail.

East-West Regional Trail

The East-West Regional Trail is a proposed trail connecting the planned 70-mile Des Moines River Valley State Trail in Jackson, MN to Luverne, currently envisioned as paralleling Interstate-90 to its south.

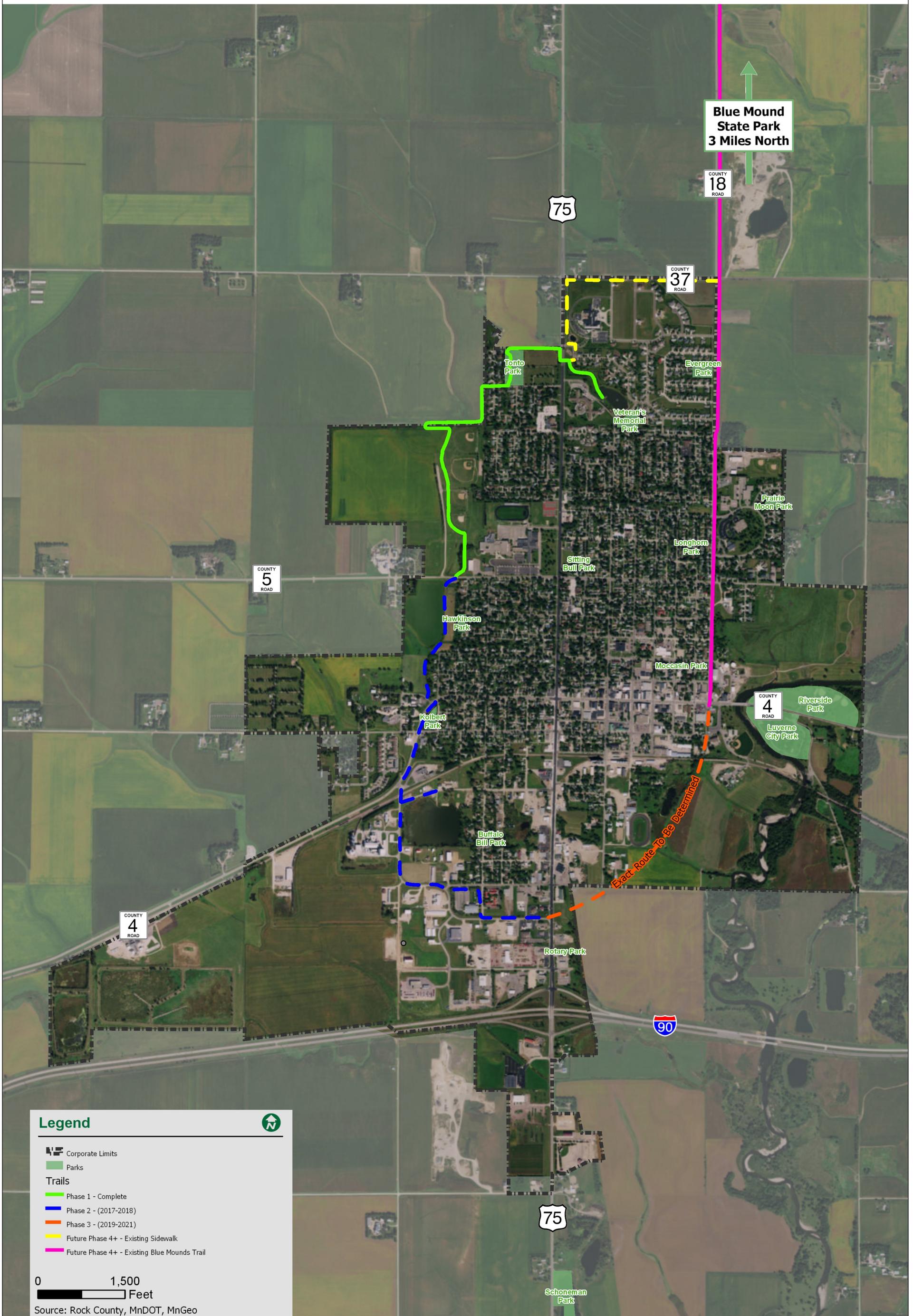
It is estimated that this project would begin around 2025 or later and would be approximately 60 miles long. This trail would connect to the Casey Jones Trail, likely south of I-90. This would also connect Luverne to Worthington, a city with a population of approximately 11,000. Worthington is also a regional employment center.

Touch the Sky Prairie

Located about 10 miles northwest of Luverne, Touch the Sky Prairie includes approximately 1,000 acres of restored native prairie. The property is operated by the Brandenburg Prairie Foundation, a 501(c)(3) nonprofit organization. Visitors can explore the prairie on about 3 miles of trail.

Map 3 illustrates existing and future parks and trails.





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

City Recreational Facilities

In addition to the park system, the City of Luverne has several recreational facilities that cater to the needs of the community.

Luverne Area Aquatic and Fitness

The facility includes an Olympic size pool, a diving board, 3 water slides, a wading pool, and a whirl pool. The pool is used for aerobic classes, swimming lessons, open swim, and senior swim. The fitness center includes two weight rooms and one cardio room that includes various

machines and equipment including treadmills, elliptical machines, exercise bikes, cycling bikes, and a stair climber. The weight room workout machines and equipment including cardio rooms with treadmills, elliptical machines, exercise bikes, cycling bikes, and a stair climber.

Blue Mound Arena

The Blue Mound Arena was constructed in the fall of 1991 and is used year round for hockey, figure skating, open skating,

ice skating lessons, and other special activities and events.

Redbird Field

Redbird Field is located on the west end of City Park and includes a ball field, field stands and scoreboard and a skateboard park. The facility is home of the Luverne Cardinal's High School team and the Luverne Redbirds, an amateur team.

School Facilities

The Luverne Public School offers many recreational

facilities that include a stadium, track, baseball and softball fields, soccer fields, and tennis courts. Also part of the school is a playground that is located near the elementary school.

Joe Roberts Field

Located on the east side of Luverne, near the Rock County Sheriff's Department, the facility includes two little league baseball diamonds.

Figure 25: City Park Amenities By Location

Amenities	Walking/Hiking Trails	Picnic Area/Shelter	Playground	Sports Facilities	Fishing
Tonto Park	✓	✓	✓	-	-
Veterans Memorial Park	✓	✓	✓	-	✓
Evergreen Park	-	✓	✓	✓	-
Prairie Moon Park	-	✓	✓	-	-
Sitting Bull Park	-	✓	✓	-	-
Longhorn Park	-	-	✓	-	-
Hawkinson Park	-	✓	✓	-	-
Kolbert Park	✓	✓	✓	-	-
Buffalo Bill Park	-	-	✓	-	-
City Park	-	✓	✓	✓	-
Riverside Park	-	-	✓	✓	-
Rotary Park	-	✓	✓	-	-
Moccasin Park	✓	-	-	-	-
Totals	4	9	12	3	1



Natural Resources

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.

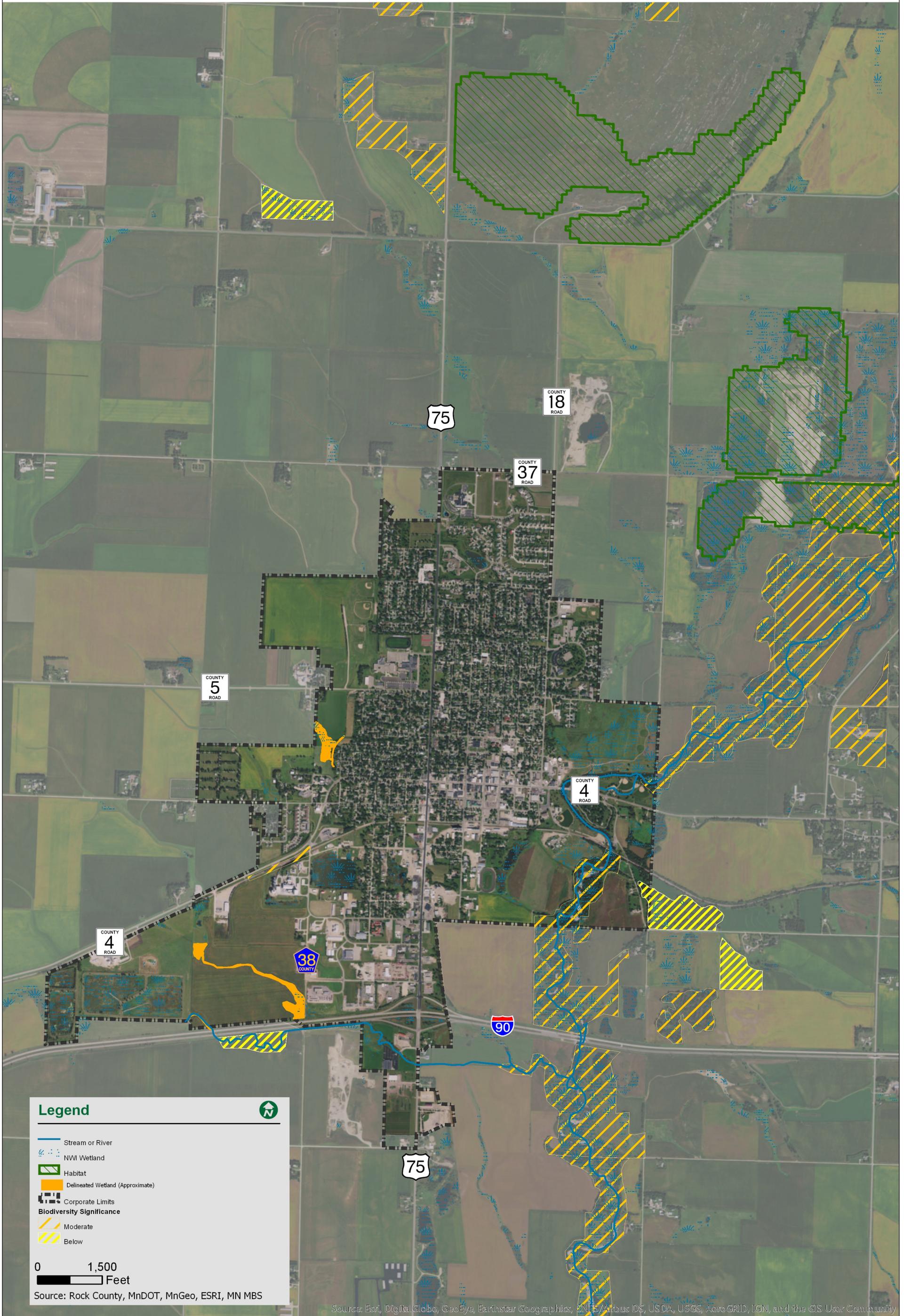
Map 4 identifies some of the Natural Resources within and surrounding the City.

The Rock River 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. In addition to its natural resource benefits, the Rock River also serves as a recreational amenity.

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/canoing opportunities. Wetlands are not prevalent in Luverne, but there are some around the edges of the cities in the neighboring Townships. The City recently completed wetland delineations for the West Side Residential area located directly south of CSAH 5 at the city limits, and for the Luverne Industrial Park located directly north of I-90. These delineations identified approximately 4.5 acres and 8.5 acres of wetlands within these areas. Elsewhere within the City are some areas of Moderate Biodiversity Significance. These are primarily located along the Rock River, with another location off of West Main.

Within the anticipated growth area to the south near the airport there are also some National Wetland Inventory (NWI) areas along Highway 75. Other areas of note within the potential growth areas are a below average area of biodiversity significance to the south of Interstate 90 as well as a large amount of land to the east of the City around the Rock River and its drainage area that are classified as below or moderate areas of 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.



Legend

- Stream or River
- NW1 Wetland
- Habitat
- Delineated Wetland (Approximate)
- Corporate Limits
- Biodiversity Significance**
- Moderate
- Below

0 1,500
Feet

Source: Rock County, MnDOT, MnGeo, ESRI, MN MBS

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

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

05

TRANSPORTATION

OVERVIEW

The purpose of the Transportation Plan element of the Comprehensive Plan is to provide guidance to the City of Luverne, as well as existing and future landowners in preparing for future growth and development. As such, whether an existing roadway is proposed for upgrading or a land use change is proposed on a property, this plan provides 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.

Transportation System Principles & Standards

The transportation system principles and standards included in this plan create the foundation for developing the transportation system, evaluating its effectiveness, determining future system needs, and implementing strategies to fulfill the goals and objectives identified.

Existing Roadway Conditions

Existing Traffic Volumes and Crash Data

The most basic characteristic of a given roadway is the volume of traffic that it carries. Existing traffic volumes on roadways within Luverne are presented on **Map 5**. This is the most current MnDOT data.

Safety Issues

A central concern of transportation professionals is roadway safety. To assist in the evaluation of crashes, MnDOT maintains a database of crash records from around the state of Minnesota. These records identify the

location, severity, and circumstances associated with each crash. This dataset was reviewed to identify the number, location and severity of crashes in the City of Luverne for the years 2011 to 2015. Overall there were 185 crashes, of which one involved a fatality, 39 involved personal injury, and 145 involved property damage (see **Figure 26**).

Crashes were widely distributed throughout the City with most locations accounting for only one or two incidents, suggesting that a crash at that location was a random event.

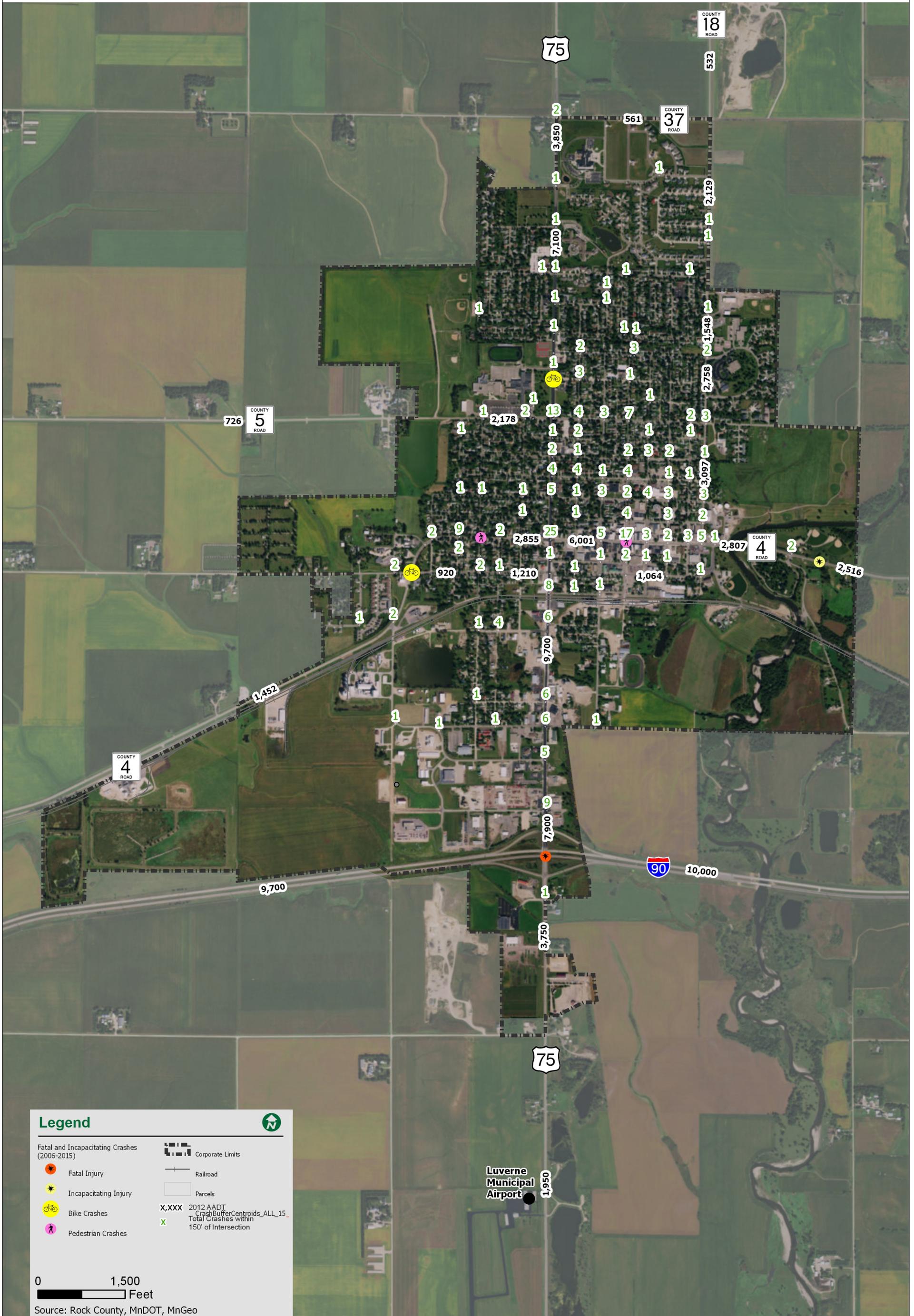
However, certain locations exhibit more frequent crash occurrence. The locations with the most crashes from 2011 to 2015 (the most recent data) are listed in **Figure 27**. **Map 5** identifies all of the crashes from 2006-2015. All top crash locations were located at intersections along TH 75 and were recorded before the reconstruction of TH 75 in 2015. With this in mind, the City should monitor crash counts in the near future and pursue a more thorough crash analysis if counts elevate.

Figure 26: Motor Vehicle Crashes in Luverne 2011-2015

Year	Fatal Crashes	Personal Injury Crashes			Property Damage Crashes	Total Crashes
		Type A Incapacitating Injury	Type B Non-Incapacitating Injury	Type C Possible Injury		
2011	0	1	1	10	32	44
2012	0	0	0	2	25	27
2013	0	0	3	7	27	37
2014	1	0	4	5	36	46
2015	0	0	3	3	25	31
5-Year Total	1	1	11	27	145	185
5-Year Average	.2	.2	2.2	5.4	29	37

Figure 27: Top 8 Crash Locations In Luverne 2011-2015 (by frequency of crashes)

	Crash Location	Number of Crashes
1	Kniss Avenue (US TH 75) and Main Street (CSAH 4)	14
2	Kniss Avenue (US TH 75) and Interstate 90	8
3	Kniss Avenue (US TH 75) and Dodge Street (CSAH 5)	6
4	Kniss Avenue (US TH 75) and Gabrielson Road	5
5	Kniss Avenue (US TH 75) and Warren Street	5
6	Kniss Avenue (US TH 75) and Mead Court	4
7	Kniss Avenue (US TH 75) and Fletcher Street	4
8	Kniss Avenue (US TH 75) and Brown Street	4



Legend

<ul style="list-style-type: none"> Fatal and Incapacitating Crashes (2006-2015) Fatal Injury Incapacitating Injury Bike Crashes Pedestrian Crashes 	<ul style="list-style-type: none"> Corporate Limits Railroad Parcels X,XXX 2012 AADT Crash Buffer Centroids_ALL_15... Total Crashes within 150' of Intersection
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0 1,500 Feet

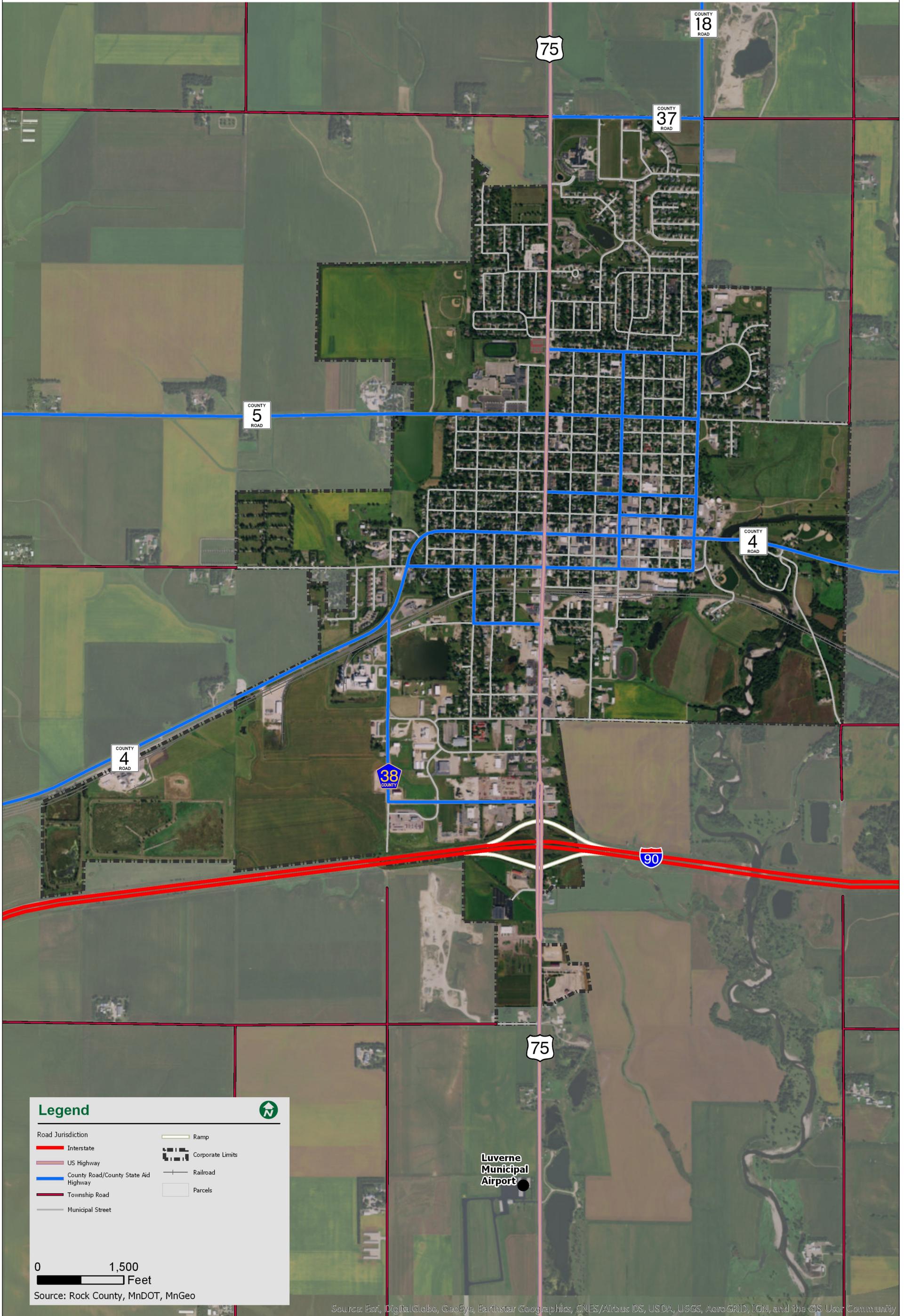
Source: Rock County, MnDOT, MnGeo

Jurisdictional Classification

Roadway jurisdiction directly relates to functional classification of roadways. Generally, roadways with higher mobility functions (such as arterials) should fall under the jurisdiction of a regional level of government.

Recognizing that these roadways serve greater areas resulting in longer trips and higher volumes, jurisdiction of Principal Arterial and Minor Arterial roadways should fall under the jurisdiction of the state and county, respectively. Similarly, roadways with more emphasis on local circulation and access (such as collectors) should fall under the jurisdiction of the local government unit. These roadways serve more localized areas and result in shorter trip lengths and lower volumes. Major Collector and Minor Collector roadways should fall under the jurisdiction of either Rock County or the City of Luverne.

Map 6 details jurisdictional control in Luverne. Future Jurisdictional Classifications are discussed later in this chapter.



Legend

Interstate	Ramp
US Highway	Corporate Limits
County Road/County State Aid Highway	Railroad
Township Road	Parcels
Municipal Street	

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



Functional Classifications

It is recognized that individual roads and streets do not operate independently in any major way. Most travel involves movement through a network of roadways. It becomes necessary to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by stipulating the role that any particular road or street should play in serving the flow of trips through a roadway network. It is the process by which streets and highways are grouped into classes according to the character of service they are intended to provide. This involves determining what functions each roadway should perform prior to determining its design features, such as street widths, speed, and intersection control.

The Minnesota Department of Transportation (MnDOT) has developed definitions and criteria for roadway classification based on function. This classification system typically consists of five major classes of roadways: Principal Arterials, Minor Arterials, Major Collectors, Minor Collectors, and Local Streets. Roadways are classified as either arterials, collectors, or local streets based on several criteria including (but not limited to) geographic units connected, types of streets connected, length of trip served, distance between streets of the same classification, volume of traffic carried by the facility, speed limit and design (right-of-way width and access provisions).

The existing roadway classifications within Luverne are described as the following:

1. Principal Arterials
2. Minor Arterials
3. Major Collectors
4. Minor Collector Streets
5. Local Streets



Classification Types

1. Principal Arterials

Roadways of this classification typically connect large urban areas to other large urban areas or they connect metro centers to regional business concentrations via a continuous roadway without stub connections. They are designed to accommodate the longest trips. Their emphasis is focused on mobility rather than access. They connect only with other Principal Arterials, interstate freeways, and select Minor Arterials and Collector Streets. There is one Principal Arterial roadway passing through the City of Luverne, US Interstate 90. Interstate 90 provides east-west connectivity spanning the entire width of the southern Minnesota from Wisconsin to South Dakota. Though only .6 miles of Interstate 90 falls within the city limits, it will remain a vital connection to Luverne for those traveling to and from the city.

2. Minor Arterials

Roadways of this classification typically link urban areas and rural Principal Arterials to larger towns and other major traffic generators capable of attracting trips over similarly long distances. Minor Arterials service medium-length trips, and their emphasis is on mobility as opposed to access in urban areas. They connect with Principal Arterials, other Minor Arterials, and Collector Streets. Connections to Local Streets should be avoided if possible. Minor Arterials are responsible for accommodating thru-trips, as

well as trips beginning or ending outside the Luverne area. Minor Arterial roadways are typically spaced approximately ½ to 1 mile in developed areas and approximately 1 to 2 miles in developing areas. TH 75 is the only Minor Arterial roadway in Luverne.

3. Major Collectors

Roadways of this classification typically link neighborhoods together within a city or they link neighborhoods to business concentrations. A balance between mobility and access is desired. Major Collector street connections are predominately to Minor Arterials, but they can be connected to any of the other four roadway functional classes. Local access to Major Collectors should be provided via public streets and individual property access should be avoided. Generally, Major Collector streets are predominantly responsible for providing circulation within a city. Major Collectors are typically spaced approximately ¼ to ¾ mile in developed areas and approximately ½ to 1 mile in developing areas. Dodge Street (County State Aid Highway [CSAH] 5) west of TH 75 and Main Street (CSAH 4) are functionally classified as Major Collector roadways in the Luverne area.

4. Minor Collectors

Roadways of this classification typically include city streets and rural township roadways, which facilitate the collection of local

traffic and convey it to Major Collectors and Minor Arterials. Minor Collector streets serve short trips at relatively low speeds. Their emphasis is focused on access rather than mobility. Minor Collectors are responsible for providing connections between neighborhoods and the Major Collector/Minor Arterial roadways. These roadways should be designed to discourage short-cut trips through the neighborhood by creating jogs in the roadway (i.e. not direct, through routes). Warren Street, Blue Mound Avenue (CSAH 18), and 131 Street (CSAH 37) are classified as Minor Collectors.

5. Local Streets

Roadways of this classification are those streets not classified as an arterial or collector. Similar to Minor Collector streets, Local Streets typically include neighborhood city streets which provide direct access to individual residences and businesses and convey traffic to Minor Collectors, Major Collectors, and Minor Arterials. As with Minor Collectors, Local Streets serve short trips at relatively low speeds and their emphasis is increasingly focused on access rather than mobility. Accordingly, Local Streets do not include through traffic movements. As with many communities, many of the roadways within the City of Luverne are classified as Local Streets.

Basic Standards

Figure 28 contains the standards for the functional street types in Luverne. These standards provide guidance on the design and operation of each street.

Map 7 shows the current functional classifications of the streets in Luverne. 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.

Figure 28: Standards for Street System

	Arterial	Collector	Local
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 & 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 arterial/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

Transportation System Issues

The City of Luverne aims to enhance the relationship and compatibility between land uses and transportation to assure an efficient and safe transportation system. Some areas of concern are area specific while others are city-wide. A summary of those concerns can be seen to the right.

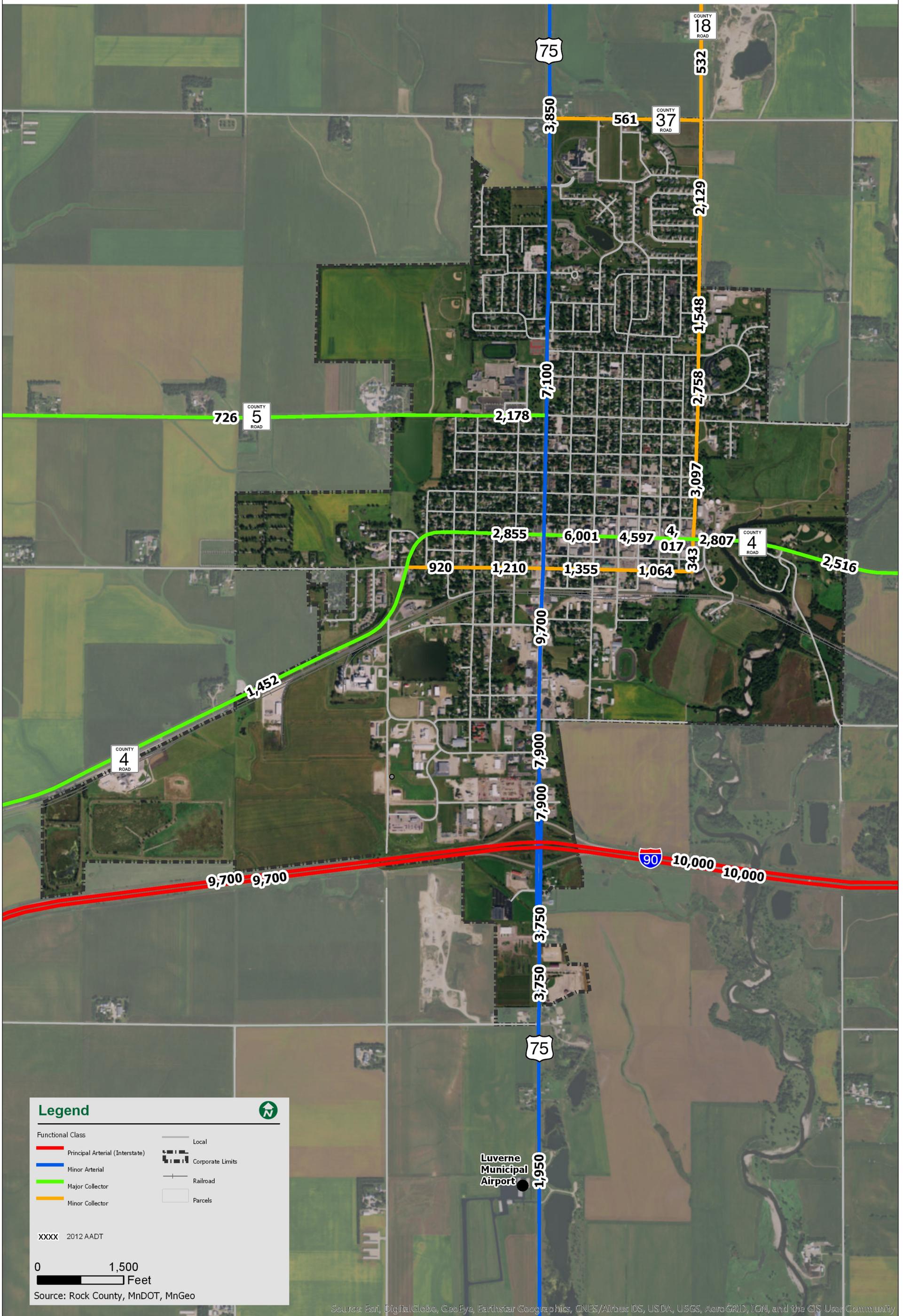
Safety Issues

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.



Legend

Functional Class		Local
— Principal Arterial (Interstate)		Corporate Limits
— Minor Arterial		Railroad
— Major Collector		Parcels
— 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

Transportation System Plan

2040 Traffic Projections, Capacity Deficiency Analysis & Assumed Roadway Network

The roadway network assumed for the 2040 analysis includes the existing network, plus projects that have been programmed and/or planned. The roadway projects that will enhance the existing network that are anticipated to be in place as part of the 2040 network are identified and summarized in **Figure 30**.

Future Transportation Plans and 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.

Future Functional Classification

At times, it may be necessary to reconsider how a roadway’s function has changed or could better serve a community. A re-designation of a roadway’s functional classification is under the authority of the agency which owns the given road. Based on roadway analysis completed for 2040, this plan makes no recommendations for changes to the existing functional classification.

Future Jurisdictional Classification

As roadway segments are considered for turn-back to the City, efforts will be taken to evaluate the roadway features for conformance to current standards, structural integrity, and safety. This effort will help the City develop short and long-range programs to assume the responsibilities of jurisdictional authority.

No jurisdictional turn backs were identified through this planning process. As previously mentioned, as roadway segments are considered for turn-back to the City, efforts

should be taken to evaluate the roadway features for conformance to current standards, structural integrity, and safety. This effort will help the City develop short and long-range programs to assume the responsibilities of jurisdictional authority. In the near future, Rock County plans to take over jurisdiction of approximately 1 mile of City streets. No specific date has been identified for this turnover.

Transit

The City of Luverne has no formal public transportation system in place. Rock County operates the Rock County Heartland Express to provide dial-a-ride services to Rock County residents. The service operates out of Luverne and covers the entirety of Rock County. The services divides the County into four zones that radiate out from Luverne. These zones are designations of fare cost ranging from \$2.50 in Zone 1, to \$6 in Zone 4. The service also offers monthly unlimited passes. This service runs from Monday to Friday from 7:30 AM to 5 p.m., with the final pick up time being at 4:30 p.m., and on Sundays from 8:30 a.m. to 12 p.m. on Sundays with transport options being limited to churches within Luverne.

Figure 29: Rock County Capital Improvements Project

2017	<ul style="list-style-type: none"> CSAH 32 from Cedar to Blue Mound State Park: Construction includes grading, paving, curb and gutter, and sidewalk improvements CSAH 4 from Walnut Street to TH 75: Construction includes milling and overlay CSAH 18 from Fairway Drive to CSAH 8: Construction includes milling and overlay CSAH 35 from Lincoln Street to Barck Street: Construction includes milling and overlay
2018	<ul style="list-style-type: none"> Koehn, Dakota and Walnut.
2019	<ul style="list-style-type: none"> River Road Bridge (L2256): Construction includes bridge replacement
2020	<ul style="list-style-type: none"> CSAH 27 from Luverne Street to State Street in Magnolia: Construction includes pavement, curb, and gutter rehabilitation
2021	<ul style="list-style-type: none"> CSAH 5 / TH 75 intersection improvements CSAH 18 from Fairview Street to 131st Street: Construction includes grading, curb and gutter, pavement, and storm sewer improvements



Transportation System Plan

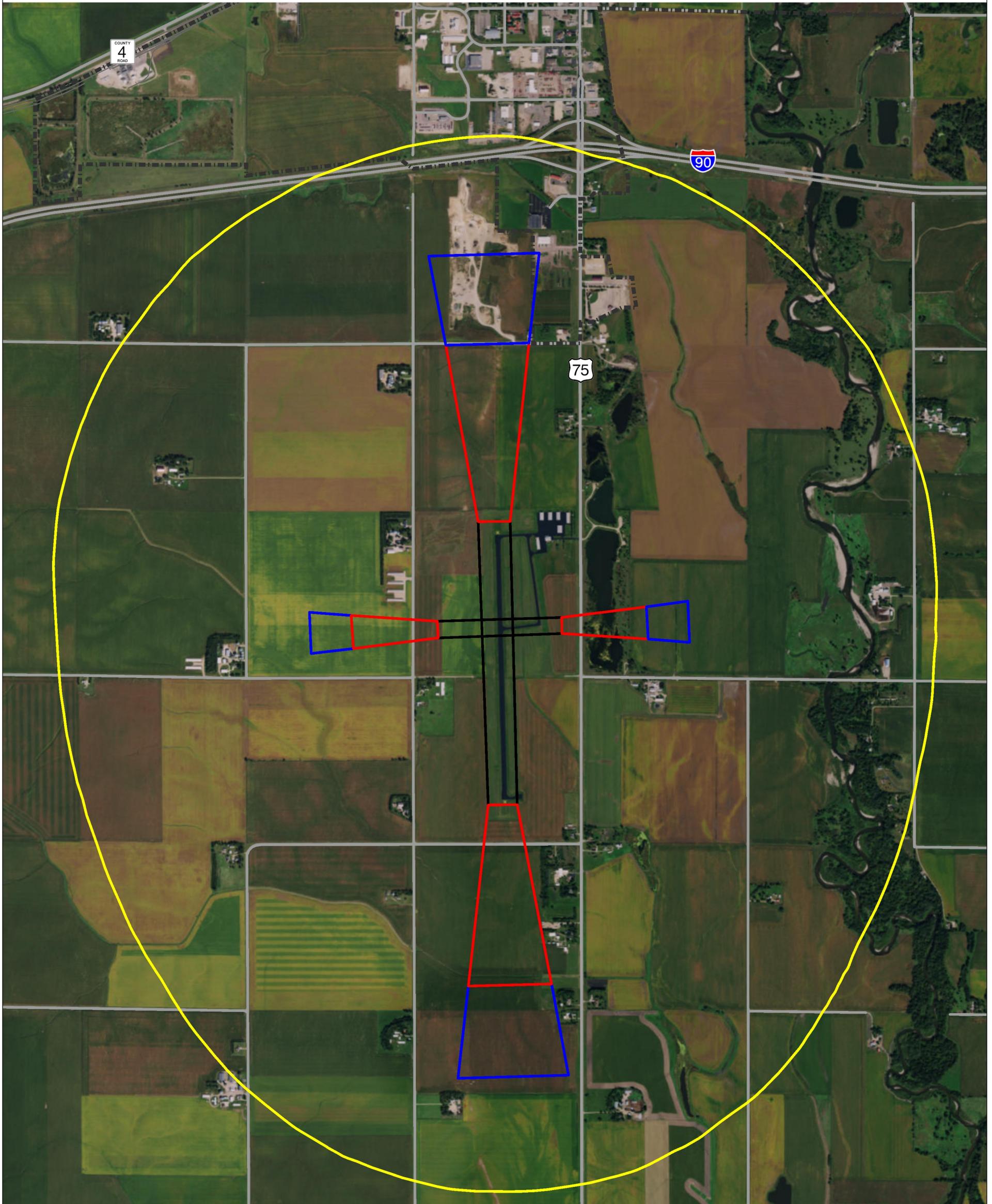
Minnesota Southern Railroad (MSWY)

The Minnesota Southern Railroad (MSWY) operates 41.44 miles of track owned by the Buffalo Ridge Railroad Authority, a joint authority between Rock and Nobles County. The operation based in Luverne is class II railroad that operates between Manley, MN and Worthington, MN, MSWY interchanges with the Burlington Northern Santa Fe on the west end and the Union Pacific at the east end. The current major customers of the railroad based in Luverne are Gevo, Minnesota Special Liquids, and CHS, Inc.

Aviation

Luverne owns and operates a municipal airport. The airport is located on a 280 acre site with one 4,200 foot 18/36 runway. The runway features full PCL lighting, PAPI's and REILS and two RNAV (GPS) LNAV and LPV approaches with 200-1 minimums. The facility is also equipped with enough hangers to house over 20 airplanes. The city maintains the grounds, facilities, and runway lighting. The facilities can accommodate single and twin-engine aircraft.

Land use considerations for the Luverne Municipal Airport extend beyond the boundaries of the airport to have safety and land use compatibility considerations on the neighboring properties. An overlay airport zoning ordinance has been established to ensure the safety of the airplanes approaching the runway and property owners on the ground. The City of Luverne has maintained compatible land uses in the critical areas surrounding the airport in both the existing land use and future land use plans.



Legend

Zone A	Primary Surface
Zone B	Corporate Limits
Zone C	Railroad
	Parcels

0 1,500 Feet

Source: Rock County, MnDOT, MnGeo

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.

06

INFRASTRUCTURE & UTILITIES

OVERVIEW

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 Comprehensive Plan requires thoughtful consideration of the utility infrastructure within the city. This includes water supply, wastewater treatment, surface water management, electric power as well as public buildings that provide a service to the residents of the City of Luverne.

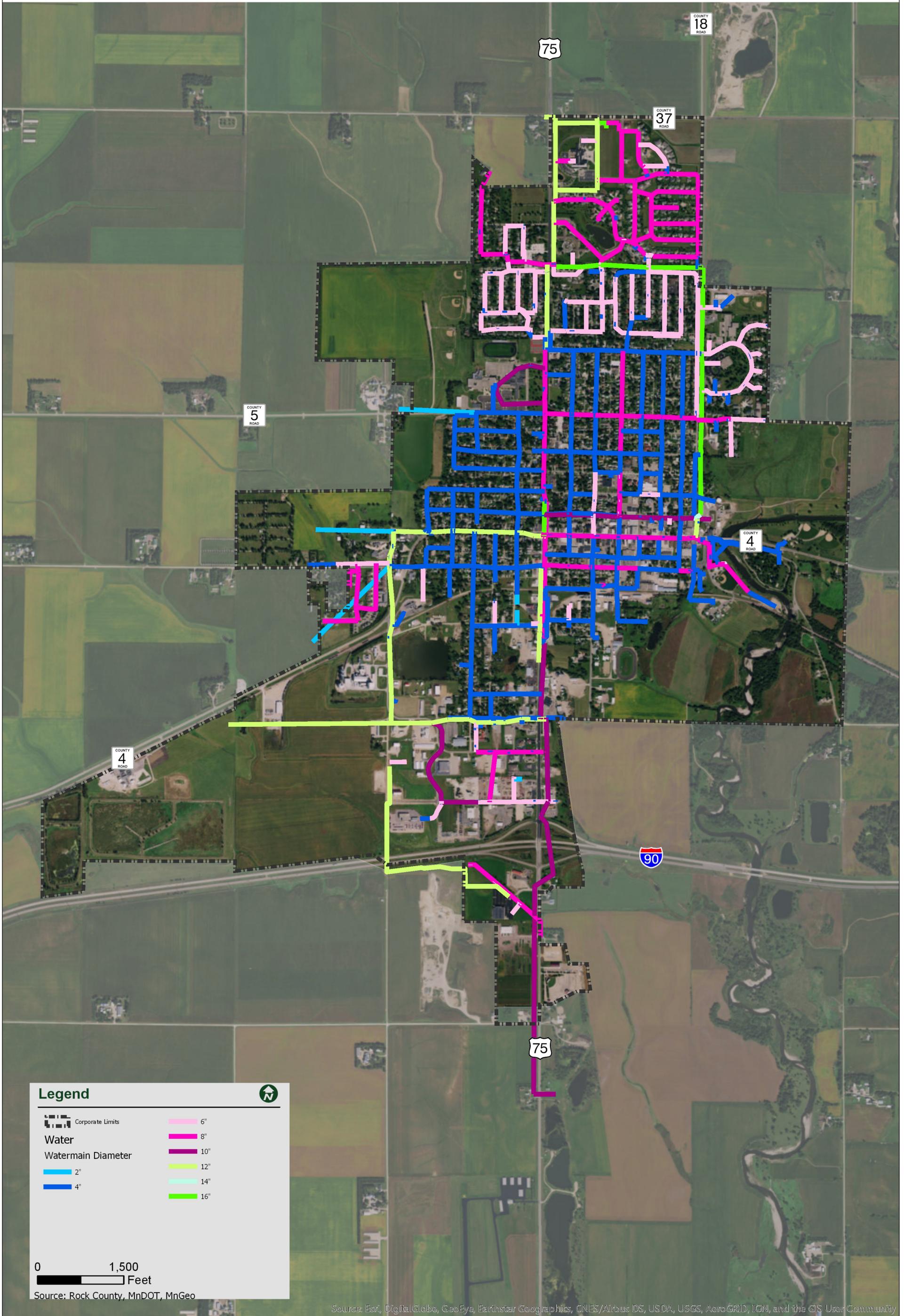
This chapter will analyze existing capacity and assess future needs of the water, sewer, electric and storm drainage utilities. The community response to a survey regarding the of the infrastructure and utility assets of the community received a very positive response. As a result, a number of goals and policies have been developed assure the successful managed growth of the community.

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. Located in Vermillion, South Dakota, the Lewis & Clark Regional Water System is maintained and operated by the Lewis & Clark which is a non-profit that provides water to 20 member cities. The system is made up of a treatment plant in Vermillion, an administrative facility and pressure boosting station in Tea, SD, and 18 metering facilities. The facility is sourced by 11 wells all from the Missouri: Elk Point Aquifer. The system has three reservoirs with a combined capacity of 18 million gallons; two 7.5 million gallons ground storage reservoirs near Tea, South Dakota and a 3 million gallon elevated composite water tower in southern Sioux Falls. Within the facilities 2016 fiscal year it had a total demanded 5.341 billion gallons, an average daily demand of 14.59 million gallons, and a peak day demand of 22 million gallons.

The City of Luverne 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. There are no plans to cap existing wells; one will be run during the winter to keep the north water treatment plant running.

The wells are a shallow 40 – 65 feet deep and produce 100 gallons per minute. The City of Luverne built two water treatment plants in 1963. Some upgrades to these systems were completed since the initial construction. The south plant was taken out of production but is kept in good condition, and has recently been upgraded.



Legend

- Corporate Limits
- Water**
- Watermain Diameter
- 2"
- 4"
- 6"
- 8"
- 10"
- 12"
- 14"
- 16"



0 1,500
Feet

Source: Rock County, MnDOT, MnGeo



The City of Luverne has two water towers. The 300,000 gallon water tower located on Highway 75 was constructed 40 years ago and refurbished in 2017. The second water tower, constructed in 2004 holds 300,000 gallons and is 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 that were constructed in 2014. Water is supplied with 4 – 16” pipe that is estimated to be partially made of cast iron (50%) and PVC (50%). Main lines are generally replaced when street reconstruction is completed. Leak detection is completed annually. The city generally experiences two or three breaks a year. The city completes maintenance regularly on the system through efforts including flushing hydrants or exercise valves.

A water expansion project is planned for 2018 to extend water to the Industrial park at an estimated cost of \$543,000. \$350,000 is budgeted to extend water to the west side residential development for a mixed use housing project. Future major capital improvements include a project to tie the Lewis & Clark water system to the south water treatment plant at an estimated cost of \$2,100,000.

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. This 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). The pipe material is estimated to be half clay and half PVC. System upgrades are typically completed along with street projects. A wastewater expansion project is planned for 2018 to extend sewer service to the Industrial park at an estimated cost of \$551,000. \$350,000 is budgeted to extend sewer to the west side residential development for a mixed use housing project.

The existing mechanical treatment plant was constructed in 1955 and significant modifications were made in 1984 and 1993 to increase the capacity of the facility and improve performance. The treatment system was modified in 2014 by adding a new process (floatation thickening) that resolved the sludge storage capacity issue and provides discharge that meets water quality limits.

A wastewater treatment facilities plan was prepared by TKDA to address the existing plant and plan for future improvements or additions. Future improvements were grouped into three phases and items in phase I have been completed. Phase II includes improvements to the primary clarifiers, oxidation ditch, final clarifier and chlorine contact chamber that will be necessary when the maximum flow to the wastewater treatment plant exceeds 1.5 MGD. After these improvements are made the plant will be able to treat up to 2 MGD and may provide for wastewater treatment needs for up to 20 years. Phase III improvements will be necessary when PCA regulations reduce nutrient limits for phosphorus and nitrogen in wastewater discharge. This phase will require significant improvements.

Surface Water

Local Water Management Plan

Luverne is located in the Rock County Soil and Water Conservation District. The WMO is managed by the Rock County Soil and Water Conservation District Land Management Office.

A regional storm water plan is currently being developed to address storm water needs in the Industrial Park to accommodate the addition of trū Shrimp and a National Guard Armory.

Physical Environment and Land Use

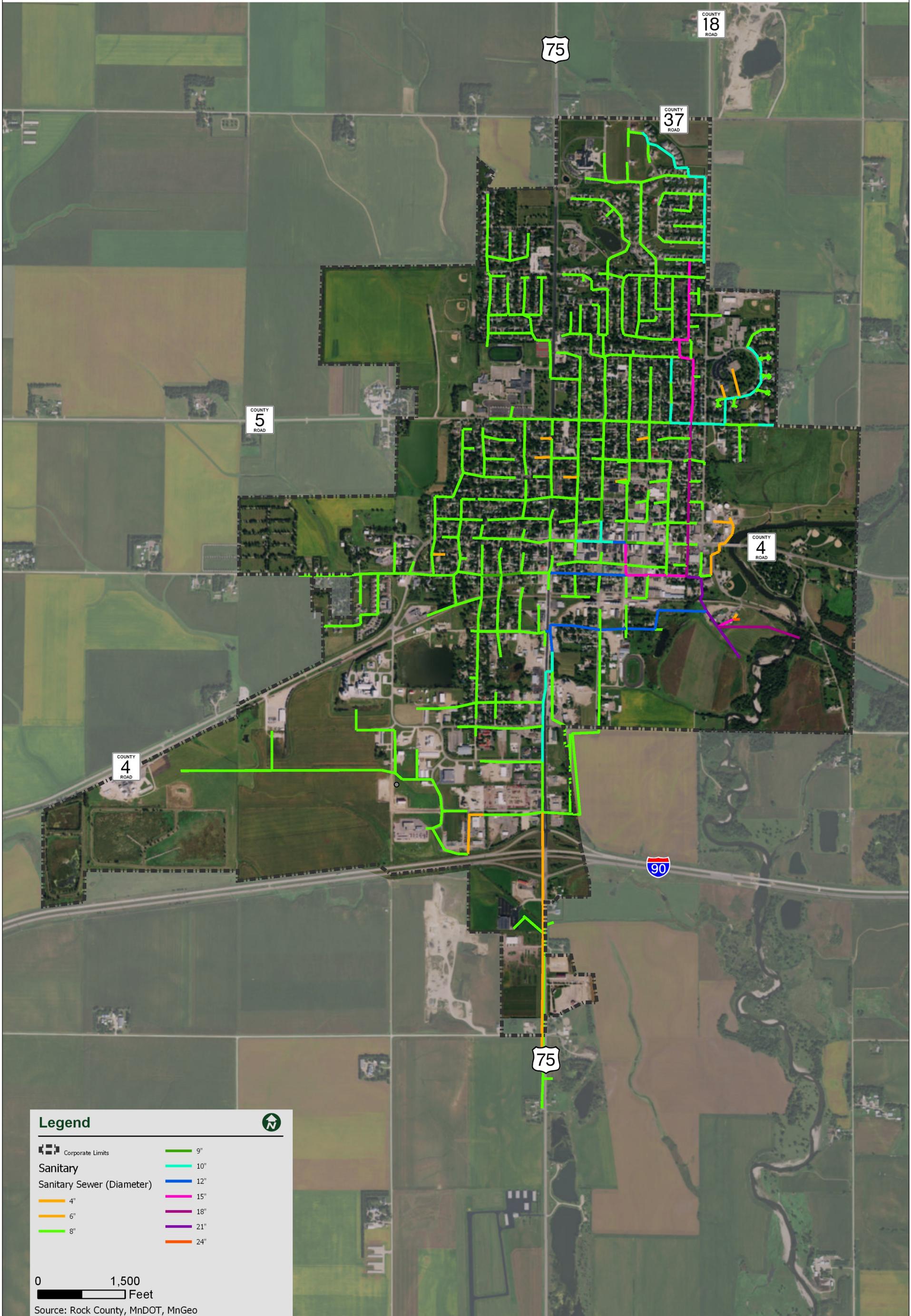
The City has established a storm sewer utility. This utility provides a funding mechanism for the construction and maintenance of a comprehensive system of storm water management in Luverne.

Electric Utility

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. By 1949 the electric plant was a combination of diesel and steam and a cooling tower was installed.

Demand for electricity continued to increase and in 1954 the plant was again enlarged and a new 3,500 KW Worthington Diesel and additional switchboards was installed. In 1959 the city found a way to supply the ever increasing demand for electricity and entered into a contract with Western Area Power Administration (WAPA) to purchase power. Use of the existing steam turbine was discontinued. In 1977, when the power provided by WAPA no longer met the demand for electricity, the City of Luverne joined other municipal electric utilities in purchasing supplemental power from Missouri Basin Municipal Power Agency – now known as Missouri River Energy Services. From the original 100 horsepower engine operated to provide street lighting, the City of Luverne now sells approximately 99,000 MWh of energy annually to residents and businesses in the city.

The electric distribution system also grew as demand for power 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. In the mid to late 1990’s the 27 miles of overhead power lines were replaced with an updated underground system. Construction of a third substation is planned to be constructed in 2018 at an estimated cost of \$4 million to serve the expansion of the Industrial Park.

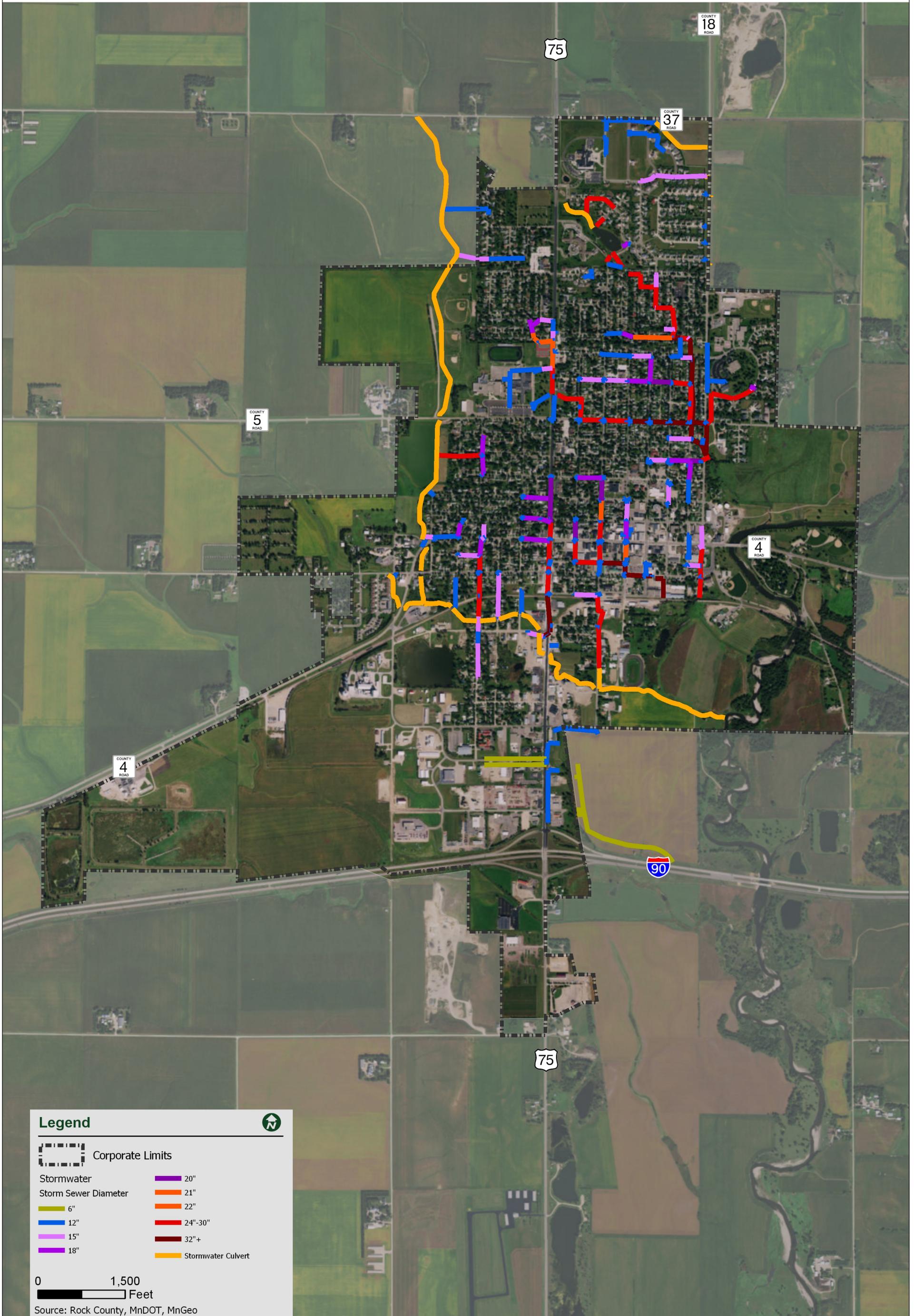


Legend

- Corporate Limits
- 9"
- 10"
- 12"
- 15"
- 18"
- 21"
- 24"
- 4"
- 6"
- 8"

0 1,500
Feet

Source: Rock County, MnDOT, MnGeo



Legend

Corporate Limits

Stormwater	20"
Storm Sewer Diameter	21"
6"	22"
12"	24"-30"
15"	32"+
18"	Stormwater Culvert

0 1,500 Feet

Source: Rock County, MnDOT, MnGeo



Public Buildings & Facilities

City Offices

Luverne city offices is located at 305 East Luverne Street and houses the city offices and Council Chambers. The city provides a secure drive up utility drop box available for dropping off your utility payment on the west side of the building. The office hours for city offices are 8:30 a.m. – 4:30 p.m.

Fire Station

In 2007, the 40 year old Fire Hall was expanded as more room was needed. This allowed for all the equipment owned by the fire department to be stored on sight; equipment no longer needs to be kept in different places throughout the city due to lack of space.

The Luverne Fire Department is a volunteer organization consisting of thirty-seven volunteers. The equipment system consists of one ladder truck, two tanker trucks, one rescue squad, two city engines, one rural engine, one grass rig, one trailer, one quick response vehicle, one air supply truck, and a 12 foot aluminum boat. The Luverne Fire Department offers the only hazardous-materials services in Rock County.

Rock County Law Enforcement Center

The Rock County Law Enforcement Center was built in Luverne in 2007, due to the need of an updated and expanded facility. The Center is owned by Rock County.

Rock County Courthouse

The Rock County Courthouse is located in Luverne and serves as the primary location for Veterans' Affairs, Recording, Assessing, and Department of Motor Vehicles through licensing and registration services.

Luverne Area Chamber of Commerce

The Luverne Area Chamber of Commerce is a membership organization that supports the business community in Luverne. The Chamber is responsible for many of the events in the community and works closely with government bodies and the business community to make Luverne a better place to live, work, and play.

Public Buildings & Facilities

Carnegie Cultural Center

The Carnegie Cultural Center opened during the Buffalo Days Celebration in 1992 and continues to operate to this day. Previously, the Center was used as the Rock County Community Library until volunteers completed renovations to change the facility for use by local artists, including student artists, and to host events such as the popular holiday season display of decorated trees donated by various businesses and organization of Luverne.

Luverne Street Music made the Carnegie Cultural Center its new home providing quality musical education and straining for aspiring student musicians of all ages. Luverne Street Music offers lessons in voice, strings, guitar, piano, brass and woodwinds. Luverne Street Music is managed and operated by a group of volunteers; partnering with the City of Luverne, the Luverne Area Chamber of Commerce, Luverne Public Schools and arts organizations.

The Palace Theater

The Palace Theater was constructed in 1915 by architect W.E.E Greene. The Palace seats 550 people and was first owned by Herman and Maude Jochims. It was built primarily for the presentation of stage plays by traveling theater troupes and but later utilized for “moving pictures,” once these were developed as an upcoming form of entertainment. Its focal points include the originally painted wall panels, stage curtains, the artistic wall and ceiling decor, and the pipe organ. The Geneva console pipe organ was installed in 1926 to provide accompanying music for the silent movies. The organ has recently been restored and is the oldest working theater organ of its make and model in the United States. The second story of the building, once used as a ballroom, was later turned into an apartment for the Jochims. It now houses many pictures and pieces of furniture from the original Palace Theater.



The Hinkly House Museum

In 1892, R.B. Hinkly, then the Mayor of Luverne, built a home for himself and his family. The house was constructed of Sioux Quartzite quarried and hauled on horse-drawn boars from the Blue Mound Quarry north of Luverne. In April of 1959, the home was donated to the Rock County Historical Society and opened as a museum in August of the same year. The Hinkly House was placed on the National Register of Historic Sites (NRHS) on June 10, 1975. Within the last ten years, great efforts have been made towards the restoration of the museum.



History Center

In 2016, The Rock County Historical Society acquired and renovated the former Herman Motors Building (built in 1915 by R.B. Hinkly) located at 312 E Main, and opened the doors to the Rock County History Center in October, 2016. The History Center is more than just a collection of artifacts. It is intended to portray the agricultural heritage, educational foundations, religious history, and other historical aspects of Rock County. On display are 2,500 nutcrackers, photographs, tools, documents, and articles from old newspapers, and county records. Actual furnishings from the courthouse, law enforcement, rural schools, and professional offices are also on display.



Army National Guard Readiness Center (Armory)

A new 40,000 square foot readiness center will be constructed on 15 acres located west of Papik Motors beginning in 2019. The new armory will consolidate Luverne’s existing armory, built in the 1930s, and the Pipestone armory, built in the 1950s.

Educational Facilities

Luverne Elementary

Luverne Elementary School is a K-5 school with an Early Childhood Special Education programs. Luverne Elementary focuses on providing a balanced curriculum with an emphasis on the state standards in reading, math, science, and social studies. Students enjoy additional experiences in the areas of music, physical education, computer, and health.

Luverne Middle/High School

The Luverne Middle and High School prides itself in maintaining a small school feel while having the amenities of a larger school. The school has facilities such as a gymnasium, football stadium, and a tennis complex. The curriculum offers vocational classes in woods, agriculture, graphics, foods and business as well as providing honors courses including Advanced Placement classes and several college credit classes. The school offers languages classes as well as extensive technology classes. The school also offers extracurricular activities like band, choir, and nine athletic teams as well as others that help round out a student's education. The school hosts approximately 400 high school students, and 300 middle school students.

Luverne Alternative Learning Center

The Luverne Alternative Learning Center (ALC) serves "at risk" students and admission is restricted to those recommended by the Luverne High School Principle and/or the Luverne High School Counselor. The ALC places students in a nontraditional school setting, enabling them to find success they have been unable to achieve in a traditional school setting. All students receive a quality education in a caring, accepting environment that recognizes individual differences. Students will also acquire positive attitudes towards themselves and others that will enable them to continue learning in a complex and ever-changing society.

Minnesota West Community and Technical College

The Luverne Educational Center for Health Careers opened its doors to students in Fall semester 2007 as part of a joint effort between Minnesota West Community & Technical College, Sanford Health Systems and the City of Luverne. The facility was previously a working hospital until 2005 when Sanford opened their new hospital and medical clinic. This educational opportunity for both traditional and non-traditional students adds new options for educational growth for the community and surrounding area. Currently, programs in Radiologic Technology, Surgical Technology, Medical Assistant, Medical Laboratory Technician, Phlebotomy, and Massage Therapy are offered on site, as well as Liberal Arts classes and customized training. Students can pursue an Associate of Arts (A.A.) Degree in Liberal Arts through the Center. The A.A. degree allows students to build toward a Bachelor Degree by transferring to other Minnesota State Colleges and Universities as well as other public and private higher learning institutions

The Library

The Rock County Community Library is funded by Rock County. It is located at 201 West Main Street and offers a large selection of books, magazines, records, references, and videos. The Library offers a children's reading program in the summer from early June until the middle of July.

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.

07
TOURISM

OVERVIEW

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.

Local attractions enticing visitors to the community are an essential part of tourism. However, to entice visitors to spend money in the community, there must be the right mix of shops, restaurants, entertainment, and lodging facilities, all in an attractive setting.

There are several local attractions in or near the City of Luverne to attract visitors from nearby communities for a day trip, or a long weekend for those travelling further distances: Blue Mound State Park, Touch the Sky Prairie, The Lake, and local parks, to name a few. The City also has an increasing number of amenities to keep visitors in the City. Main Street is a rich and dynamic part of the City, offering welcoming and unique setting for boutique shopping, unique restaurants, a craft brewery, and entertainment opportunities.

In June 2017, the City of Luverne commissioned Roger Brooks International to complete an opportunity assessment. The exercise looked at local marketing efforts, signage, attractions, retail mix, ease of getting around, customer service, visitor amenities, overall community appeal and the ability to attract overnight customers. It looked at private businesses, public spaces and community amenities, all of which contribute to Luverne's tourism industry.

The City of Luverne, like all communities benefits from three types of tourism including: 1) visiting friends and family, 2) business travel, and 3) leisure travel. 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.

The purpose of this section of the plan is to enhance the tourism industry in the City. Using the recommendations of the Brooks assessment, and the efforts of the local residents and businesses, the City has a future as a local and regional tourism destination.

Community Assets

Luverne Area Chamber of Commerce and Convention and Visitors Bureau

The Luverne Area Chamber of Commerce and CVB is a membership organization that supports the business community in Luverne. The Chamber and CVB is responsible for many of the events in the community and works closely with government bodies and the business community. The Chamber and CVB also serves limited marketing purposes.

Luverne Economic Development Authority (LEDA)

The LEDA supports business and residential development in Luverne by implementing a range of programs that promote and increase job opportunities, increase tax base, and improve the quality of life. In addition to selling city-owned property for economic development purposes, the LEDA focuses on business retention and expansion, attracting new businesses, and offers technical assistance, financial incentives and resources, and collaboration with other local organizations within the community.

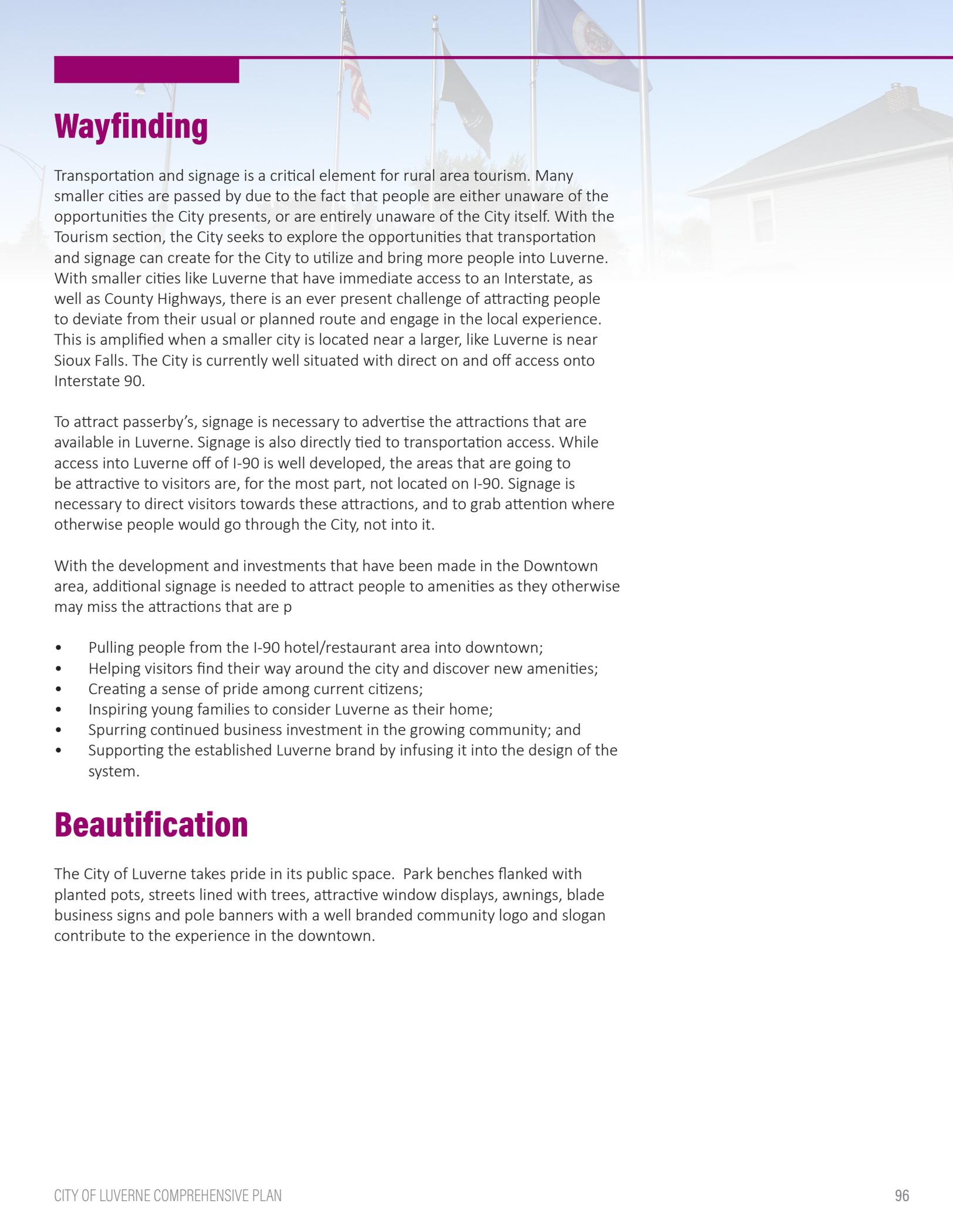
Luverne Community Economic Development Corporation (LCEDC)

The LCEDC is a 501(c)(3) nonprofit charitable organization that allows for tax exempt donations guided for economic development purposes.

Luverne Initiatives for Tomorrow (LIFT)

LIFT is a 501(c)(3) organization that began in 2010 and is comprised of businesses, private citizens, and government working cooperatively to identify community issues, and to advance the residential, business, organization, civic, athletic, musical, agricultural, social, mercantile and manufacturing interests in Luverne. LIFT facilitates public-private partnerships to meet the vision of the community to improve aesthetics, create vitality and strengthen processes, encourage enterprise, enhance marketing and increase business cohesiveness.



A background image showing a street scene with three flags on poles (American, a dark flag, and a blue flag with a seal) and a white house with a chimney on the right. A purple horizontal bar is at the top left.

Wayfinding

Transportation and signage is a critical element for rural area tourism. Many smaller cities are passed by due to the fact that people are either unaware of the opportunities the City presents, or are entirely unaware of the City itself. 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. With smaller cities like Luverne that have immediate access to an Interstate, as well as County Highways, there is an ever present challenge of attracting people to deviate from their usual or planned route and engage in the local experience. This is amplified when a smaller city is located near a larger, like Luverne is near Sioux Falls. The City is currently well situated with direct on and off access onto Interstate 90.

To attract passerby's, signage is necessary to advertise the attractions that are available in Luverne. Signage is also directly tied to transportation access. While access into Luverne off of I-90 is well developed, the areas that are going to be attractive to visitors are, for the most part, not located on I-90. Signage is necessary to direct visitors towards these attractions, and to grab attention where otherwise people would go through the City, not into it.

With the development and investments that have been made in the Downtown area, additional signage is needed to attract people to amenities as they otherwise may miss the attractions that are p

- Pulling people from the I-90 hotel/restaurant area into downtown;
- Helping visitors find their way around the city and discover new amenities;
- Creating a sense of pride among current citizens;
- Inspiring young families to consider Luverne as their home;
- Spurring continued business investment in the growing community; and
- Supporting the established Luverne brand by infusing it into the design of the system.

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 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.

08

URBAN DESIGN AND COMMUNITY & ECONOMIC DEVELOPMENT



OVERVIEW

Luverne is dedicated to sustainable growth and business development. An entrepreneurial spirit and first-class work force make Luverne a great place to start and operate a business. Because of this, Luverne is able to retain and create quality employment opportunities which support the continued growth and development of the City and the quality services it affords the community.

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.

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.

Neighborhoods

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 a neighborhood infrastructure and parks with the same commitment.

Private Property

New and existing housing has an influence on the visual appearance of the City. The City of Luverne is able to influence the aesthetic quality of private property through the application of the zoning and subdivision ordinance as well as the careful construction of protective covenants that provide the means to influence design.

The City has in the past acted as a developer in the form of platting lots and managing the sale. The City sees this as a critical role as it allows for the City to influence development of private property when the private sector cannot execute.

Maintenance is another critical element in creating neighborhoods that are attractive and provide for the quality of life that Luverne residents expect. The City engages in maintenance by ensuring that blight does not occur. Blight can affect many elements of a housing market including driving the market down as owners are less likely to invest in improvements or redevelopment.

The City also is able to guide and advise potential commercial developments in this way. Including the right kind of commercial businesses in a neighborhood is critical to ensuring the success of the neighborhood. The City has a number of programs that assist with these supporting functions, and can include loans, tax incentives, technical assistance, or even demolition assistance.

Public Property

Good design ensures attractive, usable, durable, and adaptable places and is a key element in achieving sustainable development. The City of Luverne maintains a high level of aesthetics in its public places. Urban streetscapes enhance the aesthetics of corridors and gateways. Urban design influences the physical form of the City and how residents experience public spaces such as streets, parks, and other public spaces. Trees in the unpaved right-of-way (boulevard) add natural beauty and comfort to a neighborhood. Street lights with light pole banners contribute to both appearance and safety of the community.

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.





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. The LEDA also focuses its efforts on redevelopment of the South Hwy 75 Business District and the revitalization of Main Street to create a strong “L-shaped” Business District.

The LEDA is dedicated to helping foster the city’s economic base to improve the quality of life for its citizens and business community. The LEDA sells vacant residential lots and works on a variety of initiatives to increase the social opportunities within the community. Encouraging community revitalization and promoting economic opportunity for all segments of the population is a key component in ensuring a high quality life.

Our goal is to support business development and improve the quality of life by creating jobs and increasing the tax base. At its very core, our mission is to help spur job creation in our community. To accomplish this goal, the Luverne Economic Development Authority is engaged in a number of activities and strives to create and improve programs and incentivize that encourage property improvements, increase the tax base, and create or retain jobs.

What We Do

A city is only as strong as the people that live there make it. Luverne is committed to strengthening the community of the City, which in turn will strengthen the City. 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.

Business Retention and Expansion

It is our belief that Luverne's best source of economic growth & development is our existing local businesses. Consequently, we visit our local business on a regular basis to build & maintain strong relationships with them. During these visits our main goal is to identify ways that we can help our local businesses be successful and grow.

Downtown Revitalization

A strong downtown is the key to a strong community. A lot of our efforts therefore are geared towards maintaining and strengthening Main Street Luverne. The Historic Façade Improvement Program provides professional recommendations, technical assistance, and loan and grant funds to improve historic Main Street properties. This program has been a strong catalyst for investment and has been an important factor in keeping our downtown properties well-maintained.

Industrial Park Development

To promote the continued economic growth of the city, the Luverne EDA works to ensure that we have industrial park lots & building space readily available with access to utilities. Our goal is to have, on-hand, shovel ready lots so that we can provide the solutions businesses are looking for in a timely manner.

Business Recruitment

The Luverne EDA works closely with LIFT and the Chamber to attract new businesses to come to Luverne. In addition, we provide technical assistance and offer a variety of resources for new businesses just getting started.

Financial Assistance and Incentives

Financing is the single most important ingredient of economic development. The Luverne EDA operates a revolving loan fund to provide "gap" financing for qualified business projects. In addition, we can pull together a multitude of other financial resources to help make projects happen.

Technical Assistance

The Luverne EDA is the first point of contact for all local, regional, State & Federal business resources and information. We assist with everything from helping entrepreneurs formulate & refine their initial business plans to project financing, location assistance, labor resources, demographics and so forth.

Residential Lot Sales

The City has acted as the developer in the new residential subdivisions over the last decade. The LEDA promotes and sells the lots when a party is interested in building a new home in Luverne.





09

IMPLEMENTATION



OVERVIEW

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. Tools to implement the plan will vary in that some will be reactive such as zoning and subdivision ordinances that guide private developments and others will be proactive, such as the City's Capital Improvement Program (CIP) for undertaking public improvement projects.

To achieve the goals and objectives of this Comprehensive Plan, the City of Luverne has established regulations for zoning, subdivision of land, planned unit development (PUD), floodplain areas and has adopted performance standards to assure properties are well-maintained and to prohibit nuisance activities. All are administered through the City's Planning and Zoning Department.

Zoning

City zoning codes regulate land use to promote the health, safety, order, convenience, and general welfare of all citizens. They regulate location, size, use and height of buildings, the arrangement of buildings on lots, and the density of population within the City. The City’s zoning districts effectively guide development in Luverne.

The City of Luverne also allows Planned Unit Developments as an overlay to provide flexibility from zoning district standards for innovative developments meeting the purpose and intent of the Comprehensive Plan.

Zoning Ordinance Amendments

The City will evaluate land use controls and consider amendments to eliminate inconsistencies with the Comprehensive Plan, conform to State and Federal regulations, and support the overarching community goals identified through this plan update.

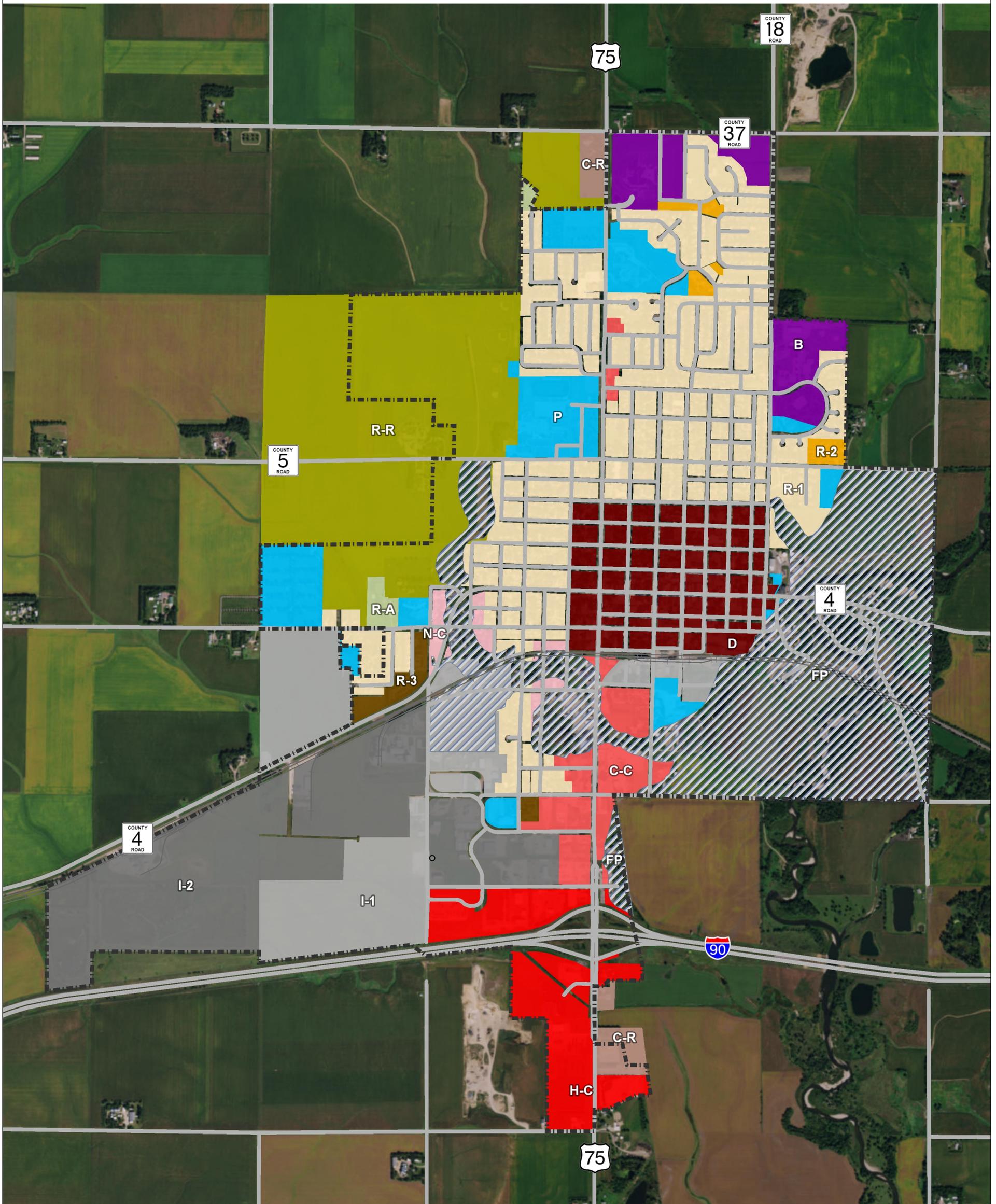
The Future Land Use Map generally guides developed land uses in the same fashion as they have been developed and exist. When compared with the zoning map, it is clear that there are a lot of nonconforming uses in the City of Luverne. The zoning map should be updated to be consistent with the Comprehensive Plan.

Portions of the City of Luverne are within the FEMA Floodplain. The Zoning Map has a zoning designation of floodplain for these areas. The Floodplain is an overlay zoning district. It places additional restrictions on the area in addition to the underlying zoning district. These areas, while also restricted by the overlay floodplain ordinance, need an underlying zoning district to identify the type of use that the area should be guided. If only regulated by the floodplain ordinance, activities such as extraction, farm animals grazing, archery ranges and other uses that could be incompatible with surrounding uses would be permitted.

Figure 30: Luverne Zoning Districts

R-A: Residential/Agricultural District
R-1: Single Family Residential
R-2: Multiple Family Residential
R-3: High Density Residential
Residential Reserve
H-C: Highway Commercial
C-C: Community Commercial
N-C: Neighborhood Commercial
C-R: Commercial Reserve
B: Business Park
Downtown
General Industry
Special Industry
Public District
Floodplain (Overlay)
Planned Unit Development (Overlay)





Legend

Corporate Limits	Residential Reserve	Downtown
Zoning Designation	Highway Commercial	General Industry
Residential/Agricultural	Community Commercial	Special Industry
1, 2 Family Residence	Neighborhood Commercial	Public District
Multiple Family Residence	Limited Business	Floodplain
High Density Residential	Commercial Reserve	

0 1,500 Feet

Source: Rock County, MnDOT, MnGeo

Undeveloped Land

The Future Land Use Map identifies certain areas as Residential, Commercial or Industrial Reserve. While most of these designated areas are currently outside of the City, there are some Reserve areas within the current City limits. The Reserve designation allows the opportunity to plan and to facilitate the desired form of development upon annexation to the City. As part of the annexation proceedings, the City should determine which specific zoning district should be applied to the property. Performance standards should be established for the Reserve areas located within the current City boundaries in order to maintain these areas for future development.

Subdivision of Land

The Subdivision Ordinance regulates the subdivision and platting of land within the City providing for the orderly, economic and safe development of land and facilitating the adequate provision for transportation, water, sewage, storm drainage, electric utilities, streets, parks and other public services and facilities essential to any development. City controls to regulate subdivision of land include an application process, Planning Commission review, and legal notice and public hearing by the City Council. The process includes imposing applicable fees, a development agreement prescribing the standards for the development and imposing penalties for the violation of its provisions. The subdivision of land promotes the public health, safety and general welfare of the people and helps achieve the vision of this comprehensive plan by providing for standards in the development of land.

Capital Improvements Program

Capital improvement projects are major projects that benefit the City, including the construction or reconstruction of roads and sidewalks, sewer, water and electric utilities, airport facilities, trails, and park and recreation facilities, as well the purchase of new or replacement equipment and buildings. A capital improvements program (CIP) is a budgeting plan which lists five years of needed capital improvements, their order of priority, and the means of financing. The City of Luverne's 2018-2022 CIP lists a wide variety of projects totaling more than \$31 million. These projects are intended to meet the City's goals. The CIP is reviewed and updated annually by the City Council, to ensure the proper priorities and funding.





Tax Increment Financing (TIF)

TIF is one of the most popular local development financing tools. It enables a city to use the additional property taxes generated by new development to pay for certain development expenses. The City of Luverne utilizes TIF districts to redevelop blighted areas, to provide low and moderate income housing, to stimulate economic activity, and to pay for certain public projects.

Tax Abatement

A city may use tax abatement to segregate some or all of the taxes it imposes on a parcel of property if the city expects the benefits of the proposed abatement agreement at least to equal the costs of the proposed development. The term “abatement” is somewhat misleading, as in most cases the tax is not forgiven; it is paid normally, but the amount of property tax levied by the city is used to pay for bonds issued for public improvements. The city must determine that tax abatement will increase or preserve tax base, provide employment opportunities, provide or help acquire or construct public facilities, help redevelop or renew blighted areas, or help provide access to services for residents of the city.

Grants

Grants are an essential tool for local governments to fund projects that contribute to the community. A government grant is a financial award given by the federal, state or local government to an eligible grantee. Government grants are not expected to be repaid but are usually allocated for specific needs and may go through a competitive application process. City officials and City Staff pursue grant application opportunities that would help the City of Luverne implement its vision.



Amending the Plan

To keep the Comprehensive Plan current, it will be necessary to make amendments from time to time. However, as the foundational document guiding development, most amendments should occur through a comprehensive effort to address changes to the community overtime. The Action Plan, described below, will be updated more frequently.

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 sections, 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.

LAND USE	Schedule	Lead	Status	Comments
Have adequate land available in and around the City for Residential, Commercial, and Industrial growth				
1.				
2.				
Guide and integrate new development with the City's natural environment in a compatible manner				
3.				
4.				
Market available property to developers for development				
5.				
6.				

HOUSING		Schedule	Lead	Status	Comments
Construct appropriate housing to meet the needs of the aging population					
1.					
2.					
Construct appropriate housing to attract young families					
3.					
4.					
Construct appropriate housing to meet workforce housing needs					
5.					
6.					
Maintain the quality of existing of housing					
7.					
8.					
Ensure local land use controls and permitting procedures do not discourage housing development					
9.					
10.					

PARKS & RECREATION, TRAILS, & NATURAL RESOURCES

Schedule

Lead

Status

Comments

Provide trail users with a high quality, unique experience

1.

2.

Improve parks to provide greater accessibility and enjoyment for users

3.

4.

Develop a trailhead for the Luverne Loop and Blue Mounds Trail

5.

6.

Increase the amount and type of recreational opportunities

7.

8.

Enhance safe walking and cycling routes

9.

10.

Expand trails to connect to other destinations and area attractions

11.

12.

TRANSPORTATION		Schedule	Lead	Status	Comments
Develop a functional brand-supportive wayfinding system that meets jurisdictional approval					
1.					
2.					
Create a more pedestrian friendly community					
3.					
4.					
Create a more bicycle friendly community					
5.					
6.					
Address safety issues on Main Street					
7.					
8.					
Establish appropriate truck routes throughout the City					
9.					
10.					
Provide appropriate transportation routes in industrial expansion areas					
11.					
12.					
Maintain updated and safe routes of pedestrian transportation					
13.					
14.					
Maintain updated and safe routes of bicycle transportation					
15.					
16.					
Maintain updated and safe routes of vehicular transportation					
17.					
18.					

INFRASTRUCTURE & UTILITIES		Schedule	Lead	Status	Comments
Maintain high function of Water System, Sewer System, Electric System, Storm Sewer System, and Transportation System					
1.					
2.					
3.					
4.					
5.					
6.					
Ensure that adequate infrastructure is provided to areas targeted for growth (residential, commercial, and industrial)					
7.					
8.					
Promote energy efficiency and the use of renewable resources					
9.					
10.					
Increase the options for the provision of telecommunication services					
11.					
12.					

TOURISM		Schedule	Lead	Status	Comments
Provide a way for residents and visitors to find amenities and attractions in the community					
1.					
2.					
Make downtown the center of focus for social, retail, and community life					
3.					
4.					
Improve pedestrian and bicycle access in the downtown area					
5.					
6.					
Provide adequate parking in the downtown area					
7.					
8.					
Maintain and improve the aesthetic appearance of the community					
9.					
10.					
Encourage art and entertainment options in the community					
11.					
12.					
Promote the recreational use of local rivers, ponds, trails, and parks					
13.					
14.					
Attract visitors from outside the area to shop, eat, conduct business, relax, live, and be entertained					
15.					
16.					

URBAN DESIGN & COMMUNITY & ECONOMIC DEVELOPMENT		Schedule	Lead	Status	Comments
Provide a solution to the childcare needs in our community					
1.					
2.					
Attract businesses and institutions that will offer quality employment					
3.					
4.					
Support public and private investments that improve the quality of life					
5.					
6.					
Provide critical services and facilities to retain current residents					
7.					
8.					
Provide critical services and facilities to attract skilled workers					
9.					
10.					
Create and improve programs that encourage property improvements					
11.					
12.					
Reinforce the City's image and identity as a community of excellence					
13.					
14.					
Preserve the City's unique history					
15.					
16.					



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